Terminal evaluation of Enhancing Climate Change Resilience in the Benguela Current Fisheries System Project GCP/SFS/480/LDF and GCP/SFS/480/SCF GEF ID: 5113

Republics of Angola, South Africa and Namibia

FINAL REPORT

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Abstract

This Terminal Evaluation (TE) report is for the GEF-funded project "Enhancing Climate Change Resilience in the Benguela Current Fisheries System" that run from 15 December 2015 to 23 January 2023, paying particular attention to the efforts after the November 2019 MTE. Conducted between November 2022 and April 2023, the Evaluation focused on outputs and activities, project management and implementation arrangements, using the five GEF project evaluation criteria, namely: relevance, effectiveness, efficiency, sustainability, factors effecting performance; and cross cutting concerns. The three project recipient countries were Angola, Namibia and South Africa, through the BCC. The budget holder (and implementing agency) was the FAO Sub-regional Office for Southern Africa, while the BCC was the executing agency. The project's objective was 'to build resilience and reduce the vulnerability to climate change of the marine fisheries and mariculture sectors in the BCLME through implementation of adaptation strategies'. The Evaluation was desktop-based and used the remote (virtual) data collection approach. Over 30 people were interviewed, from the various stakeholder groups (target communities, project staff, government officials, relevant FAO staff, BCC officials, the PSC, etc.). The primary audience were: the FAO (Africa Regional, Sub-regional and Country Offices), the Project Task Force at the FAO HQ, the FAO-GEF Coordination Unit and the BCC, while the secondary audience were regional, national and sub-national counterparts and external partners involved in implementation

The **relevance** of the project was rated as having been ***highly satisfactory***, with strong alignment to national development goals and strategic frameworks, GEF focal areas/operational programme strategies and the new FAO Strategic Framework/objectives. Under **Effectiveness**, most of the outputs under the three components (integrating fisheries climate change considerations into fisheries policies, programmes and inter-sectoral development; Piloting improved climate-resilient fisheries practices; and capacity-building and promotion of improved climate-resilient fisheries practices) were achieved, with ratings of satisfactory, moderately satisfactory and moderately satisfactory respectively, while the fourth component (M&E) was rated as unsatisfactory. The overall rating on implementation was ***moderately satisfactory***. **Efficiency** of project management and procedures was rated ***moderately satisfactory*** despite budget adjustments that resulted in some positions being scrapped. The embedding of the project within the focal point ministries/departments was expected to help institutionalization of project activities, in effect resulting in **sustainability** being rated ***moderately likely*****. Factors that affected performance** included delay of project start, lack of a ToC, the Covid-19 pandemic and scrapping of some key project positions. Despite these, the BH and the PIU managed and administered the project well resulting in a rating of ***moderately satisfactory***. Under **cross-cutting concerns**, the project did not make much progress in dealing with the strategic issues limiting involvement of women and minority groups, despite the increased involvement of women after the MTE. The project adequately took environmental assessment and social safeguard concerns in the project design, redesigned and implementation. Thus, the rating on **gender** was ***moderately unsatisfactory*** and ***satisfactory*** on **environmental and social safeguards**.

The report provides eight conclusions, five recommendations and four key lessons. The recommendations are around: involvement of FAO country offices in regional projects to facilitate transfer of activities; Funding prioritisation after no cost extensions; institutionalisation of the project; and management of joint project budgets. The key lessons learnt were on challenges of implementing joint projects in countries with different political economies, importance of NWGs in the coordination of national CC activities, need to train country coordinators in project and budget management, M&E, communications, and the importance of embedding project into focal ministries/department for sustainable transitions.

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Abbreviations and acronyms

AWP/B	Annual Working Plans/Budgets
AFA	Artisanal Fisheries Association
ANAPA	Angola National Adaptation Programme of Action
ASCL	Alternative Smart Climate Livelihoods
BCC	Benguela Current Commission
BCCEAC	Benguela Current Commission Ecosystem Advisory Committee
BCLME	Benguela Current Large Marine Ecosystem
BH	Budget Holder
CC	Climate Change
CCA	Climate Change Adaptation
CCS	Climate Change Strategy
CD	Capacity Development
CEO	Chief Executive Officer
COMESA-ECA-SADC	Common Market for East and Southern Africa- East African Community-Southern Africa Development Community
COP26	Conference of Parties 26
COP27	Conference of Parties 27
CSO	Civil Society Organization
CU	Coordination Unit
DEX	Direct Execution Modality
DEX	Direct Execution Modality
DFFE	Department of Forestry Fisheries and Environment
EA	Executing Agency
EAC	Ecosystem Advisory Committee
EIA	Environmental Impact Assessment
ET	Evaluation Team
FA	Focal Areas
FAO	Food and Agriculture Organization of the United Nations
FAOCCS	Food and Agriculture Organisation Climate Change Strategy
FAOCPF	Food and Agriculture Organisation Country Programming Framework
FAO-GEF CU	FAO- GEF Coordination Unit
FLO	Funding Liaison Officer
GEB	Global Environmental Benefits
GEF	Global Environment Fund

HAFA	Hanganeni Artisanal Fisheries Association
HH	Household
INAMET	National Institute of Meteorology and Geophysics
IPA	Institute for Development of Fisheries and Aquaculture
LDCF	Least Developed Countries Fund
LME	Large Marine Ecosystem
LOA	Letter of Agreement
LTO	Lead Technical Officer
M&E	Monitoring and Evaluation
MEFT	Ministry of Environment Forestry and Tourism
MEL	Monitoring, Evaluation and Learning
MFMR	Ministry of Fisheries and Marine Resources
MLRA	Marine Living Resources Act
MPA	Marine Protected Area
MTR/E	Mid-term review or Mid-term evaluation
NAP	National Action Plans
NAPA	National Adaptation Plan of Action
NCCWG	National Climate Change Working Group
NDM	Namaqua District Municipality
NDP	National Development Plan
NGO	Non-governmental Organization
NICC	National Intersectoral Coordinating Committee
NRM	Natural Resource Management
NSRI	National Sea Rescue Institute
NWG	National Working Group
OC	Out Comes
OPA	Operational Partners Agreement
OPIM	Operational Partners Implementation Modality
PIR	Project implementation review
PIU	Project Implementation Unit
PMU	Project Management Unit
POPA	Fisheries and Aquaculture Management Plan
PPR	Project Progress Reports
ProDoc	Project Document
PSC	Project Steering Committee

PTF	Project Task Force
RCCWG	Regional Climate Change Working Group
RVA	Rapid Vulnerability Assessment
SADC	Southern Africa Development Community
SAMSA	South Africa Marine Safety Authority
SCCF	Strategy for Climate Change Fund
SDG	United Nations Sustainable Development Goals
SO	Strategic Objective
SSF	Small Scale Fishers
SSFP	Small Scale Fisheries Policy
TCP	Technical Cooperation Project
TE	Terminal Evaluation
ToC	Theory Of Change
USD	United States Dollar
VA	Vulnerability Assessment

Executive summary

Introduction

1. This is the Terminal Evaluation (TE) report for the project ""Enhancing Climate Change Resilience in the Benguela Current Fisheries System". TEs are a requirement of the Global Environment Facility (GEF) and the Food and Agriculture Organization of the United Nations (FAO) for project monitoring and reporting purposes. They are also important for both accountability and learning purposes for the GEF, FAO, the BCC, national partners and other participating institutions. The report provides a comprehensive and systematic account of the performance of the project by assessing its design, implementation, and achievement of activities and outputs. In addition, the evaluation identified design and implementation issues that could provide learning for upscaling and sustainability beyond the project.

2. The primary audience and users of the evaluation were: The FAO Regional Office for Africa; FAO Sub-regional Office for Southern Africa; FAO Country Offices in Angola, Namibia and South Africa, the BCC, governments of Angola, Namibia and South Africa, and members of the Project Task Force, and the GEF and the FAO-GEF Coordination Unit. The secondary audience included regional, national and sub-national counterparts and external partners and other donors, organizations and institutions interested in supporting and/or implementing similar projects.

3. The evaluation covered the entire project implementation period (15 December 2015 to 23 January 2023), which included two 'no cost' extensions. Particular focus was on the implementation efforts after the Mid-Term Evaluation (MTE) whose report was released in November 2019.

4. Due to the timing of the evaluation close to end of the project, and the evaluation period including the Christmas and New year holiday period, and logistical and administrative factors, it was agreed among the key stakeholders that the evaluation would largely be activities and output-based, although where outcomes were notable, the report would touch on these.

5. In view of the foregoing, the evaluation used 'document review' and telephonic and virtual meetings and interviews as the methodological approach. All in all, over thirty-five stakeholders ranging from project staff, FAO staff, BCC officials, government officials and representatives of target group communities were interviewed.

6. The evaluation used the GEF evaluation criteria questions which look at: relevance; effectiveness; efficiency; sustainability; factors affecting performance, cross-cutting concerns (Gender; Minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth; and Environmental and social safeguards). The template also requires including conclusions, recommendation and lessons learnt.

7. The evaluation was undertaken by a team of three people: One consultant each responsible for each of the three countries. A team leader led the consolidation of the country reports into one report and the writing of the various drafts for review and revision.

Main findings

8. The main findings are presented below in summary form. These are arranged according to the GEF evaluation criteria. For detail on evidence and justifications for the findings, please see the main report.

Relevance

9. **Finding 1:** The objective, activities and outputs of the redesigned project remained strongly relevant to the national development goals and strategic frameworks for the three countries, to GEF focal areas/operational programme strategies and FAO Country Programming Framework and FAO's Climate Change Strategy.

10. **Finding 2:** The redesigned project was very much aligned to GEF's focal area programmes 6 and 7 and its Least Developed Countries Fund's climate adaptation guidelines, FAO's new Strategic Framework Strategic Objectives (SO) 2 and 3, and FAO's Capacity Building strategy.

11. **Finding 3:** The re-design of the project improved relevance of the project for the three countries, in particular the alignment to the national policies and CC adaption strategies in small-scale fisheries**.**

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Effectiveness

12. **Finding 4:** In all the three countries, most of the planned outputs and activities under this component were completed. This was achieved mainly because a large number of the relevant government departments and officials in all the three countries were already within the BCC system, part of BCLME project activities and were members of the country national working groups (NWGs) on climate change. This made it possible to organise and undertake the activities without too many hurdles**.**

13. **Finding 5:** Most outputs under component 2 were achieved, though household surveys were still being completed during the time of this evaluation. In all the communities in the three countries, RVAs were conducted or those that had been done prior to the project in some of the communities were used to develop adaption options and adaptation plans. Even then, not all of the identified adaptation options were implemented. Thus, the project focused on those activities and outputs that could be achieved within the project period.

14. **Finding 6:** Most of the outputs under this component were delivered, though the activities were hampered by inadequate funding and lack of a project communications person who could have developed appropriate materials and messaging for capacity development and communication and awareness raising.

15. **Finding 7.** The Monitoring & Evaluation, Learning (MEL) for the project was never operationalized satisfactorily. Instead, the Project utilized the biannual reporting cycles for monitoring and evaluation**.**

Efficiency

16. **Finding 8:** The project management processes and procedures worked efficiently. There were problems of delays in approval of project documents by the Commission and by FAO for procurement initially. Solutions were found to unblock these obstacles**.**

17. **Finding 9:** Budget re-adjustments were done to accommodate salary offer revisions and salary allocations for 'no cost' extensions. The adjustments negatively impacted project management efficiency as some staff positions had to be scrapped, also this had affected the funding for some of the project activities.

Sustainability

18. **Finding 10:** Although the project appeared to lack a clear sustainability and exit strategy, the embedding of the project within the focal point ministries and departments in each country gives hope that this could help to institutionalize the project in each country and provide for a measure of transition to sustainability**.**

19. **Finding 11:** While there were ongoing attempts to institutionalize the project in all the three countries, the level of ownership varied. There appeared to be greater ownership of the project and to embrace its outcomes through institutional takeover in Angola than in South Africa and Namibia. In all the three countries, the level of ownership at community level was not clear.

Factors affecting performance

20. **Finding 12:** There was delay to the start of the project due to the prolonged recruitment of project staff and negotiations for salaries. Also, the project's performance was negatively affected by the lack of a Theory of Change important for guiding its transformative ambitions and achieving the project objectives. It was only after the MTE recommendations that the project was redesigned and its Theory of Change made explicit.

21. **Finding 13:** Although the Covid-19 pandemic resulted in limitations on field supervision, the FAO Sub-regional Office in Harare (Budget Holder) adequately delivered on its project oversight role through meetings with the PIU and other project staff, field missions where possible and by being part of the PSC.

22. **Finding 14:** The PIU did reasonably well in the management and administration of the project as the executing agency. The scrapping of three key positions meant that the remaining compliment of two people had also to fulfil the other tasks that should have been undertaken by other members of the PIU staff, had positions been maintained and filled. This usually over-stretched the PIU.

23. **Finding 15:** The project funding was strictly managed in accordance with FAO rules and regulations and GEF minimum fiduciary standards in line with the project Execution Agreement between FAO and BCC. In expending the funds for project activities, the BCC utilized its own rules, regulations and procedures, adjusted to those of the Budget Holder (FAO Sub-regional Office).

24. **Finding 16:** Only 36% of co-financing had materialised by the end of the project

25. **Finding 17:** The choice and range of partners included in project implementation were appropriate. What was lacking in the three countries was the involvement of NGOs.

26. **Finding 18:** The project disseminated its activities, findings and outputs through various media channels and products. Project communications though was hampered by the non-implementation of the project's communication strategy and the decision not to replace the communications officer.

Cross-cutting concerns

27. **Finding 19:** After recommendations from the MTE, there was a greater push in all the three countries for increased inclusion of women in project activities. There was more progress in Angola in this regard compared to South Africa and Namibia where cooperatives on the project continued to be dominated by men.

28. **Finding 20:** The MTE re-designed project did not specifically mention minority groups, and the re-designed Project's activities did not have a significant positive or negative effect on minority groups

29. **Finding 21:** Neither the Project Document nor the MTE mentioned indigenous people/communities as target groups. There were no indigenous communities/people in the project area.

30. **Finding 22:** Environmental assessment and social safeguard concerns were taken into ample consideration in the original design as well as the redesign of the project, and during project implementation. The evaluation did not find evidence of harm to people or the environment as a result of the project currently, or likely in future.

31. The following additional information is provided:

    i. **Stakeholders engagement –** A communication strategy was developed, although it was never implemented. Generally, stakeholder engagement was effective and resulted in a high level of awareness of the project, its aims, results and key messages. Engagement included stakeholders at the international, national, provincial, local/municipality and village levels. The involvement of NGOs / CSOs was largely poor.

    ii. **Gender** – This was a GEF-5 project, and as such did not undertake a gender analysis during design since this was not a requirement at the time. Therefore, the project did not include any specific actions that addressed gender issues. While the involvement of women in project activities improved after the MTE , the project did not do much to break the institutional and cultural barriers that restrict women to periphery activities. The involvement of other minority groups such as the disabled and youth was not specifically addressed.

    iii. **Knowledge management –** The project effectively disseminated information through workshops conferences and workshop and media. Training and capacity development activities were undertaken, though the lack of a communications office after mid-2020 had a negative impact on communication and knowledge management.

32. The following ratings are provided:

    i. **Progress towards achieving the project development objective(s):** Not evaluated. Evaluation was limited to looking at activities and outputs that had been achieved.

    ii. **Overall progress on implementation:** The ratings for the project's implementation of activities under components 1, 2, 3 and 4 (Integrating fisheries climate change considerations into fisheries policies, programmes and inter-sectoral development; Piloting improved climate-resilient fisheries practices; Capacity-building and promotion of improved climate-resilient fisheries practices; and M&E and adaptation learning) were Satisfactory, Moderately Satisfactory, Moderately Satisfactory and Unsatisfactory respectively. The overall rating for progress on implementation was ***Moderately Satisfactory***

    iii. **Overall risk rating**: The project risk rating was assessed as "Medium to Low" in the Project Document and subsequently confirmed as Low during implementation in regular Project Implementation Reports (PIRs) and Project Progress Reports (PPRs). The Overall risk rating by the ET was also ***Low.***

Conclusions

33. Based on the main findings relating to the Evaluation Questions corresponding to the different evaluation criteria for the Terminal Evaluation, the following conclusions and recommendation were drawn:

34. **Conclusion 1 (Relevance to the recipient countries and beneficiary communities): The project was even more relevant to the three recipient countries, especially the beneficiary communities, after the project was redesigned** as this allowed for context specific alignment of project activities to each country's national policies, priorities and climate change adaption strategies for small-scale fisheries. In particular, this gave space to the target communities to select adaptation plans/actions that they saw as beneficial, feasible and actionable, for example fishmeal production from fish offal in Angola, which was not even one of the activities identified by the RVAs.

35. **Conclusion 2 (Effectiveness Component 1): Activities aimed at integrating climate change into fisheries policies, programmes and inter-sectoral development were largely implemented according to plan in all the three countries as a result of political support** at high government levels as evidenced by the involvement of national ministries and departments as active members of NWGs and BCC regional bodies such as the RCCWG. As a result, substantial numbers of people were reached beyond the project targets.

36. **Conclusion 3 (Effectiveness Component 2): Although RVAs were conducted in all of the target group communities in the three countries, and communities had selected adaption actions that they wanted to pursue, not all of the selected adaptation plans could be piloted as a result of technical and/or legal barriers** despite the fact that in most instances, training for the selected adaption activities had taken place. For example, in some cases, the community groups had not acquired the necessary equipment for undertaking the adaption activities, or they lacked government permits necessary for the adaption activities, for example the rights to harvest kelp by the women's group in Hondeklip Baai.

37. **Conclusion 4 (Effectiveness Component 3): In most of the targeted communities, a proportion of the planned Capacity Development activities for the selected adaptation options were delivered,** even though this was hampered by lack of appropriate training materials (the project lost the Communications Officer at a critical stage of the project in 2020 at a time when training and promotion activities were about to intensify after the MTE and COVID-19) and slow financial disbursement procedures.

38. **Conclusion 5 (Effectiveness Component 4): Tracking of project implementation and learning, for purposes of improved project implementation was the weakest aspect of the project implementation** as a result of non-operationalisation of the M&E, Learning Framework.

39. **Conclusion 6 (Efficiency – Project management and implementation): The project was generally managed and administered well,** despite delayed start and some problems of financial disbursement and procurement procedures initially, as well as external factors such as the COVID-19 pandemic.

40. **Conclusion 7 (Sustainability):** Despite lack of an exit strategy **the embedding and institutionalisation of project activities into focal point ministries and/or departments and embrace of multi-sectoral NWGs is likely to make the takeover of the project activities and their integration into national activities easier.** This could also help in the sustainability of the activities

41. **Conclusion 8 (Cross-cutting concerns: gender): Although there was increased participation of women in project activities after the MTE, the project did not make much headway** in overcoming cultural and institutional barriers to substantive participation of women in the sector, especially in value chain activities that require capital and entrepreneurship such as ownership of fishing equipment

Recommendations

42. **Recommendation 1. To FAO:** FAO country offices should have greater involvement in regional projects in which the Sub-regional FAO office is the Budget Holder. This would ensure smooth transition of responsibility for project partnerships from the Sub-regional FAO office to the FAO country offices, given that this is likely to happen after end of regional projects.

43. **Recommendation 2. To FAO Sub-regional Office and BCC:** The FAO Sub-regional Office and the BCC should liaise with the Governments of Angola and Namibia about what support they could provide to the two governments in their quest for further financial assistance for continuing and expanding the project activities. This would increase the likelihood for sustainability of project activities after end of the project. For example, Angola sees great benefit for expanding activities to other small-scale fishing communities.

44. **Recommendation 3. To FAO and BCC:** When there are delays in project start or during implementation and a "no-cost extension" is necessary, project activities and outputs need to be carefully re-prioritised without having negative impact on funding for project activities.

45. **Recommendation 4. To BCC and FAO:** Key project positions should not be scrapped or left vacant at the expense of efficient project management and implementation. For example, the scrapping of the Financial and Admin, and the Climate Change experts, and the non-replacement of the Communication Officer had negative impact on the project.

46. **Recommendation 5. To BCC and FAO:** The use of a global budget as was the case for Namibia and South Africa sharing the SCCF budget component should be avoided. The allocations for each country should be agreed at the beginning of a project to improve efficiency and avoid misunderstandings.

GEF evaluation criteria rating table

GEF criteria/sub-criteria	Rating[1]	Summary comments
A. STRATEGIC RELEVANCE		
A1. Overall strategic relevance	HS	The redesigned project remained strongly relevant and aligned to national, and GEF and FAO strategic priorities
A1.1. Alignment with GEF and FAO strategic priorities		Not required to be rated individually
A1.2. Relevance to national, regional and global priorities and beneficiary needs		Not required to be rated individually
A1.3. Complementarity with existing interventions		Not required to be rated individually
B. EFFECTIVENESS		
B1. Overall assessment of project results		Not required to be rated
B1.1 Delivery of project outputs		Not required to be rated
B1.2 Progress towards outputs[2] and project activities:		Not required to be rated

[1] See rating scheme in Appendix 3.

[2] Assessment and ratings by individual outcomes may be undertaken if there is added value.

GEF criteria/sub-criteria	Rating[1]	Summary comments
- Component 1	S	Project was highly successful at iintegrating fisheries climate change considerations into fisheries policies, programmes and inter-sectoral development
- Component 2	MS	The project piloted most of improved climate-resilient fisheries practices in the target communities, though some of the activities (e.g. household surveys) we not completed
- Component 3	MS	Most Capacity-building and promotion of improved climate-resilient fisheries practices activities were completed, despite funding problems and lack of a communications officer
Component 4	U	Although a framework had been developed, Monitoring & Evaluation, Learning (MEL) for the project was never satisfactorily operationalized.
- Overall rating towards achieving project objectives/outcomes	MS	This rating was given by the ET with reservation. The Evaluation only looked at activities and outputs, however, a rating based on the likelihood of outcomes to be achieve based on the above items, was required
B1.3 Likelihood of impact	UA	The available information does not allow this assessment.
C. EFFICIENCY		
C1. Efficiency[3]	MS	Project management processes and procedures worked efficiently in delivery of the project, despite some problems of procurement and transfer of funds for Angola.
D. SUSTAINABILITY OF PROJECT OUTCOMES		
D1. Overall likelihood of risks to sustainability	ML	The embedding of the project within the focal point ministries and departments in each country provides for potential for institutionalization of the project in each country, despite the varied levels of ownership and overall lack of exit strategy at project level
D1.1. Financial risks		Not required to be rated individually
D1.2. Socio-political risks		Not required to be rated individually
D1.3. Institutional and governance risks		Not required to be rated individually
D1.4. Environmental risks		Not required to be rated individually
D2. Catalysis and replication		Not required to be rated individually
E. FACTORS AFFECTING PERFORMANCE		
E1. Project design and readiness[4]	MS	The project was negatively impacted by initial delays in start-up, the lack of an Theory of Change and also, the Covid-pandemic

[3] Includes cost efficiency and timeliness.

[4] This refers to factors affecting the project's ability to start as expected, such as the presence of sufficient capacity among executing partners at project launch.

GEF criteria/sub-criteria	Rating[1]	Summary comments
E2. Quality of project implementation	S	Overall, the FAO and PSC effectively delivered on their oversight role
E2.1 Quality of project implementation by FAO (BH, LTO, PTF, etc.)	S	The FAO Sub-regional Office in Harare adequately delivered on its project oversight role, despite the Covid-19 pandemic
E2.1 Project oversight (PSC, project working group, etc.)	S	The PSC effectively delivered on its project steering role. The NWGs were very effective in national integration and coordination of partners
E3. Quality of project execution For decentralized projects: Project Management Unit/BH For OPIM projects: Executing agency	MS	The PIU did reasonably well in the management and administration of the project, although abolishment of key positions resulted burdening the unit with extra responsibilities
E5. Project partnerships and stakeholder engagement	MS	The project developed good partnerships with other BCC and BCLME projects. There was lack NGO involvement though
E6. Communication, knowledge management and knowledge products	MU	Project communications was hampered by the non-implementation of the project's communication strategy and lack of a communications officer at critical stages of the project. Despite the foregoing, the project disseminated its activities and outputs using various channels.
E7. Overall quality of M&E	U	The project lacked an effective M&E, Learning until after the MTE, which made it difficult to track implementation and get lessons for improved implementation
E7.1 M&E design		Not required to be rated individually
E7.2 M&E implementation plan (including financial and human resources)		Not required to be rated individually
E8. Overall assessment of factors affecting performance	MS	Factors included delay of project start, lack of a ToC, the Covid-19 pandemic and scrapping of some key project positions. Despite these, the BH and the PIU managed and administered the project well
F. CROSS-CUTTING CONCERNS		
F1. Gender and other equity dimensions	MU	Despite an improvement in involvement women post MTE, the participation of women in project activities remained rather low in Namibia and South Africa. In Angola, there was more success in the involvement of women
F2. Human rights issues		Not required to be rated individually
F3. Indigenous peoples	UA	
F4. Environmental and social safeguards	S	Environmental and social safeguard concerns were taken into consideration in the design and redesigned project, and there was no evidence of harm to people or the environment as a result of the project currently or in future
Overall project rating	**MS**	

1. Introduction

1.1 Purpose of the evaluation

47. This Terminal Evaluation (TE) was undertaken in conformity with the Agreement between the UN FAO and the Benguela Current Commission (BCC) on the execution of the Project. Article III of the Agreement states that the FAO shall "in consultation with the executing partner, ensure arrangements for an independent terminal evaluation, apart from implementation reports, to the Global Environment Facility (GEF) Secretariat and to the GEF Evaluation Office." The terminal evaluation is also a requirement by the GEF and the FAO for project monitoring and reporting purposes. In addition, the terminal project evaluation needs to be conducted for both accountability and learning purposes for the GEF, FAO, and other participating institutions. Therefore, this Terminal Evaluation serves a double purpose of accountability and learning. This report assessed the project activities and outputs, their value and relevance to target beneficiaries, national needs and priorities as well as documenting important lessons for potential upscaling, replication or follow-up projects/programmes in the Southern African region that might use similar approaches, target beneficiaries, tools and project/programme design elements.

1.2 Intended users

48. **The primary audience of the Terminal Evaluation, is composed of:** The FAO Regional Office for Africa; FAO Sub-regional Office for Southern Africa; FAO Country Offices in Angola, Namibia and South Africa, the BCC, governments of Angola, Namibia and South Africa, and members of the Project Task Force who will use the evaluation findings and lessons for internal learning and as a tool to promote further dialogue between stakeholders to enhance a plan for sustainability of the results achieved; and the GEF and the FAO-GEF Coordination Unit who will use the findings to inform strategic investment decisions in the future in the region.

49. **The secondary audience of the evaluation, is composed of:** All regional, national and sub-national counterparts and external partners involved in implementation that could use the evaluation findings to optimize their involvement in the sustainability of project benefits; and other donors, organizations and institutions interested in supporting and/or implementing similar projects.

1.3 Scope and objectives of the evaluation

50. The Terminal Evaluation considered the entire project implementation period up to the end date of the project - 23 January 2023. However, particular attention was given to the analysis of the efforts made after the Mid-term Evaluation (MTE) of the Project whose report was submitted in November 2019. The evaluation covered activities and outputs under all four project components, and in all three countries (Angola, Namibia and South Africa).

51. Given that certain project outputs were pending at the time of the evaluation (see limitations section) and that outcomes and impacts were unlikely to manifest during project implementation or immediately after the end of project, the terminal evaluation was largely activities and output-based, although where outcomes were notable, the report touched on these. This approach was agreed upon by all stakeholders and was justified in the evaluability assessment undertaken as part of the inception. In addition, the evaluation identified design and implementation issues that could provide learning for upscaling and sustainability beyond the project.

52. Table 1 provides the list of evaluation questions based on GEF criteria for terminal evaluations, which also represent the main sections of the evaluation report. Where necessary, these had been revised in line with the objectives of the terminal evaluation of this specific project.

Table 1. Terminal Evaluation Questions Matrix

GEF evaluation criteria	Evaluation questions
Relevance (rating required)	**1) To what extent was the revised project design relevant to the GEF focal areas, FAO's strategic framework and Climate Change Strategy, as well as national climate goals and stakeholder needs?** 1.1 In what ways did changes to the project design and approach post-MTE affect the relevance of the project during implementation? (e.g. revised results matrix and country work plans) 1.2 Did the revised project design and approach post-MTE remain congruent with the GEF focal areas/operational programme strategies, FAO Country Programming Framework and FAO's Climate Change Strategy? 1.3 Was the intervention (post-MTE outputs and activities) aligned with national priorities/strategies/policies in climate action, including National Adaptation Plans and Adaptation Communications? * 1.4 Did the revised project design and approach post-MTE remain relevant to the climate change adaptation needs of local stakeholders and local coastal communities whose livelihoods depend on fisheries and mariculture? *
Effectiveness (rating required)	**2) To what extent had the project activities been implemented and outputs been produced?** 2.1 To what extent have outputs and activities been completed under component 1 (*Integrating fisheries climate change considerations into fisheries policies, programmes and inter-sectoral development)* And what contributed to the accomplishment or lack of success? 2.2 To what extent have outputs and activities been completed under component 2 (*Piloting improved climate-resilient fisheries practices)* And what contributed to the accomplishment or lack of success? 2.3 To what extent have outputs and activities been completed under component 3 (*Capacity-building and promotion of improved climate-resilient fisheries practices)* And what contributed to the accomplishment or lack of success? 2.4 To what extent have outputs and activities been completed under component 4 (*M&E and adaptation learning)* And what contributed to the accomplishment or lack of success? (cross-reference to the section on M&E or repeat the same information) 2.5 Are there any unintended results, either positive or negative? *
Efficiency (rating required)	**3) To what extent had the project been implemented efficiently, and management been able to adapt to any changing conditions to improve the efficiency of project implementation?** 3.1 To what extent had the project followed the planned budget for the four components, activities, and project management? (planned budget vs. expenditures) * Explain major factors behind any deviations 3.2 How was the organizational set-up of the project in terms of synergies and complementarity between the components/activities? And between the project countries as well as between project sites within each country?

GEF evaluation criteria	Evaluation questions
	3.3 To what extent had the project governance structure (OPIM partnership) facilitated or hampered project execution, timely resolution of issues during project implementation and contribution to project objectives? What had been the key factors affecting coordination, collaboration and dialogue among stakeholders and partners in positive or negative ways? 3.4 To what extent had the project been able to adapt to any changing conditions (e.g. delays, COVID-19, and suggestions for improvement)?
Sustainability (rating required)	**4) What is the likelihood that the project results and benefits will continue to be useful or will remain even after the end of the project?** 4.1 Has the project put in place sustainability mechanisms (i.e. an exit strategy in each country)? 4.2 What is the level of ownership of the Project's results, supported processes and introduced climate change adaptation knowledge by the targeted stakeholders, at both national and local level? * 4.3 What are the incentives in place for continuing the good practices related to climate adaptation and mitigation? *
Factors affecting performance (rating required)	**5) Monitoring and evaluation** 5.1 (M&E design): Was the M&E plan, including any changes made after the MTE, practical and sufficient? 5.2 (M&E implementation): Did the M&E system operate as per the (updated) M&E plan? Was information gathered in a systematic manner, using appropriate methodologies? 5.3 Was the information from the M&E system appropriately used to make timely decisions and foster learning during project implementation? **6) Quality of implementation and execution** 6.1 To what extent did FAO deliver on oversight and supervision? How well were risks identified and managed? 6.2 To what extent did the execution agency effectively discharge its role and responsibilities related to the management and administration of the project? **7) Financial management and mobilization of expected co-financing.** 7.1 To what extent did the expected co-financing materialize, and how did shortfall in co-financing, or materialization of greater than expected co-financing affect project results? * **8) Project partnership and stakeholder engagement.** 8.1 To what extent was the choice and range of partners included in project implementation, and their capacities, appropriate? And what was the effect on the project results? 8.2 Did the Project consider and integrate climate-related actions, priorities and strategies by other partners active in fisheries and CCA in the three project countries? **9) Communication, knowledge management and knowledge products.**

GEF evaluation criteria	Evaluation questions
	9.1 How is the project assessing, documenting and sharing its results, lessons learned and experiences? 9.2 To what extent are communication products and activities likely to support the sustainability and scaling-up of project results?
Cross-cutting concerns **Gender** (rating required)	**10) To what extent were gender considerations taken into account in the revised design and implementation of the project?** 10.1 Was the project implemented in a manner that ensures gender equitable participation and benefits? (e.g. in trainings) 10.2 (MTE recommendation 5): How did the Project step up CCA actions to empower women in fishers' communities to participate in SSF-based value chains, particularly by building their entrepreneurship, organizational and managerial capacities, through partnerships with specialized public agencies and CSOs? *
Minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth (rating required)	**11) To what extent were minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth taken into account in the revised design and implementation of the project? ***
Environmental and social safeguards (rating required)	**12) To what extent were environmental and social concerns taken into consideration in the revised design and implementation of the project? ***
Progress to impact (rating required)	N/A
Lessons learned	**13) What knowledge has been generated from project results and experiences, which have a wider value and potential for broader application, replication and use?**

1.4 Methodology

53. **Desktop-based and remote (virtual) data collection approach:** The evaluation did not involve field-based visits given the compromised and hence reduced evaluation timeline, various administrative reasons (e.g. the lengthy time requirements for FAO's foreign travel arrangements) and the December holidays which formed part of the evaluation period. Instead, the evaluation was based on desk-top review and analysis of project reports. A second methodological approach were telephonic or virtual interviews of selected project staff, FAO staff, BCC staff and representatives of target communities. Regarding project staff, it was important for the Evaluation Team (ET) to try to

interview and collect all the important information from project staff before end of their contracts on 23 January 2023.

54. ***In-country remote Interviews:*** Each country coordinator provided names of key people to contact and interview. These comprised of: important key contacts in ***government*** *(*central and local level); intermediaries (e.g. those involved in undertaking RVAs and developing adaptation plans, conducting training activities, etc.); and ***chairs or members of local fisheries committees or community leaders.*** Based on the lists provided, the evaluation team selected a sample of interviewees from each category of stakeholder group (annex 4), based on their role in the project, the value they could add to the evaluation, their availability and whether they could be reached (see appendix 1 listing the people that had been interviewed for the evaluation). All in all, 34 people in the various categories in the three countries were interviewed. Confidentiality was guaranteed for all interviews and discussions.

55. ***Data-collection period and availability of project team:*** Data collection was undertaken from the first week of December until end of the project. In this context, the BCC and project teams and other stakeholders agreed to make themselves available for interviews, questions or requests for more information during this period. Members of the BCC team (whose contracts ended on January 23, 2023) promised to avail themselves for any other queries and requests which the ET could have and also, commenting on the draft evaluation report, which was only available after the project ended.

56. **Data analysis** Final compilation of the Evaluation was done from the last week of January 2023. A debriefing took place on the 6th of February with staff from FAO (Office of Evaluation, Sub-regional office) and BCC. Submission of the evaluation report and comment rounds were scheduled for completion by February 2023 (revised to mid-April 2023).

57. The evaluation questions under each GEF evaluation criteria (see Table 1 and appendix 6) were developed into interview guiding questions that were used to conduct the evaluation interviews with the various categories of the interviewees (see annex 3).

58. The stakeholder list for the project, categorised into the various groups (Project Implementation Unit, country coordinators, BCC secretariat, project steering committee, BCLME III**,** BCC Ecosystem Advisory Committee & Project Steering Committee (PSC), BCC commissioners, Consultants, FAO, GEF, Angola, Namibia, South Africa) is provided as annex 4. This list was used to select the people to be interviewed from each category.

1.5 Limitations

59. One of the important limitations was time constraints. Mid-December to early January is summer holiday period in Southern Africa. Therefore, the Evaluation team had to work around this constraint as most interviewees were not available for nearly three weeks.

60. The emails for the project staff were disconnected and the staff were instructed to hand in their laptops immediately after expiry of their contracts in January 2023, which made it difficult for them to participate in the evaluation any further.

61. Some of key informants the ET wanted to interview lacked the appropriate technologies for zoom or teams meeting and also good mobile phone connectivity, to the extent that it was not possible to interview them. This impacted on the number of people that the evaluation wanted to interview. Despite such technical challenges, the ET was provided adequate financial provisions for making all the required telephone calls and virtual meetings. To mitigate the effects of all these limitations, the evaluation team tried to triangulate the findings across stakeholder groups through posing the same questions to different stakeholder groups (see the interview question guide – annex 3), and

also using secondary information from project implementation reports and other project report and documents. However, the limitation of not being able to observe project's activities directly in the countries, remained.

62. Certain project activities were still on-going during the evaluation and production of the draft evaluation report. These included, for instance, the end line household surveys which were still being conducted in the last week of the project. For this reason, it was not possible to include the results of these activities in this evaluation report.

1.6 Structure of the report

63. Following this introduction, section 2 presents the background and context of the project/programme. Section 3 presents the main findings under each evaluation question. Conclusions and recommendations are in section 4, followed by lessons learned in section 5. The report is accompanied by the appendices and annexes. Among the appendices are the GEF evaluation criteria rating table (appendix 2) and the results matrix (appendix 5) completed by the evaluation team as part of the terminal evaluation process

2. Background and context of the project

64. Basic project information (Box 1)

Box 1. Basic project information

- **GEF Project ID Number:** 5113
- **GEF Replenishment and Focal Area:** GEF-5, Climate Change
- **Recipient countries:** Republic of Angola, Republic of Namibia and Republic of South Africa
- **Implementing Agency:** The Food and Agriculture Organization of the United Nations (FAO)
- **Executing Agency:** Benguela Current Commission
- **Date of project start and expected end:** 15 December 2015 to 23 January 2023
- **Date of midterm evaluation:** November 2019

65. The Benguela Current Large Marine Ecosystem (BCLME) is situated along the coast of south-western Africa, stretching from Angola's Cabinda Province in the north to the east of Port Elizabeth in South Africa, in the south (figure 1). Most of the fisheries in this Large Marine Ecosystem (LME) are shared between Angola, Namibia and South Africa. The LME provides for diverse fisheries, ranging from small-scale, recreational to large-scale industrial fisheries that contribute to local food security and employment for hundreds of thousands of people, many of whom have no or limited alternatives apart from fishing.

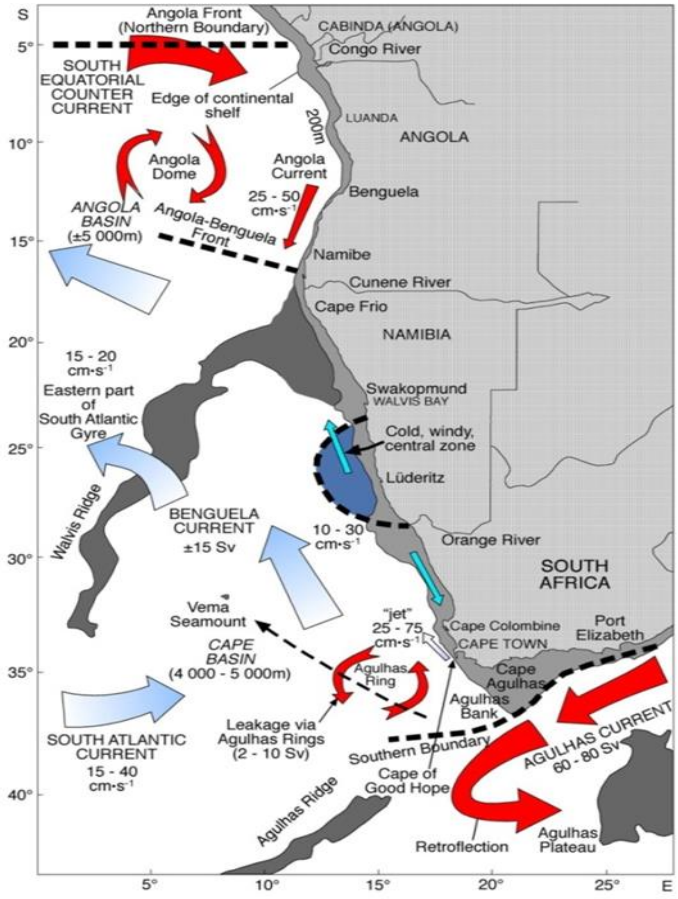

Figure 1: The BCLME region map showing the southern and northern boundaries and other large oceanographic features (Source: Project Document)

66. The fisheries sectors in the three countries are facing a number of serious challenges, which include: over-exploitation of many of the fish species resulting in reduction of their productivity; habitat loss and pollution as a result of dumping of industrial waste; accidental oil spills; coastal development activities, which disrupt the ecosystem; poisoning of marine resources; and damage or destruction of key coastal habitats have negative impacts on marine species, seabirds and other taxonomic groups. Climate variability and climate change form an additional challenge that could potentially push this natural ecosystem beyond its limits, and the institutions established to manage human uses beyond their capacity to manage and govern the fisheries. Impacts are already being felt through changes in surface water temperatures, increased frequency of Benguela El Niño and other such intrusions of warm, nutrient-poor water from southern Angola, an increase in winds in the summer months, a general decline in oxygen concentration, and sea level rise. Changes in the aquatic food web have also been observed, including distribution shifts of important fish species with marked negative social and economic impacts.

67. Decreased productivity of the fishery resources impacts on the livelihoods and food and nutrition security of small-scale fishing communities, and leads to reduction in economic returns from commercial fisheries.

68. The Project "Enhancing Climate Change Resilience in the Benguela Current Fisheries System" was a combined effort by the Benguela Current Commission (BCC), the Governments of Angola, Namibia and South Africa, the Food and Agriculture Organisation of the United Nations (FAO) and the Global Environmental Facility (GEF). This was in line with the objective of the Benguela Current Convention (BCC) (established out of the Benguela Current Commission), which is to promote a coordinated regional approach to the long-term conservation, protection, rehabilitation, enhancement and sustainable use and management of the BCLME, in order to provide economic, environmental and societal social benefits for the three countries. Approved in 2015, the project started in 2017 and was completed in January 2023 after two extensions.

69. The project was designed and executed with a GEF grant amounting to USD 4,725,000 (Special Climate Change Fund (SCCF): USD 3,025,000 & Least Developed Country Fund (LDCF): USD 1,700,000)) and expected co-financing of USD 19,166,000 (breakdown at design is provided in appendix 4)

70. By 2021, a total of 35 months had been lost during the 6-year life span of the project (i.e. 49% of project time) due to delays in recruitment of project staff, delays in signing contracts with service providers, lock downs as a result of the Covid-19 pandemic, etc. These delays necessitated two no cost extensions.

71. The objective of the Project was stated as being that "the Benguela Current marine fisheries livelihoods are resilient to climate change through the implementation of adaptation strategies for food and livelihood security". The project was designed to achieve four outcomes:

- **Outcome 1:** Stakeholder understanding of climate risks and vulnerabilities is increased and their capacity to mainstream / execute climate change adaptation in fisheries is enhanced (e.g. development of policy briefs on mainstreaming climate change adaptation in fisheries, emanating from vulnerability assessments as well as recommendations to update existing strategies and policies)
- **Outcome 2:** Vulnerability to climate change is reduced (e.g. Local government and other institutions provide support in community-based adaptation management plans and communities are implementing the adaptation options).
- **Outcome 3:** Stakeholders promote a proactive and forward-looking approach to climate change risks (e.g. support to forums for exchange and training tools).

- **Outcome 4:** Project management (e.g. implementation of the project, monitoring & evaluation, and dissemination of progress and lessons learned).

72. Following recommendations from the MTE, the logic of the Project was re-examined to make explicit its Theory of Change and focus on country-driven integration of the Project's activities in the three countries´ marine fisheries CCA strategies. Improvements were made to the project Logical framework in order to better fit the contexts and needs at national levels. Also, a Monitoring and Evaluation (M & E) framework was developed based on the (revised) Logical framework.

73. The Project had links to and aligned with ***FAO's Strategic Objective 2***: "Increase and improve provision of goods and services from agriculture, forestry and fisheries in a sustainable manner" as well as ***FAO Strategic Objective 5***, "Increase the resilience of livelihoods to threats and crises". The project's objectives were also related to and had resonance with Sustainable Development Goals (SDGs) 13 (climate action) and 14 (life below water). Following the new FAO Strategic Framework (2022-2031), the project was also aligned to Better Environment (Protect, restore and promote sustainable use of terrestrial and marine ecosystems and combat climate change (reduce, reuse, recycle, residual management) through more efficient, inclusive, resilient and sustainable agri-food systems), and to Programme Priority Area - Climate Mitigating and Adapted Agri-food Systems

74. Furthermore, the Project aimed to contribute to the following GEF/ LDCF/SCCF Strategic Objectives: ***Objective CCA-1 - Reducing Vulnerability***: Reduce vulnerability to the adverse impacts of climate change, including variability, at local, national, regional and global level; and ***Objective CCA-2 - Increasing Adaptive Capacity:*** Increase adaptive capacity to respond to the impacts of climate change, including variability, at local, national, regional and global level.

75. The Project was implemented under an Operational Partnership Implementation Modality (OPIM) through an operational partner agreement (OPA) between the FAO and the BCC (the Project Management Team (PMT)). ***FAO was the GEF Agency*** for the Project and was responsible for overall oversight and compliance, supervision and the provision of technical support and guidance for the Project. This entailed: Supervision and technical guidance services during project execution; Management and disbursement of funds from GEF; Overseeing project implementation, work plans, budget, agreements with co-financiers; Provision of technical support; Review of expenditure & financial statements and review of financial management; and Reporting to the GEF. ***The BCC was the primary Operational Partner*** responsible for day-to-day technical and financial implementation of the project, which entailed: Responsibility for overall coordination and execution of project activities, day-to-day monitoring and financial management in accordance with FAO/GEF reporting; Preparation of six-monthly progress reports, statements of expenditures and audit financial statements; Supporting arrangements for annual supervision missions, in liaison with FAO and partners; and Establishment and overseeing of a Project Implementation Unit (PIU).

76. One of the major impacts on the execution of the project was the outbreak of the Covid-19 pandemic at the end of 2019. The shut-downs in all the three countries in the first half of 2020 and other disruptions such as closure of air travel resulted in suspension of activities and thus delays in project implementation activities.

2.1 Theory of change

77. The MTE elaborated a reconstructed Theory of Change (ToC) in 2019, using explicit and implicit elements from the Project Document and based on discussions with the PMT members, the PIU, and the national coordinators. This is presented in the Figure 2. From the left, the ToC begins with the identification of the broad target categories and respective components. This is followed by the identification of key project stakeholders within those categories in the three countries. Then follow

two levels of the identification of the Project strategy: the level of Outputs to be delivered, followed by the Outcomes (noted as OC in the figure below) resulting from these Outputs. The ToC also illustrates a number of intermediate states (IS), Assumptions (orange boxes), and Impact Drivers (green box) that were derived as underlying the Theory of Change.

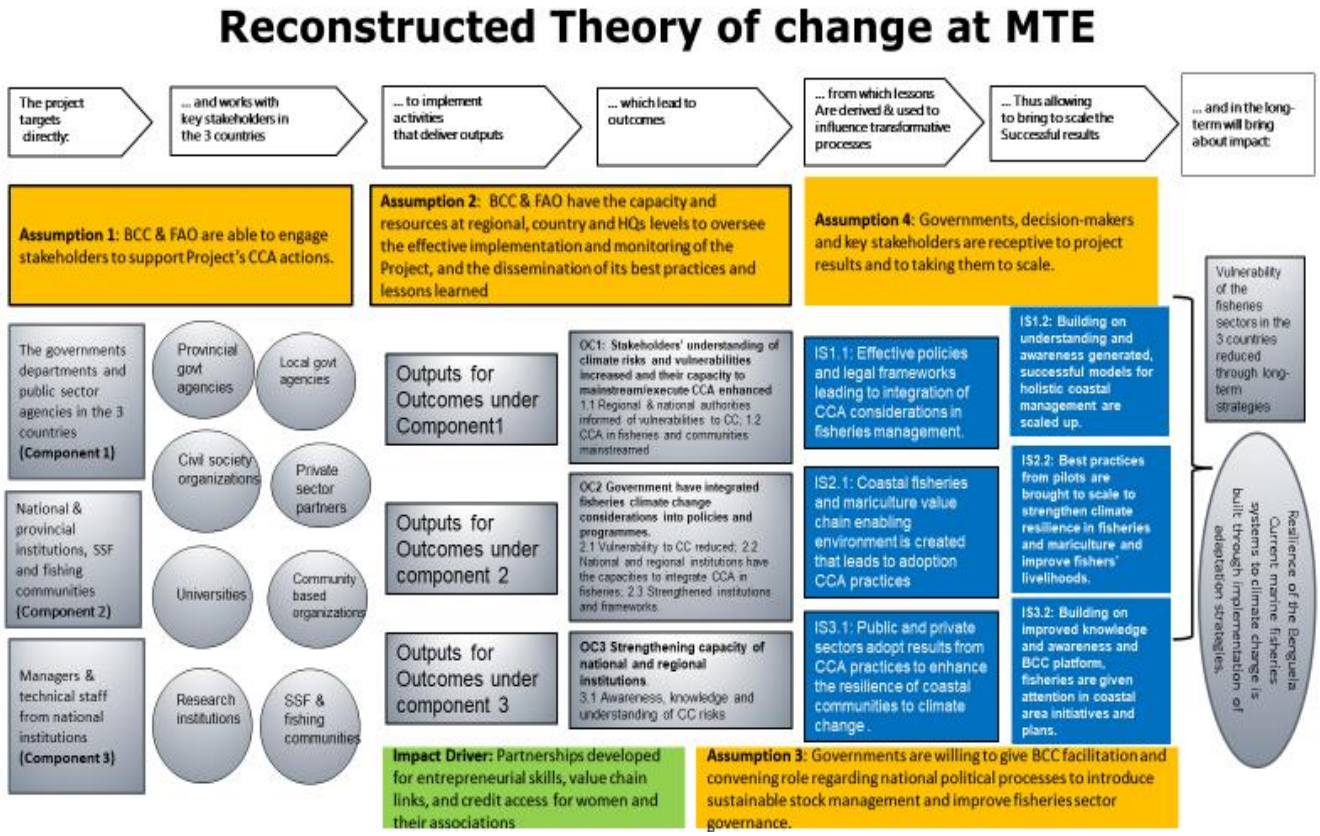

Figure 2. The Revised Theory of Change at MTE (Source: Project's midterm evaluation report)

78. Although Outcome 4.1 was not included in this illustration of the ToC, it is an important tool that was required to ensure that the implementation partners could meet their accountability obligations, and on-going learning processes could take place throughout the implementation of the Project.

79. The terminal evaluation reviewed the ToC and found that there were no changes to the factors and components constituting the project's ToC at the end of the project.

3. Key Findings

3.1 Relevance

80. **TE Question 1:** To what extent was the revised project design relevant to the GEF focal areas, FAO's strategic framework and Climate Change Strategy, as well as the national climate goals and stakeholder needs?

81. **Finding 1: The objective, activities and outputs of the redesigned project remained strongly relevant to the national development goals and strategic frameworks for the three countries, to GEF focal areas/operational programme strategies and FAO strategic Framework and FAO's Climate Change Strategy**.

82. Following recommendations from the MTE the logical framework of the Project was re-examined and the project was redesigned to make explicit its Theory of Change and focus on country-driven integration of the Project's activities in the three countries' marine fisheries CCA strategies. Improvements were made to the project logical framework in order to better fit the contexts and needs at national levels. Also, a Monitoring and Evaluation (M&E) framework was developed based on the (revised) logical framework. This used a process whereby each of the three countries consulted project partners, beneficiaries and stakeholders on what their priorities were so that such information could be used for the project redesign.

83. The revised project design did not affect the relevance and congruency of the project in terms of GEF focal areas/operational programme strategies, FAO Strategic Framework and FAO's Climate Change Strategy, and the national priorities/strategies/policies in climate action, including the National Adaptation Plans. The re-designed project continued to be in line with all these aspects as follows:

84. **Finding 2: The redesigned project was very much aligned to GEF's focal area programmes 6 and 7 and its Least Developed Countries Fund's climate adaptation guidelines, FAO's new Strategic Framework Strategic Objectives (SO) 2 and 3 and FAO's Capacity Building strategy.**

85. The Project supported the ecosystem-based approach to ocean governance in the three BCLME project recipient countries in terms of its objectives and outcomes. These objectives and outcomes were within the priorities defined by the GEF for addressing transboundary water body problems and defining management actions and measures, as established at GEF's sixth replenishment meeting in 2014[5]. Thus, although the project was designed under GEF-5 (and thus was intended to align with the GEF-5 SCCF and LDCF focal area objectives), it contributed to GEF-6's focal area Program 6, "Prevent the Loss and Degradation of Coastal Habitat" and Program 7 "Foster Sustainable Fisheries". The project was also aligned to GEF Objective IW3 - "Enhance multi-state cooperation and catalyse investments to foster sustainable fisheries, restore and protect coastal habitats, and reduce pollution of coasts and Large Marine Ecosystems", GEF/LDCF/SCCF Strategic Objective CCA-1 - Reducing Vulnerability "Reduce vulnerability to the adverse impacts of climate change, including variability, at local, national, regional and global level" and Strategic Objective CCA-2 -Increasing Adaptive Capacity "Increase adaptive capacity to respond to the impacts of climate change, including variability, at local, national, regional and global level". Also, the re-designed project continued to retain its relevance to **GEF's** LDCF adaptation guidelines with regards to promoting increased adaptive capacity and resilience to climate change and reducing the

[5] See for this: Global Environment Facility (2014). GEF-6 Programming Directions.
https://www.thegef.org/sites/default/files/documents/GEF-6%20Programming%20Directions.pdf

vulnerability to climate variability for fishing communities. In terms of **FAO's strategic framework**, the re-designed project retained its relevance to Strategic Objective (SO) 2, "Increase and improve provision of goods and services from agriculture, forestry and fisheries in a sustainable manner" and the SO 2 outcomes: Outcome 2.2, "Countries develop or improve policies and governance mechanisms to address sustainable production, climate change and environmental degradation in agriculture, fisheries and forestry"; Outcome 2.3, "Countries improve implementation of policies and international instruments for sustainable agriculture, fisheries and forestry"; Outcome 2.4: "Countries make decisions based on evidence for sustainable agriculture, fisheries and forestry while addressing climate change and environmental degradation". The redesigned project also retained relevance to SO3, "Reduce rural poverty", which includes Outcome 3.1: "Rural poor and rural poor organizations empowered to access productive resources, services and markets", as well as FAO SO5, "Increase the resilience of livelihoods to threats and crises". With the coming in of the new FAO Strategic Framework, the project was aligned to Better Environment (Protect, restore and promote sustainable use of terrestrial and marine ecosystems and combat climate change (reduce, reuse, recycle, residual management) through more efficient, inclusive, resilient and sustainable agri-food systems) , Programme Priority Area Climate Mitigating and Adapted Agri-food Systems under new FAO SF), assessed as contributing to two SDG targets namely 13.1 (Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries) and 13.2 (Integrate climate change measures into natural strategies and planning). The redesigned project also remained in line with FAO's Corporate Strategy on Capacity Development (CD) that was launched in 2010[6] (Three of the project's components were entirely on CD (Component 3) or largely about CD (Components 1 and 2).

86. **Finding 3: The re-design of the project improved relevance of the project for the three countries, in particular the alignment to the national policies and CC adaption strategies in small-scale fisheries.**

87. Regarding relevance to the national development goals of the three countries**,** the relevance is confirmed in the different policy and strategic frameworks of each country. In **Angola**, the redesigned project improved relevance of the project, given the perception that the original project was not strongly aligned to small-scale fisheries and the role of gender in this sub-sector. In particular, the project was aligned to the Fisheries and Aquaculture Management Plan (POPA) 2018-2022 and the 2006-2010 Fisheries Development Plan. Following the creation of a full-fledged Ministry of Fisheries in September 2012, the national legislation framework for fisheries and aquaculture was given increased profile and attention. Angola has a National Strategy for Climate Change, 2018-2030, in which one of the pillars – adaptation – includes a program on promotion of sustainable small-scale fisheries. The project was relevant to Angola's National Adaptation Programme of Action[7] (NAPA) adopted in 2012, which is the main document concerning adaptation to climate change. The NAPA's adaptation priorities include studying the vulnerability of fishing activities in relation to changes of climate and currents and revising sectoral laws for proactive adaptation. As a result, CC and SSF have become more up-front in the national planning and

[6] FAO (2010). Corporate Strategy on Capacity Development.
http://www.fao.org/fileadmin/user_upload/newsroom/docs/Summary_Strategy_PR_E.pdf.

[7] At its seventeenth session, the Conference of the Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) acknowledged that national adaptation planning can enable all developing and least developed country (LDC) Parties to assess their vulnerabilities, to mainstream climate change risks and to address adaptation.
The COP also acknowledged that, because of their development status, climate change risks magnify development challenges for LDCs… With this in mind, the COP established the national adaptation plan (NAP) process supported by FAO as a way to facilitate effective adaptation planning in LDCs and other developing countries. (See: https://www.fao.org/climate-change/international-fora/en/)

policies of sectoral Ministries. The relevance of the project was also particularly pertinent since Angola is undertaking decentralization, which is making fishing activities a priority for local government authorities. In **Namibia**, the project remained in line with the Marine Resources Act 27 of 2000, which provides for the conservation of the marine ecosystem and responsible and sustainable utilization of marine resources. The project has also remained relevant to the National Policy on Climate Change for Namibia[8] adopted in 2011. The Act and the Policy seek to ensure sustainable management of fisheries and marine resources through: (a) Promoting integrated fisheries and marine resources management; (b) Encouraging any other approach that leads to sustainable management and utilization of fisheries and marine resources; and (c) Strengthening and encouraging integrated coastal zone management plans for the protection of marine life. The project was particularly relevant to the National Climate Change Strategy & Action Plan 2013-2020[9], which lays out the guiding principles for responding to climate change and identifies priority action areas for adaptation and mitigation. The redesigned project made significant contribution towards coordination and integration of various sectoral project activities, which had been acting in silos previously. In this context, the project supported and coordinated the integration of project activities from the Ministries of Fisheries and Marine Resources, Ministry of Environment, Forestry and Tourism, Ministry of Agriculture, and the Environmental Investment Fund through their participation in the National Working Group on Climate Change. These coordinated efforts have also helped the various sectors to integrate Climate Change adaptation into the National Development Plan 2022. For **South Africa**, the redesigned project's objective, its three components, the outputs and the expected outcomes remained highly relevant and in line with the Marine Living Resources Act No. 18 (MLRA)[10] of 1998, which governs fisheries management in the country and establishes a fisheries policy founded on two principles, that: (i) fisheries resources belong to all of South Africa's people, and (ii) these resources should be utilized on a sustainable basis. The re-designed project was particularly relevant to the Small-Scale Fisheries Policy for South Africa (SSFP)[11] adopted in 2012 which provides recognition to this sector of the marine fishing industry and rectifies the exclusion of many small-scale fishers from access to marine fisheries resources in the 1998 MLRA. The SSFP led to the 2014 revision of the MLRA into The Marine Living Resources Amendment Act[12], which incorporates small-scale fisheries in the statutes. The project was also in line with the National Climate Change and Adaptation Strategy (DFFE, 2017)[13], which provides for safety at sea and early warning for fishing communities in order to reduce human, economic, environmental, physical and ecological infrastructure vulnerability and build adaptive capacity. The project's intervention on creating alternative sustainable livelihoods is also in line with South Africa's Alternative Sustainable Coastal Livelihoods (ASCL) Strategy. The project was also in line with the "Just Transitions Framework (Presidential Climate Commission, 2022)[14], which sets out the policy measures and undertakings by different social partners in South Africa to minimise the social and

[8] Government of The Republic of Namibia (2011). National Policy on Climate Change for Namibia. http://www.met.gov.na/files/files/NationalPolicyonClimateChangeforNamibia2011(1).pdf.

[9] Republic of Namibia, Ministry of Environment and Tourism (2013). National Climate Change Strategy & Action Plan 2013 – 2020. http://www.met.gov.na/files/files/National%20Climate%20Change%20Strategy%20&%20Action%20Plan%2 02013%20-%202020.pdf.

[10] Republic of South Africa (1998). Marine Living Resources Act Nº 18 of 1998. http://extwprlegs1.fao.org/docs/pdf/saf15984.pdf

[11] Department of Agriculture, Forestry and Fisheries (2012). Small Scale Fisheries Sector in South Africa. https://www.nda.agric.za/docs/policy/policysmallscalefishe.pdf.

[12]https://www.dffe.gov.za/sites/default/files/legislations/marinelivingresources_amendmentact5of2014_g37659n383vol587.pdf

[13] https://www.dffe.gov.za/sites/default/files/legislations/session2_draftnational_adaptationstrategy.pdf

[14] https://www.climatecommission.org.za/just-transition-framework

economic impacts of the climate transition, and to improve the livelihoods of those most vulnerable to climate change.

88. For **South Africa**, the changes in the project design also made the project relevant in terms of integration. Before the redesign, the project was struggling to get integrated into government activities due to the fact that the project was designed around 2012. South Africa went ahead with undertaking some of the activities in the project proposal before the project started in 2017. For example, the Rapid Vulnerability Assessments (RVAs) had already been conducted for its fisheries and a Climate Change Adaptation, and the Mitigation Plan had been developed. The redesign of the project allowed the project to focus more on fishery-dependent communities where there had not been a lot of climate change work done by the government, especially using activities under component 2. For example, the communities of Hondeklip Bay and Humansdorp were able to benefit from piloting of adaptation actions under component 2.

89. The redesigned project's objectives also continued to be in line and to have resonance with Sustainable Development Goals (SDGs) 13 (climate action) and 14 (life below water).

90. At **the regional level,** the project objectives built on previous work under the SADC's Programme on Climate Change Adaptation and Mitigation in Eastern & Southern Africa (COMESA-EAC-SADC)/Tripartite Programme on Climate Change Adaptation and Mitigation (2010-2015)[15]. Among the issues to which this Programme drew attention were building understanding and action in support of climate-resilient livelihoods, and the importance of regional vulnerability assessment and analysis.

91. **Evaluation Rating: Highly Satisfactory (HS)**

3.2 Effectiveness

92. **TE Question 2:** To what extent had the project activities been implemented and outputs produced under each of the four components?

93. **Component 1: Integrating fisheries climate change considerations into fisheries policies, programmes and inter-sectoral development.**

94. **Finding 4: In all the three countries, most of the planned outputs and activities under this component were completed. This was achieved mainly because a large number of the relevant government departments and officials in all the three countries were already within the BCC system, part of BCLME project activities and were members of the country national working groups (NWGs) on climate change. This made it possible to organise and undertake the activities without too many hurdles.**

95. **Output 1.1 (*Regional & national authorities informed of environmental vulnerabilities & CC risks in fisheries*).** In **South Africa**, from a baseline of zero, 4 platforms that hosted 49 events through which at least 601 beneficiaries were reached, were used to inform national authorities and stakeholders about environmental vulnerabilities & CC risks in fisheries. In **Angola**, 4 different platforms were used, namely workshops, meetings (including meetings to establish plans for CC adaptation with communities), fairs and radio, to undertake a total of 49 events that benefitted at least 1,083 participants. In **Namibia,** 3 platforms that hosted 24 events were used to inform national

[15] COMESA-EAC-SADC (2011). Programme on Climate Change Adaptation and Mitigation in the Eastern and Southern Africa (COMESA-EAC-SADC) Region.
http://www.gcca.eu/sites/default/files/ACP/description_of_the_action_comesa_revised_annex1_feb2012.pdf

authorities and other stakeholders about environmental vulnerabilities & CC risks in fisheries. These enabled reaching at least 5376 beneficiaries.

96. In all the three countries, the number of participants is given as a minimum because accurate data on attendance or reach was not available. For example, it was difficult to estimate the radio audiences, and there were numerous signed lists of participants for a variety of meetings. What was clear was that the numbers of attendees at events were usually above the planned/anticipated as other ministries/departments would finance extra participants and, in that way, a wider range of people would be involved in an event. The rippling effect was that the more people were involved, the more institutions were made aware, the greater the visibility of the events/topics (climate change, adaptation, value chain, fisheries, gender) was possible. Through the NWGs created at the onset of the project, around 23 institutions (exceeding the planned 20 for the whole regional project) were involved in the project, from Government (central, regional, and local levels) to local communities and also in some cases NGOs.

97. **Output 1.2** ***(CCA policy recommendations (briefs) in fisheries-dependent communities developed)***. Under this output one Policy Brief was produced for each of the three countries. For **South Africa**, the policy brief focused on how the South African government could mainstream the project into its activities. The policy brief was validated and disseminated to government stakeholders. Under the same output, an Alternative Sustainable Coastal Livelihood (ASCL) Strategy for the Fisheries Management Branch was produced and enhanced. The enhancement of the strategy ensured inclusion of climate change considerations in the creation of alternative livelihoods. The result was a national government programme that is taking impacts of climate change and other factors into consideration when thinking and creating alternative livelihoods for coastal communities. The Policy Brief for **Angola** was developed after the document "*Institutional arrangements and mainstreaming Fisheries Vulnerability Assessments and Climate Risk Information into National and Regional Planning and Management Frameworks – Angola Report*" was produced. The Policy Brief is titled "*Mainstreaming Fisheries Vulnerability Assessments and Climatic Risk Information into National and Regional Planning and Management Frameworks*". The Ministry for Environment is the lead agency for climate change in Angola. The Climate Change Office within the Ministry for Environment is the implementing agency of the National Strategy on Climate Change 2018-2030. The Policy Brief notes that the "*main fisheries management instruments produced by the Angolan Government contained <u>no mention</u> of the impacts of climate change, vulnerability or adaptation*", and that "*…these instruments should be revised to include a list of the observed and predicted impacts of climate change for the fisheries sector and recognize that climate change poses an important threat to Angolan marine systems and resources*". The Policy Brief for **Namibia** focused on mainstreaming of the project into its own activities by the Namibian government. The policy brief was validated and disseminated to all government stakeholders. Under the same output, Namibia developed a Business Plan for the Small-Scale Fishers in Luderitz. Furthermore, the Project assisted Namibia in developing its own National Plan of Action for the Small-scale Fisheries as well as the Environmental Impact Assessment for the Marine Coastal regions. The EIA was crucial for Namibia as it guides the issuance of fishing licenses to small scale fishers.

98. **Evaluation rating: Satisfactory**

99. ***Component 2: Piloting improved climate-resilient fisheries practices***

100. **Finding 5: Most outputs under component 2 were achieved, though household surveys were still being completed during the time of this evaluation. In all the communities in the three countries, RVAs were conducted or those that had been done prior to the project in some of the communities were used to develop adaption options and adaptation plans. Even then,**

not all of the identified adaptation options were implemented. Thus, the project focused on those activities and outputs that could be achieved within the project period.

101. **Output 2.1** ***(Community-based adaptation action plans developed and piloted in high-risk fisheries and fisheries-dependent communities)***.

102. After the RVAs, each of the two communities in **South Africa** (Hondeklip Bay and Humansdorp) ended up with a number of adaptation options. These were validated and adaptation planning processes were conducted. Thereafter, a SWOT analysis was conducted to determine which adaptation options could be successful in the time frame of the project.

In ***Hondeklip Bay*** two options were selected:

a) Kelp harvesting and processing was selected, in collaboration with government, as the best pilot project for the ASCL strategy. The strategy was to use the co-operative (composed of 28 members) and some women (they have formed a 'Women's Forum') that are not part of the male-dominated co-operative, for this activity. The project conducted training in kelp harvesting, processing and marketing for the Hondeklipbaai Women's Forum in order to try and establish this as an alternative livelihoods activity. The Women's Forum also received training in making jewelry using seashells and other marine products.

b) ***Using the safety at sea system to increase fishing days***: This system has enabled fishers to go out fishing more often through more accurate prediction of weather patterns and early warning about imminent bad weather while at sea, or rescuing one another while at sea. The Project conducted radio training among fishers aimed at ensuring proper communication in an emergency situation when out at sea. By June 2022 though, the Namaqua District Municipality (NDM) wanted to close down the 'safety at sea' system as they could not afford to pay the Systems Officer anymore. The Community strongly wished to keep the safety at sea system operational. Therefore, when the NDM stopped paying the system administrator, the Project assisted by taking over payment of the Systems Officer's salary until a solution was found. An ***outcome*** from this adaption plan and activity is that '***The Project succeeded in negotiating with the South Africa Maritime Safety Authority (SAMSA) and the National Sea Rescue Institute (NSRI) to take over the funding and operation of the system, thereby ensuring its sustainability after the project.'***

In ***Humansdorp*** the following adaption activities were undertaken by the Elinye Fishing Co-operative, which is the group that the project was working with:

a) Operationalising their fishing rights through acquiring two boats and a pick-up (bakkie). These were purchased and donated to the fishing co-operative by the Jeffreys Bay Wind Farm Company as part of its Corporate Social Responsibility.

b) Develop and strengthen the cooperative (Organisational Development). The Project conducted training aimed at strengthening the co-operative to ensure good co-operative governance.

c) The Project developed a business plan for the co-operative, to help kickstart business operations, and undertook the reassessment of the business plan.

103. The Project collaborated with the Jeffreys Bay Wind Farm Company to deliver the remaining work and investment under these adaptation options. ***The Company's work with the co-operative is on-going and there was promise that this will continue after the end of the project until the co-operative can stand on its own.*** In this context, the company had employed a mentor (on a 3-year contract) for the cooperative's members. This could also represent an ***outcome*** assuming that the community will in the end be empowered to continue on its own

104. In **Angola, Output 2.1** was delivered in the form of "Community-level Rapid Vulnerability Assessment for Small-Scale Fisheries" for the communities of N´Zeto and Kinzau, Miradouro da Lua, Cuio and Kaota and "Local Climate Adaptation Plans for Small-Scale Fisheries Communities" for the communities of Cacuaco and Tômbwa. The difference in the set of activities/ Adaptation Plans (APs) in the two sets of communities in Angola, according to the project Coordinator, has to do with the fact that the RVAs for Cacuaco and Tômbwa were already done during the design phase of the project. The APs provided more information on capacity building and clearer suggestions for actions and activities.

105. After the RVAs and APs were done, some activities were selected for implementation. The choice of activities was based on available resources and how other institutions were able to contribute (in kind). For example, the preferred option was training on aspects – such as training on fishmeal production using fish offal, on micro-finance, on engine repair, on radio communication, on cooperativism and on hygiene and safety – activities that were done by public servants providing their time while the project provided the logistics. ***The evaluation found that the training on fish meal production was greatly appreciated by the communities, to the extent that some have appropriated the know-how and are expanding this business activity on their own***. This could potentially represent an ***outcome***. Also, the evaluation found that the more the cooperatives became strong as organizations, the better the results from their activities.

106. Regarding **Output 2.1** in **Namibia**, each of the two communities (Henties Bay and Luderitz) ended up with several adaptation options following their respective RVAs. These were validated and adaptation planning processes were conducted. Business Plans were also developed for each of the communities, though there were some challenges in terms of implementing these. Also, the Project facilitated the formation of Small-Scale Fishers Associations namely, Hanganeni Artisanal Fisheries Association (HAFA) in Henties Bay and Artisanal Fisheries Association (AFA) in Luderitz. The following were the adaption options selected by each of the two communities:

    In Henties Bay:

    a. The project capacitated HAFA to monitor small-scale fishers and resource protection through integration of illegal fishers into the association. Hand-held communication radios were handed out to the fishers, and a safety at sea training was provided. Additionally, a Skipper's course was also given to the HAFA members. Some of the association members were trained in food handling and cooperative management. The strategy was to use the co-operative for this activity to involve more women. The Project collaborated with government on the piloting of this ASCL strategy.

    In Luderitz:

    a. The Project developed a business plan for the co-operative, helped kickstart business operations and undertook the reassessment of the business plan. There were challenges in the implementation of the business plan, but 85 members are full members of the association and were aware of the business plan.

    b. 120 people from Luderitz benefited from accessing alternative livelihoods that included harvesting and use of other coastal resources such as seaweed and seagrass, being sub-contracted to work with the commercial fishing industry, training on repair and production of fishing gear, vegetable growing, furniture production using pallets donated by the fishing industry, 40 were trained in welding and plumbing and also had received equipment and materials for this bought by the project. However, from the evaluation team's discussion with stakeholders the benefits were more on awareness raised, though some members benefited directly. There was also a perception that failure to implement the business plan could have been avoided had the project been more embedded within the Luderitz Town Council.

107. **Output 2.2** ***(National and regional institutions capacitated to integrate CCA in fisheries)***[16]

108. In **South Africa**, the Project equipped some members of staff from the coastal livelihood's unit (DFFE: branch Fisheries) with skills and awareness by ensuring that they attended activities on adaptation planning in the two project target communities (Humansdorp and Hondeklip Baai). Secondly, the Project collaborated with DFFE in conducting training on coastal climate change vulnerability assessment for coastal district municipalities, local municipalities as well as metro municipalities.

109. In **Angola**, activities under Output 2.2 involved around 27 institutions, from central Government, provincial and local Government, and, initially, national Non-Government Organizations (NGOs). Around 370 people were involved in opportunities for exposure or training in various subjects. It should be noted that these numbers overlap extensively with the numbers in Output 1.1 The participation of NGOs and Civil Society Organizations (CSOs) was very weak. Although a few NGOs and CSOs were involved at the beginning, there was no effort to involve them later in the project´s activities. This had been noted during the MTE and the recommendation was to involve more NGOs and CSOs. Three consultancies were planned, implemented, and produced the reports (a) "Institutional Arrangements and mainstreaming Fisheries Vulnerability Assessments and Climate Risk Information into National and Regional Planning and Management Frameworks – Angola", (b) "Application of a general methodology to understand vulnerability and adaptation of the small pelagic fisheries in the Benguela Countries" and a subsequent "Enhancing Climate Change Resilience in the Benguela Current Fisheries Systems – Small Pelagic Fisheries: Angola National Report", and (c) "Assessment of the current and potential role of marine protected areas (MPA´s) as management and conservation tools for fisheries management with Plans for Adaptation". These were aimed at providing information to enhance capacity at institutional level to manage fisheries in general and one large scale fishery (in this case the small-pelagics was selected). For Angola, the mainstreaming was mostly done by the NWG, but there was less interest on the other two studies. Some of these planned studies were done towards the end of the project, within the period of no-cost extension. Given the timing of these, one wonders if the budget revision should rather have been invested in the sustainability of community level activities.

110. In **Namibia,** the Project did not directly provide training for staff members from Ministry of Fisheries and Marine Resources (MFMR) and Ministry of Environment and Tourism (MET). The officials were directly involved in all CCA activities such as Rapid Vulnerability Assessment and in the development of Adaptation plans as well as in conducting of the EIA as a capacity development exercise. The project collaborated with MEFT in conducting training on coastal climate change vulnerability assessment for coastal areas such as Luderitz and Henties Bay.

111. **Output 2.3** ***(Strengthened institutions and framework for effective planning of monitoring and early warning to facilitate contingency at the regional and national levels)***.

112. In **South Africa,** an early warning plan was developed as part of a regional tender, which did a regional assessment on "Early Warning System Gap Analysis". Other than this, not much was done under this output at national level**.** At target community level, the Project assisted with development of an early warning system for the Hondeklip Baai fishers as one of the community's adaption plans. This was initially run by the Namaqua District Municipality but was handed over to the national organizations – SAMSA and NSRI – towards end of the project.

[16] Note that activities under this output are similar/overlap to those of output 1

113. In **Angola**, for Output 2.3, the results were also minimal. The Angola team was interviewed by phone and a meeting with stakeholders was organized to fill in a questionnaire. The final report made good suggestions for the improvement of the early warning system in Angola. The suggestion was to create a sub-project within the National Institute of Meteorology and Geophysics (INAMET) to monitor the coastal weather and communicate with fishermen. The project did not have the resources to support this and there is no evidence of an early warning system, nor communication system with fishermen.

114. In **Namibia**, an early warning plan was developed. One National Plan/guideline was produced by the South African Weather Services and was validated.

115. **Evaluation rating: Moderately Satisfactory (MS)**

116. ***Component 3: Capacity-building and promotion of improved climate-resilient fisheries practices*.**

117. **Finding 6: Most of the outputs under this component were delivered, though the activities were hampered by inadequate funding and lack of a project communications person who could have developed appropriate materials and messaging for capacity development and communication and awareness raising.**

118. In all three countries, targeted delivery of Capacity Development (CD) was undertaken based on the adaptation options that had been selected, in collaboration with stakeholders and other partners, in the selected communities (Humansdorp, Hondeklipbaai, Lüderitz, Hentiesbaai, Cacuaco and Tombwa), in order to enhance project sustainability. This followed a recommendation by the MTE for the Project to "*Undertake well targeted delivery of CD as planned under Component 3, based on needs analysis and a CD plan elaborated in consultation with stakeholders, to enhance the likelihood of project sustainability. The identification of these needed to involve the partners and stakeholders*".

119. Although most outputs under component 3 were completed (except the radio and tv activity in South Africa), delivery under this component was hampered by the lack of a communications officer (after the incumbent left in 2020 and was never replaced). That meant dissemination of the project results was not done properly for the different categories of stakeholders.

120. The Project's target communities participated in exchange visits. For example, communities from Angola visited other communities within Angola and travelled to other countries, namely Malawi (for a SADC meeting), Namibia, and South Africa. Communities from Namibia and South Africa visited Angola. The purpose of those visits varied, such as the regional training on climate change adaptation planning that took place in South Africa, the learning from experiences exchange visit to Malawi in the context of the Southern Africa Development Community (SADC) to share experiences of fish meal production, or the case of the communities of Tômbwa visiting the communities of N´Zeto again to share experiences on fish processing, cooperativism and training received. From the interviews with the communities, these visits impacted on capacity and wider sense of a community who shared the same problems and could use solutions that were already working elsewhere.

121. The BCC staff presented the project activities and information at the 4th World Congress of Small-Scale Fisheries held in Cape Town from 21 to 23 November 2022 and some project information was shared with the participants. 2 videos were produced, one on national fisheries and the other for the Henties Bay Hanganeni Small-Scale Fishing Association. A video was also screened at Conference of Parties (COP) 26 held in Glasgow, Scotland, United Kingdom, from 31 October to 13 November 2021. One scientific publication was done - Handbook of Climate Change. Three BCC newsletters were produced and shared with stakeholders. The BCC regional policy brief was shared

with stakeholders with 200 copies printed and distributed at the 4th World Congress of Small-Scale Fisheries. The Project also produced 16 training manuals.

122. The evaluation found that **Angola** had expected more financial support, especially after the lost months to the COVID-19 pandemic. In terms of training, it was important to provide more capacity to the tax authorities (to support the formalization of fish folk activities to pay taxes and their access to credit) and the maritime transport sector (to support maritime safety). As for the communities, the Project conducted training at every opportunity, either in workshops or meetings, including when preparing the RVAs and APs (see under Output 1.1). During the whole process, from the RVAs to the training sessions on the different selected themes, around 1,200 people were involved. Through contact with representatives of communities, the evaluation was able to confirm that training and demonstrations on marine safety and communication at sea, financial literacy, engine repairs, took place, but much was still to be done. For example, the production of fishmeal had been discontinued in some communities due to lack of equipment.

123. **Output 3.1 (CCA information disseminated to relevant stakeholders)**

124. In **Angola**, some materials were produced namely videos (one was still being finalized during the terminal evaluation), a website and several leaflets in Portuguese. As already mentioned under Output 1.1, Angola used Fairs and Radio programs for outreach. In **Namibia**, the targeted outputs under component 3 were completed and surpassed the planned targets. Promotion of the results/outputs was done through diverse types of media and using different types of information targeting diverse forums and different stakeholders. Some of the media used included radio, videos, newsletters, brochures and various promotional materials such as caps, T shirts and school children's cards. More than 40 institutions from diverse stakeholders participated in various capacity building initiatives. Besides the usual government Ministry officials, some of the Institutions included the Namibia Community Skills Development Foundation (participated in skills training for Luderitz and Henties Bay), and the Centre for Marine and Environmental Education and Sustainability (participated in the Ocean literacy education program for school children). In Luderitz 20 people were trained on basic business skills, 10 on crafts and arts, with 181 school children being trained on ocean literacy. A total of 415 people participated in regional exchange initiatives. While there appears to have been over achievement under this component in terms of outputs, the challenge is whether this can be sustained after the project, without project funding. For instance, while a lot of training has been done in Luderitz, the conflict among the two camps in the association is threatening the sustainability of the Association. In **South Africa**, outlets included newspapers (national and Cape Town based) through which articles on the project were published. A project information brochure was also published which was given out at events such as the 2019 World Oceans Day. A video on safety at sea was still under production during the evaluation. At regional level, South Africa contributed to the CC webpage on the BBC website and to the FAO exhibition at COP 27 held from November 6 until November 20, 2022 in Sharm El Sheikh, Egypt. South Africa also contributed to the BCC newsletter, which was produced three times during the project period targeting the BCC ad international audience.

125. Overall, 11 Community-based adaptation plans and RVA reports were developed targeting communities, NGOs, developmental agencies and other stakeholders. These were also disseminated at local and regional workshops and meetings. They were also available on the project website.

126. A total of 8 consultant reports were produced whose titles were as follows: RVA and AP reports for selected communities; RVA and AP manuals; RVA and AP reports for pilchard (Namibia & South Africa), rock lobster (Namibia) and sardinella (Angola); RVA reports for the mariculture sector in the three countries; Mainstreaming reports and Policy briefs; Early warning plans/guidelines; Marine Protected Area reports; and 64 Training manuals were developed (English, Afrikaans and

Portuguese). These targeted Extension officers, training officers, universities, ministry, and departments. They were loaded on the webpage & also distributed through the National focal points and communities.

127. A SADC BCC Regional Policy Brief targeting Fisheries Ministers/decision makers, technocrats, community members, developmental agencies, NGOs, etc. was produced. 200 copies were printed for distribution at the 4th World Small scale fisheries congress.

128. **Evaluation rating: Moderately Satisfactory (MS)**

129. ***Component 4: M&E and adaptation learning***

130. **TE Question 4.1**: Was the M&E, learning plan, including any changes made after the MTE, sufficiently designed, implemented and practical?

131. **TE Question 4.2:** Was the information from the M&E system appropriately used to make timely decisions and foster learning during project implementation?

132. **Finding 7. The Monitoring & Evaluation, Learning (MEL) for the project was never operationalized satisfactorily. Instead, the Project utilized the biannual reporting cycles for monitoring and evaluation.**

133. According to the Project Document (2014), a Monitoring and Evaluation (M&E) framework was to be produced based on targets and indicators established in the original Project Results Framework. During the project inception period, an M&E expert should have been hired to support the PIU in establishing a detailed project M&E system. M&E activities should have followed FAO and GEF monitoring and evaluation policies and guidelines for project implementation monitoring and evaluation, and for identifying main lessons for future application. Supported by Component 4, the project MEL system was expected to facilitate learning and mainstreaming of project outcomes and lessons learned in relation to climate change adaptation in fisheries in the three countries. Overall, the MEL component had been budgeted at USD 650,100 (13.8%) GEF's contribution.

134. At the start of project implementation, the PIU was expected to set up the project M&E system strictly coordinated with subsystems in each of the national project partner countries. Participatory mechanisms and methodologies for systematic data collection and recording were supposed to have been developed in support of outcome and output indicator monitoring and evaluation. During the inception workshop (with all project stakeholders), M&E related tasks that were expected to be addressed included: (i) presentation and clarification of the project's Results Framework; (ii) review of the M&E indicators and their baseline; (iii) drafting of the required clauses that should have been included in employees'/consultants' contracts (where relevant) to ensure that they were contractually bound to complete their M&E reporting functions; and (iv) clarification of the respective M&E tasks among the Project's different stakeholders. One of the main outputs of the workshop would have been a detailed monitoring plan agreed to by all stakeholders based on the M&E plan. It appears that setting up the M&E system at project inception was not done.

135. The MTE found that, in relation to the problem of the project design, the project was using a weak MEL system for reporting on its activities, and that the system was not designed on the basis of a Theory of Change. As a result, the bi-annual reports that were being used (see section 3.3) for reporting did not provide sufficient information on progress towards achieving planned outputs, outcomes and expected transformative changes. Following the MTE, a consultant was contracted to develop a M&E, Learning Framework, based on the revised Log frame and the ToC developed as part of the MTE to improve the piloting of the project interventions, the monitoring of the outputs, outcomes and impacts, the lessons from the Project's CCA actions and improved informing of its key stakeholders. A M&E, Leaning Framework had been developed by the consultant and was

presented for comments and inputs from project staff. In addition, the FAO M&E expert from the Sub-regional Office (Harare) provided valuable inputs into the development of the tool.

136. To operationalize the tool, country project coordinators were supposed to provide the data and information on a monthly basis or as activities and events were being implemented so that the M&E Consultant could feed the data and information into the system. Unfortunately, this data and information was never adequately provided from the field to operationalize the M&E, learning system for the project.

137. The M&E consultant left at the end of his short contract for another job. The position of an M&E consultant (though officially available as part of the PIU) was never filled after the consultant left. The PIU team was supposed to take over the institutionalization of the M&E Framework within the project and run with it. The remaining two members of the PIU (the Regional Project Coordinator and the Fisheries Community-based Resource Person) had not been able to institutionalise and run with M&E system given that they had their own contractual tasks/obligations (though the Fisheries Community-based Resource Person tried to work on this) and also that M&E requires specialists skills, which they might not have had. As a result, the project continued to use the bi-annual PPRs as the project reporting system.

138. **Evaluation rating: Unsatisfactory (U)**

139. **Unintended results**

140. In **South Africa,** the Jeffreys Bay Wind Farm Company had undertaken to continue working with and assisting Elinye Fishing Cooperative of Humansdorp after the project ends and until they are able to start their fishing activities and are able stand on their own. Such a private and community partnership was unexpected. If it comes to fruition, then it provides a model for sustainability of activities post-project.

141. In **Angola,** the small-scale production of fishmeal from fish offal seems to have sparked interest both at local as well as regional level, even though it was not one of the original project activities. In this context, the production of fishmeal has had an impact that was not expected, including re-starting the discussion around aquaculture (inland, freshwater). Apparently, it also had an impact at regional level, when a demonstration was done at a SADC meeting in Malawi, where it was very well received by the audience.

142. In **Namibia** the positive aspect was that the project activities were well received by the two target communities (Henties Bay and Luderitz) that had never been small-scale fishing communities. The Project had assisted in formalising these as small-scale fishing communities. The unintended result was that conflict disrupted Artisanal Fisheries Association (AFA) Association in Luderitz resulting in all the equipment and donations being confiscated for safe keeping by Luderitz Town Council until the association members had sorted out their disagreements. The safety at sea training and equipment was meant to serve the communities just like the broad range of adaptation measures but due to the conflicts within the Association all the achievements of the project have been put in jeopardy.

143. **Overall rating towards achieving project objectives/outcomes: Moderately Satisfactory with reservations[17]**

[17] This criterion is limited in the sense that the evaluation was looking mostly at activities and outputs. In this case, the rating given is related to the likelihood of achieving the intended objectives and outcomes.

3.3 Efficiency

144. **TE Question 3:** To what extent had the project been implemented efficiently, and management been able to adapt to any changing conditions to improve the efficiency of project implementation.

145. **Finding 8: The project management processes and procedures worked efficiently. There were problems of delays in approval of project documents by the Commission and by FAO for procurement initially. Solutions were found to unblock these obstacles.**

146. The day-to-day monitoring of the Project implementation was the responsibility of the PIU, driven by the preparation and implementation of Annual Work Plans/Budgets (AWP/B) followed up and monitored through six-monthly Project Progress Reports (PPRs). The preparation of the AWP/B and six-monthly PPRs represented the product of a unified planning process between the main project partners. As a results-based-management (RBM) approach, the AWP/B identified the actions proposed for the coming project year and provided the necessary details on output targets to be achieved, and the PPRs reported on the implementation of the actions and the achievement of output targets. Following the approval of the Project, the project's first year AWP/B required adjustment to synchronize it with an annual reporting calendar. In subsequent years, the AWP/B followed an annual preparation and reporting cycle as follows: Annual project progress reviews and planning meetings were held with the participation of the Regional Project Coordinator, all the national coordinators and other staff to finalize the AWP/B for the coming period. Subsequently the AWP/B and PPRs would be submitted to the PSC for Review (PPRs) and approval (AWP/B), then to FAO for approval. The AWP/B were developed in a manner consistent with the project's Results Framework to ensure adequate fulfilment and monitoring of project outputs and outcomes.

147. According to the project organigram, the Project (PIU) reported to the PSC. Recommendations from the PSC were taken to the Ecosystems Advisory Committee (EAC) and then to the Commission for approval / endorsement. The Commissioners meeting was supposed to happen once every 6 months. All the three commissioners (one from each country) had to be present for decisions to be made. Give the high-level positions of the commissioners in their respective countries, it was difficult to find time that was agreeable for all three to meet. This was made worse by the ban on travel and physical meetings during the Covid-19 pandemic. As a result, part of project implementation delays/slow-down were partly as a result of delays in approval of project implementation documents by the commission. In the end, changes to the Terms of Reference had to be made, which enabled the commissioners to use virtual meetings and emails to discuss issues and take decisions on documents that required their endorsement such as project AWPs/Bs and PPRs instead of relying solely on meeting physically.

148. Procurement and approval of payment was slow at times (see section 3.5.5 on procurement procedures). For example, it took almost 6 months before the BCC could approve paying for internet for staff. Regarding procurement, the initial BCC policy indicated that any procurement above US$100 000 needed go through a competitive bidding tender process, whereby they had to advertise the invitation for the tender, tender evaluation, etc. This greatly delayed implementation of the project. It was only in 2021, that the BCC changed its policy (with FAO's approval) at a request by South Africa out of frustration due to slow rate of implementation.

149. **Finding 9: Budget re-adjustments were done to accommodate salary offer revisions and salary allocations for 'no cost' extensions. The adjustments negatively impacted project management efficiency as some staff positions had to be scrapped, also this had affected the funding for some of the project activities.**

150. Generally, the project did very well in terms of cumulative expenditure as 96% of the SCCF was committed to activities with 84% of the budget allocation from the LDCF being used. This implied effective use of the project budget.

151. Salaries were the biggest expenditure item in the revised budget, just like in the original budget (35%). By end of the project (mainly as a result of two 'no cost extensions' totalling an additional 25 months) the salaries had taken up 49% of the budget (see figure 3). Cumulative expenditure on training and workshops was 4% less than what had been originally budgeted for, travel underspent by 3%, with overall cumulative expenditure on consultants being 5% lower than originally planned for. The reduction on training, workshops, and travel probably justifies the claim that capacity building and training had suffered from the re-allocation of funds towards salaries.

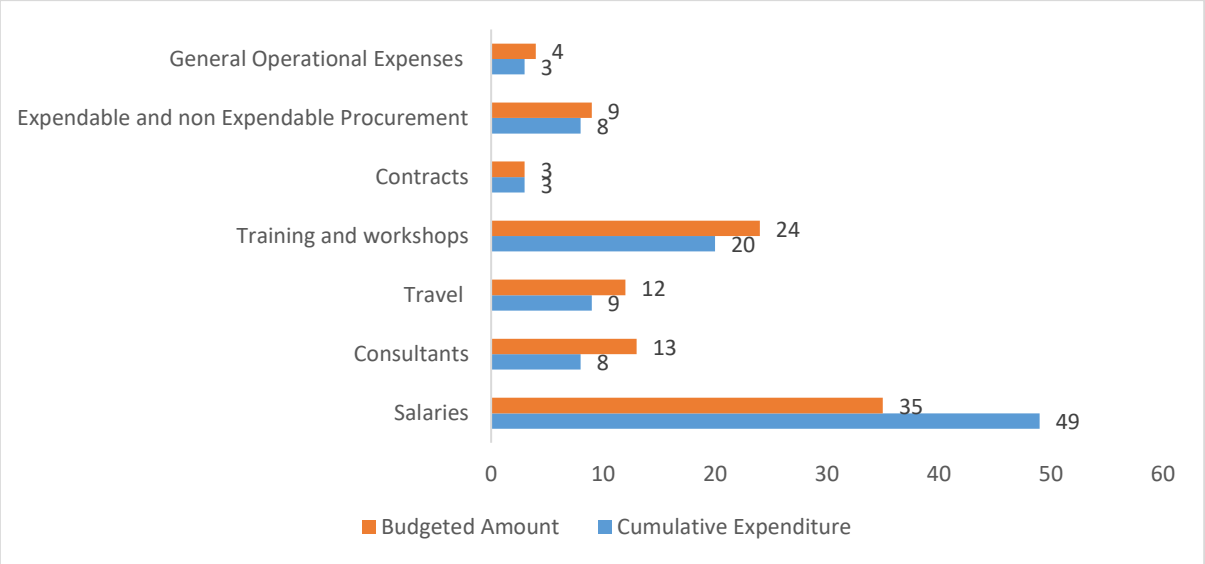

Figure 3: Revised (2018) budget allocations compared to actual cumulative expenditure (December 2022) by budget items (Source: project reports).

152. Workshops, training, and meetings were crucial components of the project in achieving its goals. According to the cumulative expenditure figures for training, workshops and meetings, Angola overspent (104 %) compared to 88 % of the budget having been spent for Namibia and South Africa. In terms of the use of international consultants Angola only used 20 % of its budget line as compared to 96 % of Namibia and South Africa's budget line, Angola used 87 % of its budget allocation for national consultants compared to 99 % in the other two countries. There were significant amounts of funds by the end of the project that had not been used even though there was still more need for training, workshops, and other local activities.

153. A substantial size of the budget had to be readjusted in order to cater for upward adjustment of salaries for project staff (to bring them in line with BCC scales at the beginning of the project, attract high quality staff and for the two 'no cost' project extensions totalling 25 months). This resulted in the scrapping of three critical project staff positions namely, Admin and Finance Officer, Climate Change Expert and Assistant Coordinator for Namibia (see the justification for this in section 3.5.4). Even then, the expectation on the ground was that all the project activities would be undertaken as had been planned.

154. When the project was redesigned, the budget was never revised to reflect the changes to Log frame, activities, outputs, and outcomes. Thus, the budget allocation became skewed and disproportionate. It was claimed by some evaluation interviewees that reductions on cost of

activities had to me made through, for example, having less and/or shorter period training activities. Towards the end of the project, funds were shifted between different outputs/activities, to fund those for which funding had run out.

155. Namibia and South Africa shared a budget under the Special Climate Change Fund (SCCF). Because the budget was not allocated by country, there was lack of clarity and some level of mistrust in terms of how much of the budget belonged to which country. A detailed budget allocation for each country, based on activities and outputs, transparently constructed at project inception, would have helped to avoid misunderstandings that arose subsequently. Although in the end the issues appear to have been sorted out amicably, this provides a lesson for the future.

156. **Evaluation Rating: Moderately Satisfactory (MS)**

3.4 Sustainability

157. **TE Question 4:** What is the likelihood that the project results and benefits will continue to be useful or will remain even after the end of the project?

158. **Finding 10: Although the project appeared to lack a clear sustainability and exit strategy, the embedding of the project within the focal point ministries and departments in each country gives hope that this will help to institutionalize the project in each country and provide for a measure of transition to sustainability.**

159. **Finding 11: While there are ongoing attempts to institutionalize the project in all the three countries, the level of ownership varied. There appeared to be greater ownership of the project and to embrace its activities and outputs through institutional takeover in Angola than in South Africa and Namibia. In all the three countries, the level of ownership at community level was not clear.**

160. One of the important findings of the MTE was that the project lacked a clear sustainability plan and exit strategy. In order to enhance the likelihood of sustainability of the project, a detailed risk analysis was undertaken, and a risk mitigation plan produced based on the analysis as part of the project revision and re-design in collaboration with key stakeholders. In addition, risks were continuously identified and addressed during project implementation. For example, the transfer of funds to Angola was solved through an MOU with the Ministry of Fisheries (IPA) which opened a bank account to buy the project vehicle and to ensure the IPA´s property over it. The rest of the transfers of the project were done in USD directly into (a) USD bank account of service providers, and (b) USD personal bank accounts of project staff to disburse (for example, *perdiem)* to the stakeholders. The situation of bank accounts and foreign currency in Angola was *sui generis*.

161. One result of the project re-design in terms of aligning the project more to national interests and strategic objectives of each of the three countries was the strengthening of the role of key national partners in implementation of the project, with the aim of institutionalizing the project activities in the focal point departments and ministries that would take over these activities and project outputs after the project ends. Therefore, rather than relying on consultants for implementation of activities, country coordinators and people from the focal point departments and ministries took active part in implementation of project activities. This modality of implementing the project – whereby it is largely embedded within the major government focal point was very effective and could contribute towards sustainability. For example, the **Angola** Country Coordinator was a public servant in the Ministry of Environment where she still works in the national directorate of climate change, department of coastal zone. Although the project was centralized in Luanda, it established good

linkages with the municipalities where the fisheries communities were located. In this way, the project was implemented in quite a smoother way and had the collaboration of all sectors dealing transversally with the CC adaptation, SSF, the fisheries value chain, gender aspects and dealt directly with the communities. Speaking with community leaders and local government authorities, the project was seen positively even though they thought that it should have done more and should have been extended. Clearly, the use of a full-time employee was a good way to guarantee coordination, capacity and continuation of the project activities. Similarly, in **South Africa**, the National Coordinator was imbedded within the DFFE, and reported and was supervised by the National Intersectoral Coordinating Committee (NICC) that was formed in 2020. Equivalent to the NWGs, the NICC integrates all government programmes and activities around CCA, thereby ensuring that the Project activities align with national strategies, goals, and interests. In addition, there was a Core Management Team for the project comprised of the National Coordinator, Assistant coordinator and two senior officials from DFFE. The Core Management Team ensured that the Project Coordination Unit (National Coordinator and Assistant National Coordinator) delivered on the day-to-day project activities and that the recommendations of the NICC were taken up and implemented. In **Namibia** the National Coordinator, though not an employee of government, was based in the Ministry of Fisheries and Marine Resources and reported to the NWGs and the EAC. The NWG members were drawn from the different government departments as well as other institutions whose roles and responsibilities included climate change and fisheries. She and the back-up (the Regional Fisheries Community-based Resource Person and the Regional Project Coordinator) were actively involved in the training activities for the two communities and in the development of the business plans. The Namibian Country Coordinator made use of a community coordinator to drive the community outreach. Unlike in Angola though, the Country Coordinators and Assistant Country Coordinators in Namibia and South Africa were not government employees, which meant that they left at the end of the project. The sustainability of the project activities in South Africa and Namibia will require champions within government entities. In terms of Namibia sustainability at National level is probable as the national Commissioner who chairs the NWG meetings also presents the project activities to the Inter-Ministerial Committee where there was huge buy-in at policy level. However, there was a view that sustainability at community level could have been deepened had the implementation of community activities been done through the Local Municipality systems.

162. The alignment with the activities of National Ministries and Department was also aided by the Policy Briefs (Output 1.2) on mainstreaming the project into the relevant and appropriate government departments/ministries in each country. In **South Africa**, the Project also collaborated with DFFE in conducting training for coastal district municipalities, local municipalities as well as metro municipalities on coastal climate change vulnerability assessment.

163. For the Honderklip Baai fishers, the Project introduced the use of a 'safety at sea system' to increase fishing days that were being lost due to fear and uncertainty about bad/dangerous weather for fishing. When the Namaqualand District Municipality (NDM) indicated that they were to close down the safety at sea system because they couldn't afford to pay the Systems Operating Officer any longer, the Project assisted with salary payment for the Systems Operating Officer and eventually negotiated with SAMSA and the NSRI to take over the funding and administration of the system, thereby ensuring sustainability of the system for the community. In addition, the Project conducted radio training aimed at ensuring proper communication in emergency situations when out at sea, thereby empowering the fishers to be part the functioning and running of the system.

164. In **South Africa**, the Country Coordinator worked with government to enhance and pilot the ASCL strategy. In this context, government assisted the Hondeklip Baai co-operative in the kelp collection and processing activity as a pilot project of the ASCL strategy. The evaluation found that the Government intended to continue with this work after the end of the project. The project also worked with the Jeffreys Bay Wind Farm Company to deliver a business development plan for the Elinye Fishing Cooperative in Humansdorp. This will hopefully ensure that the adaptation options that the co-op chose to pursuing will be implemented even after the end of the project.

165. In **South Africa**, one problem faced by the project had been that the RVA process used by the Project was not in line with the vulnerability assessment framework developed by government. Government also lacked human resources to deal with issues of climate change at policy level in fisheries. At the time of the evaluation, only natural scientists sat on the Scientific Working Group for Climate Change, and any work they did regarding climate change was addition to their mandated work/tasks. Thus, issues of climate change were often pushed aside because no one had been specifically mandated to deal with those issues. Although the small-scale fisheries section within the DFFE was part of the NICC, it lacked the manpower and resources to take leadership for CC adaption activities and outreach after the project in order to ensure long-term sustainability.

166. The Project in **Angola** supported the creation of a National Working Group (NWG) with several sectors represented at state level, and the issues discussed and agreed were mainstreamed into the sectors themselves. These sectors had their own working groups and platforms. Therefore, it was anticipated that the influence was being felt beyond the NWG. This helped to elevate the CC adaptation issues to other Ministries. In effect, some activities related to CC adaptation, fisheries, gender, and value chain are likely to be part of their respective sectoral actions after the Project´s end. Indeed, as soon as the RVAs were ready, the activities that were supported at the community level were in fact done by this intersectoral working group, with the BCC project providing the logistical support. The NWG met at least 20 times during the duration of the Project, and the minutes of the meetings were available to confirm the discussions. It was also anticipated that the members of the NWG could influence the impending National Development Plan (PND) of Angola for the period 2024-2027, which, according to those interviewed, includes aspects related to CC adaptation and fisheries value chain. A draft copy of this Plan was not available to confirm this, however.

167. In **Angola**, the government had great interest in continuing the good practices introduced by the Project due to the high level of needs amongst fishing communities. Two important arguments were advanced in this respect: there are a total of 315 fishing communities formally established along the Angola´s coast[18] and the desire to share experiences and to up-scale these activities were high; some parts of Angola´s coast are very dynamic and winds prevent the fishing for many days, which is where the alternative activities demonstrated by this project could be very important to replicate. In view of the foregoing the Country Coordinator had initiated negotiations with the FAO country representative to design a project that could be an extension of the current regional project. In this project, the number of beneficiary fishing communities was proposed to increase from the current 7 to 30. The experience gained from this project – on RVAs, on specific activities, on capacity building, on the cross-sectoral and decentralized approach, on the bottom-up approach, etc. could be used to upscale the activities.

168. Other initiatives related to this project at national level in Angola included: The Ministry of Fisheries promoting the development of small-scale aquaculture, the Ministry of Women promoting

[18] Number according to the Angola Project Coordinator

alternative livelihoods, the INATER conducting training on maritime safety and communications, the local governments promoting cooperatives, to mention a few.

169. At the regional level, the project had been integrated into the BCC by establishing an operational regional CC working group (the RCCWG) under the Ecosystem Advisory Committee. In addition, Climate Change will be a standalone thematic area in the revised Simplified Approval Process (SAP). A suggestion made by one of the commissioners was that the Commission should employ a project manager for the Climate Change issue who could steer activities while the commission was sourcing funding for ensuring continuation and institutionalization of the activities in the three countries. Such a person would also ensure that the national working groups on climate change adaption formed under the project remained functional and active.

170. The participation of Non-Governmental Organizations and Civil Society Organizations was very weak all the three countries after initial involvement by a few at the beginning of the Project. Even those that had been listed as co-financing the project, for example Masifundise of South Africa, did not appear to have been active in the project. It appears that there was no effort to involve more of them which could probably have helped with sustainability of some of the activities and processes.

171. Overall, the ET's assessment did not point to any significant environmental, social and financial risks associated with the project. There were no identifiable environmental risks based on the outputs from the activities implemented. In fact, there were several initiatives to mitigate the environmental risks as many community members were trained on environmental matters such as increased awareness to climate change and its impacts, as well as adaptation measures. A significant number of project beneficiaries from the three countries were also trained on maritime security measures and early warning systems. With respect to social risks, there were no clearly identifiable risks based on the implemented activities. However, in Namibia there was some implied form of social risk whereby in Lüderitz the Fisheries Association ended up being divided into two camps due to disagreements on who should benefit from the project. In terms of the financial risks there were no immediate financial risks identified. However, there could be potential financial risks in the long run as climate change adaptation initiatives were to be taken over by the various government departments after the project closure. While this can be a good way to deepen sustainability, there are financial implications which may be problematic for some government departments which are already financially stretched. For example, the collection of data needs finance, which could present a financial risk if the responsible government department does not have such financial commitment. Moreover, there was equipment procured by the project that were handed over to the beneficiaries. These require significant financing which some of the beneficiary communities may not have for long-term sustainability in terms of operating and maintaining such equipment.

172. **Evaluation Rating: Moderately Likely (ML)**

3.5 Factors affecting performance

3.5.1 Design and readiness

173. **Finding 12: There was delay to the start of the project due to the prolonged recruitment of project staff and negotiations for salaries. Also, the project's performance was negatively affected by the lack of a Theory of Change important for guiding its transformative**

ambitions and achieving the project objectives. It was only after the MTE recommendations that the project was redesigned and its Theory of Change made explicit.

174. The project start was delayed by one year (date of project start as per EOD was 15 December 2015, Execution agreement signed on 25 January 2016, while the actual project starting date was January 2017). The delay was as a result of the prolonged process of recruiting the Regional Project Coordinator and other project staff, and negotiations for salary offer revisions to bring these into line with those of the BCC and attract high quality staff.

175. Although the project was designed with an ambition of being transformative, its performance had been affected by the lack of a Theory of Change that would have guided the transformation processes that were not within its control, even though these were important for the project achieving its goals. This design gap resulted in incoherent strategies, such as: (i) placing the entire responsibility of implementing the politically oriented Component 1 (*Integrating fisheries climate change considerations into fisheries policies and planning as well as into broader inter-sectoral development and climate change policies and programmes*) on the Project, which did not have the convening powers for the different sectors in the three countries;(ii) not institutionalizing the Project's activities in relevant government structures of the three countries to ensure sustainability of project outcomes; and (iii) not having a tool that could guide an adaptive management approach and learning for the Project, given the different country political economy contexts.

176. Resulting from strong recommendations from the MTE for the need to redesign the project, the logic of the Project was re-examined to make explicit its Theory of Change, and for the project to focus on country-driven integration of the Project's activities in the three countries' marine fisheries CCA strategies. Improvements were also made to the project logical framework in order to better fit the contexts and needs at individual national levels. Also, a Monitoring and Evaluation, Learning (M&E, L) Framework was developed based on the (revised) logical framework as an implementation tracking and learning tool.

177. **Evaluation Rating: Moderately Satisfactory (MS)**

3.5.2 Monitoring and evaluation system

178. See "Component 4: M&E and Adaptative Learning.

3.5.3 Quality of implementation

179. **TE Question 6.1:** To what extent did FAO deliver on oversight and supervision? How well were risks identified and managed?

180. **Finding 13: Although the Covid-19 pandemic resulted in limitations on field supervision, the FAO Sub-regional Office in Harare (Budget Holder) adequately delivered on its project oversight role through meetings with the PIU and other project staff, field missions where possible and by being part of the PSC.**

181. Project oversight was carried out by the Project Steering Committee (PSC) and FAO. The FAO and PSC provided oversight and monitored progress largely through financial reports, project progress reports and periodic supervision and backstopping missions. Oversight was to ensure that: (i) the

project was implemented within the planned activities applying established standards and guidelines; (ii) project outputs were produced in accordance with the project results framework; and (iii) project risks were continuously identified and monitored and appropriate mitigation strategies were applied. At any time during project execution, underperforming components were required to undergo additional assessment, changes to improve performance or be halted until remedies could be identified and implemented.

182. The project had two levels of coordination, namely regional and national as depicted in the project organogram. Regional reporting was done by the PIU via the PSC and the permanent Regional Climate Change Working Group (RCCWG). The recommendations made by the PSC and the RCCWG were submitted to the BC Commission for approval through the EAC. Coordination with GEF/FAO took place via field missions, annual PIR reports, bi-annual FAO reports and regular virtual meetings.

183. At national level coordination took place through the national climate change working groups in the respective countries. National staff, particularly the country coordinators, also participated and reported back in the regional structures i.e. PSC, RCCWG and the various reports to FAO. Furthermore, national consultation with NGO's and community members and other stakeholders took place as part of project implementation.

184. Following the significant challenges that faced the project in meeting its objectives that had been identified by the MTE, the PIU took leadership in re-examining the logic of the Project in order to make explicit its Theory on Change and update the Project Logical Framework and its performance indicators, focus on country-driven integration of the Project's activities in their marine fisheries CCA strategies, incorporate better institutional arrangements for project implementation and sustainability arrangements. The PIU ensured that it actively engaged the PSC in this process. In addition, the FAO played a significant role in ensuring that its oversight mechanisms (support from the LTO, country representations and HQs) were mobilized.

185. Regular meetings were conducted between the PSC, PIU and the FAO to discuss (a) progress on project implementation, (b) challenges and risks encountered and the financials of the project. According to the project document, FAO Sub-regional Office (Harare) was expected to undertake at least 1 supervisory/technical support visit to each country per year. Technical support visits by the FAO Sub-regional Office were severely hampered by the Covid-19 pandemic. As a result, they could only manage one visit each to South Africa and Angola and 4 to Namibia (usually combined with other project assignments such as meeting at the BCC). Some technical support visits to project sites, for example in Angola, were undertaken by the FAO country office in Angola at the request of the FAO Sub-regional Office. Under the project organisational arrangement whereby the Budget Holder was the FAO Sub-regional Office in Harare, this did not include implementation arrangements conducive of FAO country offices being directly involved in management, technical and administrative support of the project unless through the Sub-regional Office. Thus, the FAO country representations did not have a direct link with the project and its execution. Given that government ministries and department usually have close relationships with their FAO country offices, Country Coordinators felt that the de-linking of the Project from the FAO country offices was a lost opportunity.

186. Risk and problems encountered were addressed as part of the bi-annual reporting to FAO by the Project. Due to the regional nature of the project, a WhatsApp group was created as an additional channel of communication to address urgent matters when needed.

187. The FAO and the BCC jointly worked on modalities that ensured that procedures did not constitute barriers for the successful implementation of the Project. For example, regarding the problem of transferring funds to Angola, FAO found a solution through an MOU with the Ministry of Fisheries (IPA) opening a bank account where project money could be transferred.

188. The Project Steering Committee (PSC), organized at regional level and gathering the representatives from Governments, BCC, and the project, is perceived to have worked quite well in its project oversight role. It was expected to meet at least once annually, and there are minutes of 7 meetings for the entire 6-year duration of the project.

Evaluation rating: Satisfactory (S)

3.5.4 Quality of execution

189. **TE Question 6.2:** To what extent did the execution agency (the BCC) effectively discharge its role and responsibility related to the management and administration of the project?

190. **Finding 14: The PIU did reasonably well in the management and administration of the project as the executing agency. The scrapping of three key positions meant that the remaining compliment of two people had also to fulfil the other tasks that should have been undertaken by other members of the PIU staff, had positions been maintained and filled. This usually over-stretched the PIU.**

191. Three critical project staff positions that had been in the original Project Document were scrapped at the beginning of the project. These were: Admin and Finance Officer, Climate Change Expert and Assistant Coordinator for Namibia. The justification for scrapping the Admin and Finance Officer position was that the Project could use the BBC Secretariat Finance staff, while for the Climate Change Expert, it was believed that the Project staff compliment had enough knowledge on the issues of Climate Change and therefore could provide for the intended tasks of the expert, and as far as the Namibia Assistant Coordinator position was concerned, it was decided that the Regional Project Coordinator and the Fisheries Community-based Resource Person (both Namibians and based at the Project headquarters in Swakopmund, Namibia) would back up the Namibia National Coordinator whenever required. Unfortunately, this support was crucial as the skills profile of the National Coordinator was less of a community person and rather a natural scientist. This sometimes affected the working relations with local communities to the extent that the back-up other persons had to step in more frequently than had been anticipated.

192. This decision had negative implications on the execution of the Project. Without a project Admin and Finance Officer, the PIU had no dedicated person for operational and financial administration of the project, leaving them to do some of the administration of their own, since the Secretariat staff had other projects and Secretariat duties and responsibilities to take care of and to attend to. Procurement was particularly problematic, with project staff complaining that this was extremely slow and that a dedicated person for the project would have helped overcome some of the huddles encountered over procurement. As a result, some of the equipment was never procured. In addition, the Country Coordinators felt that the decision-making system was not clear in terms who made what decision among the project staff: should it be the National Project Coordinator / the Regional Project Coordinator / the Finance Manager / the Acting Executive Secretary, etc. This frustrated and delayed activities on the ground

193. Apart from their roles and functions as regional staff and therefore regional coordination, PIU staff doubled up as back-up to the Namibia National Coordinator (this role justified the scrapping of the Assistant Coordinator position for Namibia). This additional responsibility resulted in a certain lack of support from the PIU to the other two countries, which made implementation difficult at times.

194. **Evaluation Rating: Moderately Satisfactory (MS)**

3.5.5 Financial management and mobilization of expected co-financing

195. **TE Question 7.1:** How were the project finances managed

196. **TE Question 7.2:** To what extent did the expected co-financing materialize? How did the shortfall in co-financing, or materialization of greater than expected co-financing affect project results?

197. **Finding 15: The project funding was strictly managed in accordance with FAO rules and regulations and GEF minimum fiduciary standards in line with the project Execution Agreement between FAO and BCC. In expending the funds for project activities, the BCC utilized its own rules, regulations and procedures, adjusted to those of the Budget Holder (FAO).**

198. **Finding 16: Only 36% of co-financing had materialised by the end of the project.**

199. The GEF funds were split into two funds: Least Developed Countries Fund (LDCF) (for Angola) (USD 1,700,000) and the Special Climate Change Fund (SCCF) (for Namibia and South Africa) (USD 3,025,000) based on the different economic clusters that countries are located in accordance with GEF criteria. Thus, GEF's total contribution amounted to USD 4,725,000. The budget was reduced by USD 152 000, for FAO to directly organize External Project Evaluations, manage Annual Audits and to provide for the Terminal Report writing exercise. Consequently, the respective budget balances were USD 2 928 000 (SCCF) and USD 1 645 000(LDC). Although the split was almost equal among the countries, the expectation in Angola was that more resources should have been channelled to them since the project was targeting 7 fishing communities in Angola, compared to 2 in Namibia and 2 in South Africa.

200. Project financial management and reporting, in relation to the GEF funding, was carried out in accordance with FAO's rules and procedures, as described in the Execution Agreement between FAO and the BCC. In accordance with the project budget, FAO provided cash advances in US dollars. The BCC provided project execution services using its own regulations, rules and procedures adjusted to FAO rules and regulations and GEF minimum fiduciary standards as established in the Execution Agreement in order to ensure that the project funds were properly administered and expended. The BCC maintained a project account for the funds received from FAO in accordance with accepted accounting standards.

201. The FAO transferred the GEF funds, based on forecasted amounts submitted in the Financial Reports prepared by the BCC every 6 (six) months. The funds for the respective budgets (LDCF & SCCF) were transferred directly into their respective bank accounts held in Namibia. With the assistance of the government in Angola, the project was able to open a bank account in Angola which was only used when the project vehicle was procured. Then the Project bank in Namibian indicated that they did not have the Angolan Currency (Kwanzas) to do the required transfers to the beneficiaries and advised that the transfers could only be made in US$, meaning that, the beneficiaries' accounts had to be US$ denominated. For this reason, the project had to make use of the personal bank accounts of the project staff based in Angola to expedite the implementation of the activities. Service providers and suppliers received funds in their US$ bank accounts directly from BCC. Whenever there were delays in receiving project funds, this put a lot of pressure on the project staff.

202. All financial reporting was in US dollars. The BCC submitted six-monthly statements of expenditure to the FAO Sub-regional Coordinator in Harare (Budget Holder). The financial statement listed the

expenditures incurred on the project on a six-monthly basis so as to monitor project progress and reconcile outstanding advances during the reporting six-month period. The (FAO) approval of financial statements formed the basis for periodic financial review and a prerequisite for the next disbursements of funds to the BCC.

203. The FAO ensured external annual audits and spot checks in relation to activities and expenditures related to the project, in line with recognized international auditing standards.

204. The BCC was responsible for procurement of equipment and services provided for in the detailed budget (Appendix 3 the Project Document). Procurement had to follow regulations in compliance with generally accepted international standards for public sector procurement as detailed in the project Execution Agreement.

205. Before the commencement of procurement, the BCC developed the project procurement plan for review at the project inception, and clearance by the FAO Sub-regional Office (Budget Holder). The procurement plan was updated by the BCC every six months and submitted to and cleared by the Budget Holder with the six-monthly financial statement of expenditure report, Project Progress Report, and Cash Transfer Requests for the next instalment of funds. FAO supervision of contracting and procurement processes was executed as follows:

    a. All individual consultants contracts for an amount more that USD 20 000 were subject to FAO participation in the selection panel and prior clearance of contracting process, Terms of Reference (TORs) and Curriculum Vitae (CVs).
    b. All procurement of goods more than US 100 000 was subject to FAO prior clearance of the bidding process, material and offers or technical specifications and price quotation comparison.

206. Out of the US $19 166 000 co-financing confirmed at project design only US $6 923 493 (36.1%) had materialised by the end of the project (appendix 4). The evaluation team performed due diligence in obtaining and confirming these amounts. However, errors are possible, as the updated tables from the three countries and the BCC were not received by the time the evaluation concluded.

3.5.6 Project/programme partnerships and stakeholder engagement (including the degree of ownership of project/programme results by stakeholders)

207. **TE Question 8.1:** To what extent was the choice and range of partners included in project implementation, and their capacities, appropriate, and how did this effect the project results?

208. **TE Question 8.2**: Did the Project consider and integrate climate-related actions, priorities and strategies by other partners active in fisheries and CCA

209. **Finding 17: The choice and range of partners included in project implementation were appropriate. What was lacking in the three countries was the involvement of NGOs.**

210. Two GEF funded projects were being executed by the BCC, namely the FAO/GEF Climate Change project and the UNDP/GEF funded BCLME III project (Ocean Governance). The two projects worked collaboratively and in synergy regarding creation of alternative livelihoods in small-scale fishing communities, assimilation and dissemination of available knowledge for increased understanding and awareness to CC resulting in joint adaptation initiatives, and shared piloting of best-practices for strengthening climate resilience in fisheries and aquaculture and in order to improve governance and food security and livelihoods of coastal communities. For example, the two projects

were involved in joint initiatives for addressing alternative livelihoods for SSF in Angola through a mariculture project and in assisting the MFMR in Namibia with EIA/EMP in mariculture.

211. The RVAs methodology used in the project was based on work that had been done earlier by an UNFAO TCP project. The pilot project "Community-level socio-ecological assessments in BCLME region" run from 2014 – 2015, in anticipation of a GEF project. In 2017 a second Technical Cooperation Project (TCP) by FAO, "Building capacity to understand and address climate change vulnerabilities of fisheries dependent coastal communities in the BCLME" further applied and tested the methodology. The TCP project conducted training on the RVA methodology and delivered a training manual. In this context, the communities in which the RVAs had already been undertaken in South Africa and Angola (e.g. Cacuaco and Tômbwa), RVAs were not necessary to repeat as information from the previous projects could be used in the selection of adaption options.

212. In South Africa, the Project collaborated with the Jeffreys Bay Wind Farm Company to help deliver the adaptation options for the Humansdorp target group – Elinye Fishing Cooperative. This collaboration resulted in the company continuing to work with the community, with the promise that the company would continue to provide material and technical assistance (mentoring) to the community beyond the project.

213. In South Africa, the project partners from government were appropriate. An issue was that government lacked capacity at the Fisheries Branch level for climate change related work. NGOs such as Masifundise although correct in terms of choice, did not actively participate in the project. Similarly, there was lack of participation of NGOs in the project in Angola and Namibia. Therefore, with the exception of government departments and ministries, and local authorities (Municipalities and District) the project did not build partnerships with other organisations, when one excludes organisations that were active on the project as consultants (Regional Consultants from University of Cape Town and Rhodes University, that collaborated with universities in Namibia and Angola).

214. The project also collaborated with the FAO-SSF Programme on implementation of the National Plan of Action in Namibia; the EXEBUS project on an Early Warning Programme in the BCLME; and SADC.

215. There was no evidence that the Project considered or integrated climate-related actions, priorities and strategies emanating from other partners active in fisheries and CCA.

216. **Evaluation rating: Moderately Satisfactory (MS)**

3.5.7 Communication, knowledge management, and knowledge products

217. **TE Question 9.1:** How did the project assess, document and share its results, lessons learned and experiences?

218. **TE Question 9.2:** To what extent will communication products and activities support the sustainability and scaling-up of project results?

219. **Finding 18: The project disseminated its activities, findings and outputs through various media channels and products. Project communications though was hampered by the non-implementation of the project's communication strategy and the decision not to replace the communications officer.**

220. A Project communications policy for the BCC and a communication strategy was developed, but were never implemented. It had been hoped that implementation of the project's communication strategy would have further strengthened networking with national partners and other communication outlets.

221. Project results were disseminated to the appropriate stakeholders via email or other channels appropriate to them. The lack of a Communications Officer after the resignation of the incumbent in 2020 and non-replacement of the departed officer (it was felt that the project was going towards the end and that it was therefore not practical to replace the officer) greatly impacted on communication of project results. Results were hardly converted into easy to read material for stakeholders (especially communities), instead the results were shared as technical documents in most instances. The safety at sea video for South Africa that was still under production during the evaluation was expected to assist in getting more financial support for the system and safety training for Hondeklip Bay.

222. Different communication channels were used as a means of getting messages across as follows: the press, online, advertising, print, public relations and internal communication channels. Some of these, for example printed manuals, project reports, media, conferences and workshops, etc., were indeed used. In Namibia, the project printed cards for school children with messages on climate change, vulnerability and adaptation in marine and fisheries resources.

223. The project was expected to ensure that information from its M&E, Learning system was made widely available and readily accessible – through different fit-for-purpose communication products made using different communication technologies and information tools to maximize overall impact and benefits, publications or through developing products for the project website. One of problems was that the position of Communications Officer was never filled-in after the incumbent resigned in 2020**.** The project resorted to using the BCC Secretariat communications officer who mostly helped with posting project information of the project website.

224. Project staff promoted and disseminated key results and insights from the project at selected priority regional, international conferences/workshops/meetings (e.g. World Small-scale Fisheries Congress in 2022 in Cape Town, FAO symposiums, World aquaculture Congress, SADC meetings, etc).

225. **Evaluation rating: Moderately Unsatisfactory (MU)**

3.6 Cross-cutting concerns

3.6.1 Gender

226. **TE Question 11:** To what extent were gender considerations taken into account in the revised design and implementation of the project?

227. **Finding 19: After recommendations from the MTE, there was a greater push in all the three countries for increased inclusion of women in project activities. There was more progress in Angola in this regard compared to South Africa and Namibia where cooperatives on the project continued to be dominated by men.**

228. The MTE commented that "*The design of the Project had taken into account the gender issue at the strategic level by recognizing its importance in Climate Change Adaptation. However, the operational focus was on the number of women benefiting from the interventions, without paying particular attention to how to remove structural barriers to existing disparities*". Gender related issues identified by the MTE included training for entrepreneurship skills and access to credit in order to invest in fishery value chain related activities". Specifically, the MTE recommended that "*the Project should step up CCA actions to empower women in fishers' communities to participate in in SSF-based value chains, particularly by building their entrepreneurship, organizational and managerial capacities, through partnerships with specialized public agencies and CSOs*". The TE noted the project's effort to increase women's participation in CCA actions and SSF-based value chains by building their

entrepreneurship, organizational and managerial capacities. Also, there was increased involvement of women and youth using on-going training initiatives. Despite these efforts, the ET did not find evidence that the strategic level issue of removing structural barriers had been resolved[19].

229. In some instances, implementation of activities that ensured gender equity proved difficult. For example, in Humansdorp (**South Africa**), there were no women who participated in any of the project activities. This was due to the co-operative consisting of only men.

230. The project did include the Hondeklip Women's Forum (**South Africa)** that it had formed in its activities after the redesign by doing a truncated RVA and AP. The formation of the Women's Forum followed realisation that the existing Honderklip Baai Fishing Cooperative was dominated by men (there were only 2 women in the cooperative with a membership of 28 people). Also, the cooperative had most, if not all, the fishing rights in the community and was preventing the non-members from participating in any form of fishing (including kelp harvesting by the Women's Forum). The forum was trained in Basic Business and Financial Literacy apart from the technical skills in kelp harvesting. Despite these initiatives, the Women's forum still lacked formal rights for harvesting the kelp at quantities required for profitable business, and also source of capital for the venture at the time of the evaluation.

231. **In Angola,** the Project defined the different groups at the level of the fisheries communities as follows: (a) boat owners – mostly men but also some women, (b) fishers (crewmembers) – mostly men, and (c) the buyers – mostly women. The women were divided into those that bought fish to sell directly and those who bought fish to process. With the support from the *Soba* (the Traditional Chief in Angola, a figure that has still a lot of power when it comes to consuetudinary/ customary Law and is highly respected by the constituents), the project tried to establish a good mixture in the groups, for training events or for demonstration pilot events. As such, a balance could be struck not only at gender level, but also at class level, for example, to balance out the disproportionally strong role of the boat owners. In choosing activities, the project tried to provide engine repair capacity to men and women and financial literacy to women, and even alphabet literacy. The project also facilitated the activities of the Ministry of Women in working with the project communities, on training in alternative livelihoods (e.g. soap production).

232. **In Angola**, the evaluation noted that some women were boat owners, which meant they also participated in engine repair and maintenance, were Presidents of Cooperatives, or small business owners (fishmeal production, fish processing, fish marketing) and there was an effort to include them in the RVAs, trainings, and exchange visits. Women interviewed also appreciated the training on fishmeal production, financial literacy, hygiene, and safety, amongst others.

233. In **Namibia**, gender considerations were in terms of meetings and workshops attendance. For instance, at Luderitz and Henties Bay women fishers were included in such activities. As for Henties Bay and Luderitz a number of non-fisheries trainings such as vegetable growing and training in arts and crafts were activities where priority was given to female members of the association. Furthermore, when selecting students who were to be trained there was gender balance. However, in terms of their role along the fisheries value chains they were somehow limited to value chain segments where there was not much value created and captured. They were mostly relegated to selling fish or to the vegetable growing project or office administration training. Looking at HAFA and AFA, the top leadership were male which did not reflect gender equality.

234. In general, small scale fishing is traditionally dominated by men in the three countries, especially at the production (catching) level and in the ownership of fishing equipment. The sector also accentuates the patriarchal nature of societies. In small scale fisheries, this results in women being mostly relegated to the postharvest sector and other less beneficial roles. The project tried to

[19] The TE notes also that the GEF Gender Policy was approved in 2017, thus a few years after the project's start date.

counter this by including women in its CC adaptation strategies and training in alternative sustainable livelihoods activities.

235. **Evaluation rating: Moderately Unsatisfactory (MU)**

3.6.2 Minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth

236. **TE Question 11:** To what extent were minority groups, including indigenous peoples, people with disabilities, and youth considered in the revised design and implementation of the project?

237. **Finding 20: The MTE re-designed project did not specifically mention minority groups, and the re-designed Project's activities did not have a significant positive or negative effect on minority groups**

238. The TE found that disadvantaged groups were not pro-actively targeted. The only exception seems to be in **Angola**, where the project identified and promoted the participation of vulnerable groups in the following manner: (a) amongst the groups of men, the vulnerable were the old and young men, and (b) among the women, the vulnerable were the old women and the girls. The approach was then to promote a good mix of the different groups with the help of traditional authorities. There was not much targeted inclusion of the other minority groups.

3.6.3 Indigenous peoples and local communities

239. **Finding 21: Neither the Project Document nor the MTE mentioned indigenous people/communities as target groups. There were no indigenous communities/people in the project area.**

240. The evaluation found that there were no indigenous people/communities in the areas and communities that the Project targeted for project interventions in all the three countries.

241. **Evaluation rating: Unable to Assess (UA)**

3.6.4 Environmental and social safeguards, risk classification and risk-mitigation provisions identified at the project's formulation stage

242. **TE Question 12:** To what extent were environmental and social concerns taken into consideration in the revised design and implementation of the project?

243. **Finding 22: Environmental assessment and social safeguard concerns were taken into ample consideration in the original design as well as the redesign of the project, and during project implementation. The evaluation did not find evidence of harm to people or the environment as a result of the project currently, or likely in future.**

244. The original project design and the redesigned project after the MTE included provisions requiring adequate screening prior to implementation of action plans under Component 2, in line with the national environmental impact assessments (EIA), fisheries policies as well as the EIA Guidelines for FAO's field projects during project implementation. Indeed, the issuing of fishing rights in South

Africa and Namibia (including to the project SSF communities) requires annual stock assessment as basis for deciding on the size and distribution of fishing rights. Equally, the issuing of fishing rights and mariculture rights in Namibia require(d) an EIA as basis for the issuing of the mariculture rights respectively.

245. Similar to the MTE, the Terminal Evaluation notes that in both the design and redesign phases, the Project was in line with the environmental and social priorities of the recipient countries and that stakeholders were duly consulted. In the whole of the implementation phase, the Project gave adequate consideration to environmental and social aspects of sustainable development through the vulnerability assessments undertaken under Component 1 of the project.

246. There were no anticipated adverse environmental or social impacts from the Project's design, and the redesign (post MTE) did not include mitigation measures. According to project staff and communities interviewed, no negative environmental or social effects have been felt or observed as emanating from project activities. The argument presented in the Project Document – that the Project was expected to have positive impacts on the socio-ecological system – would appear to hold even at the end of the project. Just like the MTE, this Terminal Evaluation agrees that the Project continues to fall in Category C of the "Environmental Impact Assessment Guidelines for FAO field projects", that is, projects that do not require specific environmentally related reports. There is no reason to believe that there will be any negative consequences in future as a result of the Project's activities.

247. It is worth noting that though communities participated in numerous Project training events, group meetings and exchange visits without getting immediate expected benefits, they do not seem to have developed an overly negative views of the Project.

248. **Evaluation rating: Satisfactory (S)**

4. Conclusions and recommendations

4.1 Conclusions

249. Based on the main findings relating to the Evaluation Questions corresponding to the different evaluation criteria for the Terminal Evaluation, the following conclusions and recommendation were drawn:

250. **Conclusion 1 (Relevance to the recipient countries and beneficiary communities): The project was even more relevant to the three recipient countries, especially the beneficiary communities, after the project was redesigned** as this allowed for context specific alignment of project activities to each country's national policies, priorities and climate change adaption strategies for small-scale fisheries. In particular, this gave space to the target communities to select adaptation plans/actions that they saw as beneficial, feasible and actionable, for example fishmeal production from fish offal in Angola, which was not even one of the activities identified by the RVAs.

251. **Conclusion 2 (Effectiveness Component 1): Activities aimed at integrating climate change into fisheries policies, programmes and inter-sectoral development were largely implemented according to plan in all the three countries as a result of political support** at high government levels as evidenced by the involvement of national ministries and departments as active members of NWGs and BBC regional bodies such as the RCCWG. As a result, substantial numbers of people were reached beyond the project targets.

252. **Conclusion 3 (Effectiveness Component 2): Although RVAs were conducted in all of the target group communities in the three countries, and communities had selected adaption actions that they wanted to pursue, not all of the selected adaptation plans could be piloted as a result of technical and/or legal barriers** despite the fact that in most instances, training for the selected adaption activities had taken place. For example, in some cases, the community groups had not acquired the necessary equipment for undertaking the adaption activities, or they lacked government permits necessary for the adaption activities, for example the rights to harvest kelp by the women's group in Hondeklip Baai.

253. **Conclusion 4 (Effectiveness Component 3): In most of the targeted communities, a proportion of the planned Capacity Development activities for the selected adaptation options were delivered,** even though this was hampered by lack of appropriate training materials (the project lost the Communication Officer at a critical stage of the project in 2020 at a time when training and promotion activities were about to intensify after the MTE and COVID-19) and slow financial disbursement procedures.

254. **Conclusion 5 (Effectiveness Component 4): Tracking of project implementation and learning, for purposes of improved project implementation was the weakest aspect of the project implementation** as a result of non-operationalisation of the M&E, Learning Framework.

255. **Conclusion 6 (Efficiency – Project management and implementation): The project was generally managed and administered well,** despite delayed start and some problems of financial disbursement and procurement procedures initially, as well as external factors such as the COVID-19 pandemic.

256. **Conclusion 7 (Sustainability):** Despite lack of an exit strategy **the embedding and institutionalisation of project activities into focal point ministries and/or departments and embrace of multi-sectoral NWGs is likely to make the takeover of the project activities and their integration into national activities easier.** This could also help in the sustainability of the activities

257. **Conclusion 8 (Cross-cutting concerns: gender): Although there was increased participation of women in project activities after the MTE, the project did not make much headway** in overcoming cultural and institutional barriers to substantive participation of women in the sector, especially in value chain activities that require capital and entrepreneurship such as fishing and ownership of fishing equipment.

4.2 Recommendations

258. **Recommendation 1. To FAO:** FAO country offices should have greater involvement in regional projects in which the FAO Sub-regional office is the Budget Holder. This would ensure smooth transition of responsibility for project partnerships from the FAO Sub-regional office to the FAO country offices, given that this is likely to happen after end of regional projects.

259. **Recommendation 2. To FAO Sub-regional Office and BCC:** The FAO Sub-regional Office and the BCC should liaise with the Governments of Angola and Namibia about what support they could provide to the two governments in their quest for further assistance for continuing and expanding the project activities. This would increase the likelihood for sustainability of project activities after end of the project. For example, Angola sees great benefit for expanding activities to other small-scale fishing communities through another project.

260. **Recommendation 3. To FAO and BCC:** When there are delays in project start or during implementation and a "no-cost extension" is necessary, project activities and outputs need to be carefully re-prioritised without having negative impact on funding for project activities.

261. **Recommendation 4. To BCC and FAO:** Key project positions should not be scrapped or left vacant at the expense of efficient project management and implementation. For example, the scrapping of the Financial and Admin, and the Climate Change experts, and the non-replacement of the Communication Officer had negative impact on the project.

262. **Recommendation 5. To BCC and FAO:** The use of a global budget as was the case for Namibia and South Africa sharing the SCCF budget component should be avoided. The allocations for each country should be agreed at the beginning of a project to improve efficiency and avoid misunderstandings.

5. Lessons learned

263. The following are the key lessons that the Evaluation Team has drawn during the evaluation of the project "Enhancing Climate Change Resilience in the Benguela Current Fisheries System".

Box 2: Key Lessons Learned

Key Lessons Learned

1. **Implementation of joint regional projects in different countries that have different political economy contexts and different systems of governance can have negative effect on project implementation (for example, differences in procurement systems and banking systems, which resulted in bottlenecks cash transfers and procurement of goods and services). Developing a tool for adaptive and flexible project management and learning at the beginning of a project can go a long way in improving implementation**
2. **The NWGs can provide for multi-sectoral coordination of participation in project activities that require joint efforts, such as climate change adaption.**
3. **Country Coordinators could have benefited from training in project and budget management, M&E, communications, etc. This would have improved their ability to supervise these aspects of their responsibilities and further guarantee the sustainability of the activities the project supported.**
4. **The fact that the project coordinator in Angola was a civil servant sitting in one Ministry helped a lot in promoting Government buy-in on many aspects, and guaranteed some degree of sustainability and continuity after the project ends. Similarly, imbedding the project in the focal point departments and ministries in Namibia and South Africa is expected to have a similar effect.**

264. The NWGs were a key component of this project in the sense that these provided coordination and integrated the activities and the various stakeholders. The entity also sparked interest about climate change in diverse institutions in the three countries, which could potentially have a lasting impact in their respective sectoral activity plans.

265. Other lessons learned are listed below.

266. Although the OPIM was necessary for such a regional project, the organisational structure can result in slow and cumbersome decision-making processes and procedures, which can have negative impact on project implementation.

267. Placing entire responsibility for implementation of politically oriented project activities, for example Component 1 (Integrating fisheries climate change considerations into fisheries policies and planning as well as into broader inter-sectoral development and climate change policies and programmes) for which a project does not have the convening powers for the different sectors in the three countries and political leverage, can be problematic for project implementation of such specific activities.

268. Legal and technical problems concerning the ability of communities to participate and undertake project activities should be resolved before selecting these for implementation. For example, the rights and permit for kelp harvesting for the Hondeklip Bay Women's Forum should have been

resolved before going ahead with this activity. Where communities had already started on the project activities, the project should provide technical and legal support.

269. The project was more bottom-up than top-down when making decisions on adaption activities and priorities at local level, which promoted ownership and appeared much more efficient.

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Appendices

Appendix 1. People interviewed

Last Name	First Name	Position	Organization/Location
António	Esteves	President	Cooperative - Cacuaco
Bailey	Andiswa	Mentor for Elinye Fishing Co-op	Isibabalo Business Development Hub
Brown	Laimy	Manager: Finance & Administration	BCC Secretariat
Chipita	Ernestina	President	Cooperative - Tômbwa
Dias	Catarina	National Project Coordinator (Angola)	BCC Climate Change Project
Duna	Elethu	National Project Coordinator (South Africa)	DFFE, Government of South Africa
Francisco	Alfredo	Community member	Kuio Fishing Community
Gxaba	Thandiwe	Acting Executive Secretary	BCC Secretariat
Haiphene	Annely	BCC Commissioner (Namibia), Current Chair	Executive Director, Ministry of Fisheries & Marine Resources
Hamukwaya	Johannes	Deputy Director	Ministry of Fisheries & Marine Resources
Hilundwa	Katrina	Fisheries Community-based Resource Person	PIU: BCC Climate Change Project
Honneb	Herimann	Director	HAFA Hentiesbay Small Scale Fisheries Association
Isabel	Elena Ernesto	Community member	Kinzau Fishing Community
Kirchner	Carola	National Project Coordinator (Namibia)	BCC Climate Change Project
Khati	Potlako	Deputy Director	DFFE, Government of South Africa
McKay	Zenobia	Accountant	BCC Secretariat
Morebotsane	Kuena	GEF Funding Liaison Officer in Project Task Force,	FAO Headquarters, Office of Climate Change, Biodiversity and Environment (OCB)
Mukapuli	Asser	Manager	Ada Huigirire Luderitz Small Scale Fisheries Association
Mukute	Nhamo	FAO, Sub-regional Office for Southern Africa (SFS) in Harare	Project Task Force Member, Operations Specialist
Muyongo	Aphary	Deputy Director, Economic Geology at Ministry of Mines and Energy	Namibia Representative on PSC and EAC

Last Name	First Name	Position	Organization/Location
Naidoo	Ashley	Chief Director, DFFE: branch Environment	DFFE, Government of South Africa
Pinto	Waldemar	General Director	National Institute for Small Scale Fisheries and Aquaculture and NWG Chair
Placidus	Placidus	Finance & Administration Officer	BCC Secretariat
Sardinha	Maria	Senior Researcher at Ministry of Fisheries and Sea	Angola Representative on PSC and EAC
Schmidt	Vasco	FAO, Sub-regional Office for Southern Africa (SFS) in Harare	Lead Technical Officer for Project in in Project Task Force
Silva	Abdenego	Project Assistant	BCC Project - Angola
Silva	José	Director	Agriculture, Livestock and Fisheries – Benguela Province Government
Simão	Américo	Senior Technician	Ministry of Environment and NWG
Soudens	Carrissa	Chairperson	Hondeklip Baai Women's Forum
Tiago	Augusto	Administrator	N´zeto Municiplality
Van Zyl	Ben	Regional Project Coordinator	PIU: BCC Climate Change Project
Willemse	Nico	Project Manager (Developed the M&E framework for the CC project)	BCLME III Project
Xolo	Mbonelo	Member	Elinye Fishing Cooperative, Humansdorp
Yipha	Siviwe	Assistant National Project Coordinator (South Africa)	DFFE, South Africa

Appendix 2. GEF evaluation criteria rating table

GEF criteria/sub-criteria	Rating [20]	Summary comments[21]
A. STRATEGIC RELEVANCE		
A1. Overall strategic relevance	HS	The redesigned project remained strongly relevant and aligned to national, and GEF and FAO strategic priorities
A1.1. Alignment with GEF and FAO strategic priorities		Not required to be rated individually
A1.2. Relevance to national, regional and global priorities and beneficiary needs		Not required to be rated individually
A1.3. Complementarity with existing interventions		Not required to be rated individually
B. EFFECTIVENESS		
B1. Overall assessment of project results		Not required to be rated
B1.1 Delivery of project outputs		Not required to be rated
B1.2 Progress towards outputs[22] and project activities:		Not required to be rated
- Component 1	S	Project was highly successful at iintegrating fisheries climate change considerations into fisheries policies, programmes and inter-sectoral development
- Component 2	MS	The project piloted most of improved climate-resilient fisheries practices in the target communities, though some of the activities (e.g. household surveys) we not completed
- Component 3	MS	Most Capacity-building and promotion of improved climate-resilient fisheries practices activities were completed, despite funding problems and lack of a communications officer
- Component 4	U	Although a framework had been developed, Monitoring & Evaluation, Learning (MEL) for the project was never satisfactorily operationalized.
- Overall rating of progress towards achieving objectives/outcomes	MS	This rating was given by the ET with reservation. The Evaluation only looked at activities and outputs, however, a rating based on the likelihood of outcomes to be achieve based on the above items, was given
B1.3 Likelihood of impact	UA	The available information does not allow an assessment
C. EFFICIENCY		

[20] See rating scheme in Appendix 3.

[21] Include reference to the relevant sections in the report.

[22] Assessment and ratings by individual outcomes may be undertaken if there is added value.

GEF criteria/sub-criteria	Rating [20]	Summary comments[21]
C1. Efficiency[23]	MS	Project management processes and procedures worked efficiently in delivery of the project, despite some problems of procurement and transfer of funds for Angola.
D. SUSTAINABILITY OF PROJECT OUTCOMES		
D1. Overall likelihood of risks to sustainability	ML	The embedding of the project within the focal point ministries and departments in each country provides for possibility for institutionalization of the project in each country, despite the varied levels of ownership and overall lack of exit strategy at project level
D1.1. Financial risks		Not required to be rated individually
D1.2. Socio-political risks		Not required to be rated individually
D1.3. Institutional and governance risks		Not required to be rated individually
D1.4. Environmental risks		Not required to be rated individually
D2. Catalysis and replication		Not required to be rated individually
E. FACTORS AFFECTING PERFORMANCE		
E1. Project design and readiness[24]	MS	The project was negatively impacted by initial delays in start-up, the lack of an Theory of Change and also, the Covid-pandemic
E2. Quality of project implementation	S	Overall, the FAO and PSC effectively delivered on their oversight role
E2.1 Quality of project implementation by FAO (BH, LTO, PTF, etc.)	S	The FAO Sub-regional Office in Harare adequately delivered on its project oversight role, despite the Covid-19 pandemic
E2.1 Project oversight (PSC, project working group, etc.)	S	The PSC effectively delivered on its project steering role. The NWGs were very effective in national integration and coordination of partners
E3. Quality of project execution For decentralized projects: Project Management Unit/BH For OPIM projects: Executing agency	MS	The PIU did reasonably well in the management and administration of the project, although abolishment of key positions resulted burdening the unit with extra responsibilities
E5. Project partnerships and stakeholder engagement	MS	The project developed good partnerships with other BCC and BCLME projects. The was lack NGO involvement though
E6. Communication, knowledge management and knowledge products	MU	Project communications was hampered by the non-implementation of the project's communication strategy and lack of a communications officer at critical stages of the project. Despite the foregoing, the project

[23] Includes cost efficiency and timeliness.

[24] This refers to factors affecting the project's ability to start as expected, such as the presence of sufficient capacity among executing partners at project launch.

GEF criteria/sub-criteria	Rating [20]	Summary comments[21]
		disseminated is activities and outputs using various channels.
E7. Overall quality of M&E	U	The project lacked an effective M&E, Learning until after the MTE, which made difficult to track implementation and get lessons for improved implementation
E7.1 M&E design		Not required to be rated individually
E7.2 M&E implementation plan (including financial and human resources)		Not required to be rated individually
E8. Overall assessment of factors affecting performance	MS	Factors included delay of project start, lack of a ToC, the Covid-19 pandemic and scrapping of some key project positions. Despite these, the BH and the PIU managed and administered the project well
F. CROSS-CUTTING CONCERNS		
F1. Gender and other equity dimensions	MU	Despite an improvement in involvement women post MTE, the participation of women in project activities remained rather low in Namibia and South Africa. In Angola, there was more success in the involvement of women
F2. Human rights issues		Not required to be rated individually
F3. Indigenous peoples	UA	
F4. Environmental and social safeguards	S	Environmental and social safeguard concerns were taken into consideration in the design and redesigned project, and there was evidence of harm to people or the environment as a result of the project currently or in future
Overall project rating	**MS**	

Appendix 3. Rating scheme

See instructions provided in Annex 2: Rating Scales in the "Guidelines for GEF Agencies in Conducting Terminal Evaluations for Full-sized Project", April 2017.

PROJECT RESULTS AND OUTCOMES

Project outcomes are rated based on the extent to which project objectives were achieved. A six-point rating scale is used to assess overall outcomes:

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

During project implementation, the results framework of some projects may have been modified. In cases where modifications in the project impact, outcomes and outputs have not scaled down their overall scope, the evaluator should assess outcome achievements based on the revised results framework. In instances where the scope of the project objectives and outcomes has been scaled down, the magnitude of and necessity for downscaling is taken into account and despite achievement of results as per the revised results framework, where appropriate, a lower outcome effectiveness rating may be given.

PROJECT IMPLEMENTATION AND EXECUTION

Quality of implementation and of execution will be rated separately. Quality of implementation pertains to the role and responsibilities discharged by the GEF agencies that have direct access to GEF resources. Quality of execution pertains to the roles and responsibilities discharged by the country or regional counterparts that received GEF funds from the GEF agencies and executed the funded activities on ground. The performance will be rated on a six-point scale:

Rating	***Description***
Highly Satisfactory (HS)	*There were no shortcomings and quality of **implementation** or **execution** exceeded expectations.*
Satisfactory (S)	*There were no or minor shortcomings and quality of **implementation** or **execution** meets expectations.*
Moderately Satisfactory (MS)	*There were some shortcomings and quality of **implementation** or **execution** more or less meets expectations.*
Moderately Unsatisfactory (MU)	*There were significant shortcomings and quality of **implementation** or **execution** somewhat lower than expected.*
Unsatisfactory (U)	*There were major shortcomings and quality of **implementation** or **execution** substantially lower than expected.*
Highly Unsatisfactory (HU)	*There were severe shortcomings in quality of **implementation** or **execution**.*
Unable to Assess (UA)	*The available information does not allow an assessment of the quality of **implementation** or **execution**.*

MONITORING AND EVALUATION

Quality of project M&E will be assessed in terms of:

i. design

ii. implementation

SUSTAINABILITY

The sustainability will be assessed taking into account the risks related to financial, socio-political, institutional and environmental sustainability of project outcomes. The evaluator may also take other risks into account that may affect sustainability. The overall sustainability will be assessed using a four-point scale:

Rating	***Description***
Likely (L)	*There is little or no risk to sustainability.*
Moderately Likely (ML)	*There are moderate risks to sustainability.*
Moderately Unlikely (MU)	*There are significant risks to sustainability.*
Unlikely (U)	*There are severe risks to sustainability.*
Unable to Assess (UA)	*Unable to assess the expected incidence and magnitude of risks to sustainability.*

Appendix 4. GEF co-financing table

Name of the co-financer	Co-financer type	Type of co-financing	Co-financing at project start (Amount confirmed at GEF CEO endorsement/approval by the project design team) (in USD)			Materialized co-financing at project end[25] (in USD)		
			In-kind	**Cash**	**Total**	**In-kind**	**Cash**	**Total**
Angola	National Government	In-kind	5 000 000		5 000 000	305 700		305 700
Namibia	National Government	In-kind	5 000 000		5 000 000	5 093 037		5 093 037
South Africa	National Government	In-kind	5 000 000		5 000 000	438 250		438 250
FAO	GEF Agency	In-kind	960 000		960 000	796,332		796,332
BCC	IGO	In-kind	3 000 000		3 000 000	188 974		188 974
ECO Fish	Other Multi-lateral Agency	In-kind	100 000		100 000			0
GULLS	Civil Society Organization	In-kind	100 000		100 000	101 200		101 200
Masifundise	Civil Society Organization	In-kind	6 000		6 000			0
Grand total (in USD)			**19 166 000**		**19 166 000**			**6,923,493**

[25] The evaluation team performed due diligence in obtaining and confirming these amounts. However, errors are possible, as the updated tables from the three countries and the BCC were not received by the time the evaluation concluded.

Appendix 5. Results matrix

<u>Projects Impacts</u> (as of the MTE agreement)

Results chain	Indicators	Baseline (2016)	End of Project Target	Achieved Target at the end of the Project	Terminal Evaluation Team Assessment
Impact	**Indicators**				
The Benguela Current marine fisheries livelihoods are resilient to climate change through the implementation of adaptation strategies for food and livelihood security.	1.Number of climate change adaptation actions in fisheries and fisheries dependent communities incorporated into key policies and planning in the 3 countries	0	3	No evidence of policies enacted during the duration of the project.	There is a possibility that changes in planning could happen in Angola, beyond the project life.
	2. Number of adaptation plans promoted and strengthened in fisheries and fishery-dependent communities.	0	5	Some activities that are part of the adaption plans were implemented at local level during the project life.	There is a possibility that some activities will continue in some communities beyond the project life. E.g. cooperatives fishing in the two South African communities
	3. Number of climate monitoring and early warning systems providing timely and relevant information to target fishery communities.	0	4	Plans/guidelines produced for each country and for the region.	Early warning systems already existed in Namibia and South Africa. The evaluation did not find evidence that these plan/guidelines were integrated in these existing early warning systems. No further action was taken to develop an early warning system for Angola. Impact from the project in terms of a regional early warning system in this area was not substantial beyond the plan/guideline.

Projects Outcomes (as of the MTE redesign)

Outcome	Indicators	Baseline (2016)	End of Project Target	Achieved Target at the end of the Project	Terminal Evaluation Team Assessment
OUTCOME 1: Stakeholder understanding of climate risks and vulnerabilities increased and their capacity to mainstream/execute Climate Change Adaptation in fisheries enhanced.	**Indicator 1.1** Number of key national plans / policies/ developmental programmes have marine fisheries Climate Change Adaptation actions.	1	3	During the project life, no new legislation was established in any of the 3 Countries incorporating fisheries CCA actions.	No evidence that this project contributed to this outcome.
	Indicator 1.2 Number of stakeholders implementing vulnerability and adaptation action information in fisheries	0	6	This was mostly done at micro-level, i.e., some fisheries communities, along the value chain, implemented adaptation actions and benefitted from capacity and training.	There could be a long-term positive effect of activities implemented at community level, especially with support from government and/or NGOs.
OUTCOME 2: Vulnerability to Climate Change reduced	**Indicator 2.1** Number of Local government and other institutions providing technical, financial and logistical support in implementation of community-based adaptation (CBA) management plans	0	3	During the duration of the project, Governments/ other stakeholders (including private sector) have provided technical and logistical support to SSF communities	In South Africa, a Private Company – Jeffreys Bay Wind Company bought fishing equipment and a Pickup for the Elinye Cooperative. The company has also employed a mentor for the cooperative. The company has undertaken to continue providing technical support and mentoring to the cooperative beyond the project.

Outcome	Indicators	Baseline (2016)	End of Project Target	Achieved Target at the end of the Project	Terminal Evaluation Team Assessment
					For Hondeklip Baai, SAMSA and NSRI have taken over the early warning system for fishers. For the other communities, it is yet to be seen if Government and other institutions will continue to provide technical, financial and logistical support for CBA activities.
	Indicator 2.2 Number of Communities implementing adaptation options.	0	5	Adaptation options were supported, mostly on training and provision of equipment.	There is a possibility that some non-fisheries and fisheries related alternative livelihood options will continue, such as fish meal production, production of soap (Angola), fishing (South Africa), effective functioning of cooperatives (Namibia).
OUTCOME 3: Stakeholders promote a proactive and forward-looking approach to Climate Change risks	**Indicator 3.1** Number of multi-sectoral climate change adaptation forums for exchange.	1	5	The establishment of National Working Groups (NWG) in all three countries helped the exchange and the discussion around CCA in fisheries	If Stakeholders remain committed to participating in national and local level *fora* and platforms to improve climate change adaptation, there could be a longer-term impact.
	I**ndicator 3.2** Number of training tools integrating VA and CCA principles	0	1	The VA and AP training tools were created, and implemented, by the University of Cape	UCT was contracted as a consultant to develop and implement training tools in VA and AP. It is not clear whether the national focal points can take over use these going forward for training activities

Outcome	Indicators	Baseline (2016)	End of Project Target	Achieved Target at the end of the Project	Terminal Evaluation Team Assessment
				Town, together with local institutions.	

<u>Projects Outputs</u> (as of the MTE agreement with addition of M&E section)

Output	Indicators	Baseline (2016)	End of Project Target	Achieved Target at the end of the Project	Terminal Evaluation Team Assessment
OUTPUT 1.1 Regional and national authorities informed of environmental vulnerabilities and CC risks in fisheries	**Indicator 1.1.1** Number of Platforms and events where feedback on environmental vulnerabilities and CC risks in fisheries is provided	0	6	Angola: 4 (49 events) Namibia: 3 (24 events) South Africa: 4 (49 events) Regional: 4 (18 events)	There is no doubt that the Project involved a variety of stakeholders, from Central Government to local Government (Municipalities, Districts) and local communities. There was participation in NWG and issues were discussed. However, NGOs and other CSOs had limited participation even after the MTE recommendation. Policy briefs for mainstreaming CCA at national and regional level were produced and validated.
	Indicator 1.1.2 Number of National partners and stakeholders engaged in and informed on project activities (initiatives)	0	20	At least 60 in the whole region (both national and regional)	
OUTPUT 1.2 CCA policy recommendations (briefs) in fisheries and fisheries-dependent communities developed	**Indicator 1.2.1** Number of national policy briefs developed.	0	3	1 policy brief was produced for each of the 3 Countries, and one for the Region. Country briefs were validated by the relevant institutions	

Output	Indicators	Baseline (2016)	End of Project Target	Achieved Target at the end of the Project	Terminal Evaluation Team Assessment
OP2.1 Community-based adaptation action plans developed and piloted in high-risk fisheries and fisheries-dependent community	**Indicator 2.1.1** Number of high-risk fisheries dependent communities with agreed lists of adaptation options (5 in Angola, 1 in Namibia and 2 in South Africa - from RVA's)	Several intended actions already in place in some communities.	**Angola:** Miradouro da Lua; N'zeto & Kinzau, Kuio, Caota, Tombwa Cacuaco, **Namibia:** Luderitz **South Africa:** Hondeklipbaai Humansdorp	5 RVAs were done in Angola (covering 7 communities), 2 in Namibia (Luderitz and Hentiesbay) and 4 in South Africa (including 2 which are not project sites). Adaptation options were extracted from RVAs and AP.	Mixed results in this output and varying between the Countries. While some communities had the Adaptation Plans developed (2 in Angola, 2 in Namibia and 2 in South Africa), and even a business plan in Namibia, others only had RVAs. Quality of Manuals, training and participation seems good. Some activities suggested in RVAs and PAs were implemented, with various levels of investment within and between the 3 Countries. HH surveys were not concluded by the time of the TE.
	Indicator 2.1.2 Number of Vulnerable SSF and fishing communities with adaptation action plans piloted (Cacuaco, Tombwa, Luderitz, Hondeklipbaai, Humansdorp)	0	5	11 communities implemented adaptation options (Angola 7, Namibia 2, and South Africa 2) Angola: training modules on microfinance, radiotelecommunication, engine repairs, and production of fishmeal from fish offal. Namibia: supporting communication, safety at sea, business plan cooperative management and	

Output	Indicators	Baseline (2016)	End of Project Target	Achieved Target at the end of the Project	Terminal Evaluation Team Assessment
				food handling, tourism maintenance, workshop repairs, art craft, association and business plans (although work was disrupted in Luderitz. South Africa: training in business plans, alternative livelihood strategies and communications (use of the safety at sea warning system).	
	Indicator 2.1.3 Number of fishers (HH) directly benefiting from implementation of the adaptation action plans.	0	30	A HH survey was being conducted in South Africa and Namibia (there was no time to conduct these in Angola) at the end of the project cycle and the results were not available during the TE.	
OP2.2 National and regional institutions capacitated to integrate CCA in fisheries	**Indicator 2.2.1** Number of institutions trained on integrating CCA in fisheries.	0	3	The terminal project report refers to 37 institutions as receiving training on integrating CCA in fisheries	This represents an overlap with Output 1.1., which reports on the Government institutions that were involved in workshops, meetings and training events, etc., and are counted as being trained.

Output	Indicators	Baseline (2016)	End of Project Target	Achieved Target at the end of the Project	Terminal Evaluation Team Assessment
OP2.3 Strengthened institutions and frameworks for effective planning of monitoring and early warning to facilitate contingency at the regional and national levels	**Indicator 2.3.1** Number of plans developed for early warning systems	0	3	One plan/guideline with recommendations for each country and for the Regional was developed	While South Africa and Namibia have existing early warning systems gaps still exists in terms the systems targeting small scale fishing communities at national level. Angola did not get any further support in developing early warning system
OP3.1 CCA information disseminated to relevant stakeholders	**Indicator 3.1.1** Type of information products released to stakeholders (e.g. newsletters, videos, brochures, radio programmes, publications, etc.) per year from year 3 to year 5	No information shared under the BCC under this project	RVA reports, VA report, Adaptation Plans, Management Plans (frameworks) National Policies/strategies, Early Warning Plans 1 Video in Angola (Caota) 1 Brochure (project overview) Calendar	Various communication materials were done – radio programs, fairs, brochures, newsletters, web-site news, videos, etc. Namibia has 2 videos and South Africa had 1 video in production. However, after the Coms officer left, less was done. Project also able to participate in scientific *fora* and scientific papers were produced.	Communication materials and events took place although not in the framework of the communication strategy. A substantial number of people benefitted from training that utilized these materials, according to other Outputs (notably 1.1 and 2.2)

Output	Indicators	Baseline (2016)	End of Project Target	Achieved Target at the end of the Project	Terminal Evaluation Team Assessment
	Indicator 3.1.2 Number (list) of institutions participating in CCA capacity-building initiatives (e.g. training, module development; short-courses etc.)	0	8	40 are reported but this may overlap with Output 1.1. and 2.2.	
	Indicator 3.1.3 Number of people in selected communities and other institutions that have received training in RVA/CCA	12	450	A total of 1,132 people were reported to have received training in RVA/CCA. This may overlap with other outputs 1.1. and 2.2)	
	Indicator 3.1.4 Number of people including artisanal fishers, mariculture and others involved in exchange programme	0	60	The terminal report refers to 415 people having traveled between (and within in some cases) Angola, Namibia, South Africa and Malawi.	
OP4.1 Project monitoring system established	**Indicator 4.1.1** Project M&E system established and refined as necessary	0	1	Established after the MTE	OP4.1 to OP4.3 were absent in the framework established after the MTE (according to agreement). This material was taken from the project Terminal Report. It is a bit confusing the way it is established, with a mix of M&E and learning and communication items, more indicated for OP1.3 (website, dissemination meetings).
OP4.2 Midterm and final evaluations conducted	**Indicator 4.2.1** Midterm and final evaluations conducted	0	2	MTE done and TE ongoing	
OP4.3 Project-related "best-practices" and	**Indicator 4.3.1** A review will be undertaken of other activities and plans underway on CC and V in	0	Regional exchange with SADC allows for	No results reported	

Output	Indicators	Baseline (2016)	End of Project Target	Achieved Target at the end of the Project	Terminal Evaluation Team Assessment
"lessons-learned" assessed, published and disseminated	fisheries at regional and continental level in Africa (e.g. by AU, NEPAD Agency, regional bodies, etc.) and targeted products developed from the lessons learned in the project to inform and support selected high priority initiatives identified through the review.		the participation in high priorities initiatives in the region.		MEL was the weakest component of the project. The M&E system was designed only after the MTE and never operationalized. It is not clear how lessons were learned and fed back into project implementation.
	Indicator 4.3.2. Representatives of BCC will promote and disseminate key results and insights gained from the project at selected priority meetings of regional and trans-continental bodies addressing CC and V in fisheries	?	BCC Project staff promoted and disseminated key results and insights gained from the project by attending FAO symposium, World aquaculture and SADC meeting**.**	Double reporting with Output 3.1.	
	Indicator 4.3.3 Website developed and maintained	?	The project website is part of the BCC webpage.	No action	

Appendix 6. Evaluation Questions Matrix

Table 1. Terminal Evaluation Questions Matrix

GEF evaluation criteria	Evaluation questions
Relevance (rating required)	**1) To what extent was the revised project design relevant to the GEF focal areas, FAO's country programming framework and Climate Change Strategy, as well as national climate goals and stakeholder needs?** 1.1 In what ways did changes to the project design and approach post-MTE affect the relevance of the project during implementation? (e.g. revised results matrix and country work plans) 1.2 Did the revised project design and approach post-MTE remain congruent with the GEF focal areas/operational programme strategies, FAO Country Programming Framework and FAO's Climate Change Strategy? 1.3 Was the intervention (post-MTE outputs and activities) aligned with national priorities/strategies/policies in climate action, including National Adaptation Plans and Adaptation Communications? * 1.4 Did the revised project design and approach post-MTE remain relevant to the climate change adaptation needs of local stakeholders and local coastal communities whose livelihoods depend on fisheries and mariculture? *
Effectiveness (rating required)	**2) To what extent had the project activities been implemented and outputs been produced?** 2.1 To what extent have outputs and activities been completed under component 1: *Integrating fisheries climate change considerations into fisheries policies, programmes and inter-sectoral development?* And what contributed to the accomplishment or lack of success? 2.2 To what extent have outputs and activities been completed under component 2: *Piloting improved climate-resilient fisheries practices?* And what contributed to the accomplishment or lack of success? 2.3 To what extent have outputs and activities been completed under component 3: *Capacity-building and promotion of improved climate-resilient fisheries practices?* And what contributed to the accomplishment or lack of success? 2.4 To what extent have outputs and activities been completed under component 4: *M&E and adaptation learning?*And what contributed to the accomplishment or lack of success? (cross-reference to the section on M&E or repeat the same information) 2.5 Are there any unintended results, either positive or negative? *
Efficiency (rating required)	**3) To what extent had the project been implemented efficiently, and management been able to adapt to any changing conditions to improve the efficiency of project implementation?** 3.1 To what extent had the project followed the planned budget for the four components, activities, and project management? (planned budget vs. expenditures) * Explain major factors behind any deviations 3.2 How was the organizational set-up of the project in terms of synergies and complementarity between the components/activities? And between the project countries as well as between project sites within each country?

GEF evaluation criteria	Evaluation questions
	3.3 To what extent had the project governance structure (OPIM partnership) facilitated or hampered project execution, timely resolution of issues during project implementation and contribution to project objectives? What had been the key factors affecting coordination, collaboration and dialogue among stakeholders and partners in positive or negative ways? 3.4 To what extent had the project been able to adapt to any changing conditions (e.g. delays, COVID-19, and suggestions for improvement)?
Sustainability (rating required)	**4) What is the likelihood that the project results and benefits will continue to be useful or will remain even after the end of the project?** 4.1 Has the project put in place sustainability mechanisms (i.e. an exit strategy in each country)? 4.2 What is the level of ownership of the Project's results, supported processes and introduced climate change adaptation knowledge by the targeted stakeholders, at both national and local level? * 4.3 What are the incentives in place for continuing the good practices related to climate adaptation and mitigation? *
Factors affecting performance (rating required)	**5) Monitoring and evaluation** 5.1 (M&E design): Was the M&E plan, including any changes made after the MTE, practical and sufficient? 5.2 (M&E implementation): Did the M&E system operate as per the (updated) M&E plan? Was information gathered in a systematic manner, using appropriate methodologies? 5.3 Was the information from the M&E system appropriately used to make timely decisions and foster learning during project implementation? **6) Quality of implementation and execution** 6.1 To what extent did FAO deliver on oversight and supervision? How well were risks identified and managed? 6.2 To what extent did the execution agency(ies) effectively discharge its role and responsibilities related to the management and administration of the project? **7) Financial management and mobilization of expected co-financing.** 7.1 To what extent did the expected co-financing materialize, and how did shortfall in co-financing, or materialization of greater than expected co-financing affect project results? * **8) Project partnership and stakeholder engagement.** 8.1 To what extent was the choice and range of partners included in project implementation, and their capacities, appropriate? And what was the effect on the project results? 8.2 Did the Project consider and integrate climate-related actions, priorities and strategies by other partners active in fisheries and CCA in the three project countries? **9) Communication, knowledge management and knowledge products.**

GEF evaluation criteria	Evaluation questions
	9.1 How is the project assessing, documenting and sharing its results, lessons learned and experiences? 9.2 To what extent are communication products and activities likely to support the sustainability and scaling-up of project results?
Cross-cutting concerns **Gender** (rating required)	**10) To what extent were gender considerations taken into account in the revised design and implementation of the project?** 10.1 Was the project implemented in a manner that ensures gender equitable participation and benefits? (e.g. in trainings) 10.2 (MTE recommendation 5): How did the Project step up CCA actions to empower women in fishers' communities to participate in SSF-based value chains, particularly by building their entrepreneurship, organizational and managerial capacities, through partnerships with specialized public agencies and CSOs? *
Minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth (rating required)	**11) To what extent were minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth taken into account in the revised design and implementation of the project? ***
Environmental and social safeguards (rating required)	**12) To what extent were environmental and social concerns taken into consideration in the revised design and implementation of the project? ***
Progress to impact (rating required)	N/A
Lessons learned	**13) What knowledge has been generated from project results and experiences, which have a wider value and potential for broader application, replication and use?**

Annexes

Annex 1. Terms of reference for the Terminal Evaluation (to be added in the final version)

Annex 2. **List of project documents for the Terminal Evaluation**

List of project documents for the Terminal Evaluation (Provided by the Project Coordinator)

- Documents on overall project implementation and for the three specific countries:
  1) Latest overview of outputs and results achieved, that the evaluation team can use
  2) Six-month project progress reports for 2021 and 2022 (missing years in the FAO FPMIS database)
  3) Relevant technical, backstopping, and project supervision mission reports, including Back to the Office Reports (BTOR) of relevant BCC and FAO staff, and any reports on technical support
  4) All other monitoring reports prepared by the project
  5) All annual work plans and budgets (including budget revisions)
  6) Financial management information including: an up-to-date co-financing table; summary report on the project's financial management and expenditures to date; a summary of any financial revisions made to the project and their purpose; and copies of any completed audits for comment (as appropriate).
  7) Any documentation detailing any changes to the project framework and project components, e.g. changes to outcomes and outputs as originally designed
  8) Any Environmental and Social Safeguards analysis and mitigation plan produced
  9) All minutes of the meetings of the Project Steering Committee, FAO Project Task Force and other relevant BCC staff meetings and regional working group meetings
  10) Any awareness raising/visibility events and communications materials produced by the project, such as brochures, leaflets, presentations given at meeting, address of BCC project website, etc.

On specific project outputs:

1) Copies of the (rapid) vulnerability assessments that were conducted
2) Copies of the regional and national policy briefs or recommendations for changing the policy
3) Overview of, and copies of the local climate adaptation plans for the communities (and alternative livelihood strategies, business plans, early warning plans, etc. where relevant)
4) Copies of the various training plans / manuals
5) Copy of the household survey conducted + results
6) Copy of the lessons learned document on the project
7) Any other document that has missed but this omission comes to light

- Key contacts: full names and contact details (email and telephone numbers where available)
  1) Overview of key contacts at BCC headquarters (PIU) and in the 3 countries
  2) Overview of key contacts in the Government of Angola, Namibia and South Africa
  3) Overview of other partners and key contacts
  4) Overview of important key contacts in the PSC
  5) Overview of important key contacts in the local fisheries committees
  6) Overview of community focal points in the different coastal towns in the 3 countries
  7) Any other key stakeholder you feel we should reach out to
  8) Overview of villages / project sites in South Africa (St Helena Bay, Struisbaai, Humansdorp); Namibia (Lüderitz, Henties Bay) and Angola (Tombwa, Cacuaco, Nzeto and Kinzau, Miradouro da lua, Coata, Cuio)

Annex 3: Guiding questions for conducting the terminal evaluation interviews (developed from Evaluation matrix (Table 1/Appendix 6)

INTERVIEW QUESTION GUIDE

PROJECT IMPLEMENTATION UNIT (PIU - BCC HQ)

Relevance

1.1 Did changes to the project design and approach post-MTE affect the relevance of the project (e.g. revised results matrix and country work plans) within the GEF focal areas/operational programme strategies, FAO Country Programming Framework and FAO's Climate Change Strategy?
1.4 Did the revised project design and approach post-MTE remain relevant to the climate change adaptation needs of local stakeholders and local coastal communities whose livelihoods depend on fisheries and mariculture? *

Effectiveness

2.1 What proportion of planned outputs and activities have been completed under component 1 (*Integrating fisheries climate change considerations into fisheries policies, programmes and inter-sectoral development)*? What contributed to the accomplishment or lack of success? What could have been done differently?
2.2 What proportion of planned outputs and activities have been completed under component 2 (*Piloting improved climate-resilient fisheries practices)*? What contributed to the accomplishment or lack of success? What could have been done differently?
2.3 What Proportion of outputs and activities have been completed under component 3 (*Capacity-building and promotion of improved climate-resilient fisheries practices)*? What contributed to the accomplishment or lack of success? What could have been done differently?
2.4 What Proportion of outputs and activities have been completed under component 4 (*M&E and adaptation learning)*? What contributed to the accomplishment or lack of success? What could have been done differently?
2.5 What were the unintended results, either positive or negative? *

Efficiency

3.1 Did the project follow the planned budget for the four components' activities and project management? (planned budget vs. actual expenditures)* Explain major factors behind any deviations.
3.2 How did the organizational set-up of the project helped in terms of synergies and complementarity between the components/activities? How did this setup also facilitate synergy and complementarity between the three project countries as well as between project sites within each country?
3.3 Did the project governance structure (OPIM partnership) enable or hamper successful project execution, timely resolution of issues during project implementation and contribution to project objectives? Were there key factors affecting coordination, collaboration and dialogue among stakeholders and partners positively or negatively?

3.4 Was the project able to adapt to any changing conditions (e.g. delays, COVID-19, and suggestions for improvement)?

Sustainability

4.1 Has the project put in place sustainability mechanisms (i.e. an exit strategy in each country)? If yes what are some of these?

4.2 What is the level of ownership of the Project's results? Are support processes for increased uptake of the results in place? Is introduced climate change adaptation knowledge among the targeted stakeholders being absorbed?, If so are these happening at both national and local level? *
4.3 Are there incentives in place for continuing the good practices related to climate adaptation and mitigation? *

Factors affecting performance

5) Monitoring and evaluation
5.1 Was the M&E plan, including any changes made after the MTE, practical and sufficient?
5.2 Did the M&E system operate as per the (updated) M&E plan? Was information gathered in a systematic manner, using appropriate methodologies?
5.3 Was the information from the M&E system appropriately used to make timely decisions and foster learning during project implementation?

6) Quality of implementation and execution
6.1 To what extent did FAO deliver on oversight and supervision? How well were risks identified and managed?

7) Financial management and mobilization of expected co-financing.
7.1 Did the expected co-financing materialize? How did the shortfall in co-financing (if any), or materialization of greater than expected co-financing (if any) affect project results? *

8) Project partnership and stakeholder engagement.
8.1 Were the choice and capacities of the range of partners included in project implementation appropriate? What was the effect on the project results (positively or negatively)?
8.2 Did the project consider and integrate climate-related actions, priorities and strategies by other partners active in fisheries and CCA in the three project countries?

9) Communication, knowledge management and knowledge products.
9.1 How did the project assess, document and share its results, lessons learned and experiences?

Cross-cutting concerns
Gender
10.1 Was the project implemented in a manner that ensured gender equitable participation and benefits?
10.2 How did the Project step up CCA actions to empower women and the marginalised in fishers' communities to participate in SSF-based value chains, particularly by building their entrepreneurship, organizational and managerial capacities, through partnerships with specialized public agencies and CSOs? *

Minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth
11) Were minority groups (e.g. people with disabilities the youth, indigenous people, etc.) taken into account in the revised design and implementation of the project? *

Environmental and social safeguards
12) Were environmental and social concerns taken into consideration in the revised design and implementation of the project? *

Lessons learned

13) What knowledge has been generated from project results and experiences, which has wider value and potential for broader application, replication and use?

COUNTRY COORDINATORS

Relevance

1.1 Did changes to the project design and approach post-MTE affect the relevance of the project? (e.g. revised results matrix and country work plans). If so how?

1.3 Was the intervention (post-MTE outputs and activities) aligned with national priorities/strategies/policies in climate action, including National Adaptation Plans and Adaptation Communications?

1.4 Did the revised project design and approach post-MTE remain relevant to the climate change adaptation needs of local stakeholders and local coastal communities whose livelihoods depend on fisheries and mariculture? *

EFfectiveness

2.1 What proportion of planned outputs and activities were completed under component 1 (*Integrating fisheries climate change considerations into fisheries policies, programmes and inter-sectoral development)*? What contributed to the accomplishment or lack of success?

2.2 What proportion of planned outputs and activities were completed under component 2 (*Piloting improved climate-resilient fisheries practices)*? What contributed to the accomplishment or lack of success?

2.3 What Proportion of outputs and activities were completed under component 3 (*Capacity-building and promotion of improved climate-resilient fisheries practices)*? What contributed to the accomplishment or lack of success?

2.4 What Proportion of outputs and activities were completed under component 4 (*M&E and adaptation learning)*? What contributed to the accomplishment or lack of success? (cross-reference to the section on M&E or repeat the same information)

2.5 What were the unintended results, either positive or negative? *

3.1 Did the project follow the planned budget for the four components' activities and project management? (planned budget vs. actual expenditures)* If there were any variations, can you explain major factors behind the deviations?

Efficiency

3.2 How did the organizational set-up of the project assisted in terms of synergies and complementarity between the components/activities? And between the three project countries as well as between project sites within each country?

3.3 How did the project governance structure (OPIM partnership) facilitate or hamper project execution, timely resolution of issues during project implementation and contribution to project objectives? What were the key factors that affected coordination, collaboration and dialogue among stakeholders and partners positively or negatively?

3.4 Was the project able to adapt to any changing conditions (e.g. delays, COVID-19, and suggestions for improvement)?

Sustainability

4.1 Has the project put in place sustainability mechanisms (i.e. an exit strategy in each country)?

4.2 What is the level of ownership of the Project's results? Are support processes in place for continued adaptation or adoption of project results? To what extent is the introduced climate change adaptation knowledge among the targeted stakeholders being absorbed at both national and local level? *

4.3 What are the incentives in place for continuing the good practices related to climate adaptation and mitigation? *

Factors affecting performance

5) Monitoring and evaluation
5.1 Was the M&E plan, including any changes made after the MTE, practical and sufficient?
5.2 Did the M&E system operate as per the (updated) M&E plan? Was information gathered in a systematic manner, using appropriate methodologies
5.3 Was the information from the M&E system appropriately used to make timely decisions and foster learning during project implementation?

6) Quality of implementation and execution
6.1 Did FAO deliver on oversight and supervision? How well were risks identified and managed?
6.2 Did the execution agency (the BCC) effectively discharge its role and responsibilities related to the management and administration of the project?

8) Project partnership and stakeholder engagement.
8.1 Was the choice and capacities of the range of partners included in project implementation appropriate? What was the effect on the project results (positively or negatively)?
8.2 Did the Project consider and integrate climate-related actions, priorities and strategies by other partners active in fisheries and CCA in the three project countries?

9) Communication, knowledge management and knowledge products.
9.1 How did the project assess, document and share its results, lessons learned and experiences?
9.2 Do you think communication products and activities are likely to support the sustainability and scaling-up of project results?

Cross-cutting concerns

Gender
10.1 Was the project implemented in a manner that ensured gender equitable participation and benefits?
10.2 How did the Project step up CCA actions to empower women and minority groups in fishers' communities to participate in SSF-based value chains, particularly by building their entrepreneurship, organizational and managerial capacities, through partnerships with specialized public agencies and CSOs? *

Minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth
11) Were minority groups (e.g. people with disabilities the youth, indigenous people, etc.) taken into account in the revised design and implementation of the project? *

Environmental and social safeguards
12) Were environmental and social concerns taken into consideration in the revised design and implementation of the project? *

Lessons learned
13) What knowledge has been generated from project results and experiences, which has wider value and potential for broader application, replication and use?

PROJECT STEERING COMMITTEE

Relevance
1.3 Were the interventions (post-MTE outputs and activities) aligned with national priorities/strategies/policies in climate action, including National Adaptation Plans and Adaptation Communications as well as the needs of local stakeholders and local coastal communities whose livelihoods depend on fisheries and mariculture? *

Effectiveness
2) To what extent have the project activities been implemented, and outputs been produced? (provide a general and broad view, not details)

Effeciency
3.3 Did the project governance structure (OPIM partnership) facilitate or hamper project execution, timely resolution of issues during project implementation and contribution to project objectives? Were there key factors affecting coordination, collaboration and dialogue among stakeholders and partners positively or negatively?

Sustainability
4.1 Has the project put in place sustainability mechanisms (i.e. an exit strategy in each country)?

Factors Affecting Performance
6) Quality of implementation and execution
6.1 Did FAO deliver on oversight and supervision? How well were risks identified and managed?
6.2 Did the execution agency (the BCC) effectively discharge its role and responsibilities related to the management and administration of the project?

Environmental and social safeguards
12) Were environmental and social concerns taken into consideration in the revised design and implementation of the project? *

Lessons Learnt
13) What knowledge has been generated from project results and experiences, which has wider value and potential for broader application, replication and use?

FAO (REGIONAL) & GEF
Relevance
1.2 Did the revised project design and approach post-MTE remain congruent with the GEF focal areas/operational programme strategies, FAO Country Programming Framework and FAO's Climate Change Strategy? If so can you explain?

Efficiency
3.1 Did the project follow the planned budget for the four components' activities and project management? (planned budget vs. actual expenditures)* Explain major factors behind any deviations
3.2 How was the organizational set-up of the project in terms of synergies and complementarity between the components/activities between the three project countries as well as between project sites within each country?

3.3 Did the project governance structure (OPIM partnership) facilitate or hamper project execution, timely resolution of issues during project implementation and contribution to project objectives? Were there key factors affecting coordination, collaboration and dialogue among stakeholders and partners positively or negatively?
3.4 Was the project able to adapt to any changing conditions (e.g. delays, COVID-19, and suggestions for improvement)?

Factors affecting performance

5) Monitoring and evaluation

5.1 Was the M&E plan, including any changes made after the MTE, practical and sufficient?
5.2 Did the M&E system operate as per the (updated) M&E plan? Was information gathered in a systematic manner, using appropriate methodologies?
5.3 Was the information from the M&E system appropriately used to make timely decisions and foster learning during project implementation?

6) Quality of implementation and execution

6.2 Did the execution agency (the BCC) effectively discharge its role and responsibilities related to the management and administration of the project?

7) Financial management and mobilization of expected co-financing.

7.1 Did the expected co-financing materialize? How did the shortfall in co-financing (if any), or materialization of greater than expected co-financing (if any) affect project results? *

8) Project partnership and stakeholder engagement.

8.1 Were the choice and capacities needs of the range of partners included in project implementation appropriate? What were their effect of these (choices and capacities) on the project results (positively or negatively)?
8.2 Did the Project consider and integrate climate-related actions, priorities and strategies by other partners active in fisheries and CCA in the three project countries?

9) Communication, knowledge management and knowledge products.

9.1 How did the project assess, document and share its results, lessons learned and experiences?
9.2 Do you think communication products and activities are likely to support the sustainability and scaling-up of project results?

Cross-cutting concerns

Gender

10.1 Was the project implemented in a manner that ensured gender equitable participation and benefits?

Lessons learned

13) What knowledge has been generated from project results and experiences, which has wider value and potential for broader application, replication and use?

COMMUNITY REPRESENTATIVES

Relevance

1.4 Did the revised project design and approach post-MTE remain relevant to the climate change adaptation needs of local stakeholders and local coastal communities whose livelihoods depend on fisheries and mariculture? *

Effectiveness
2.2 What proportion of planned outputs and activities have been completed under component 2 (*Piloting improved climate-resilient fisheries practices)*? What contributed to the accomplishment or lack of success?
2.3 What Proportion of outputs and activities have been completed under component 3 (*Capacity-building and promotion of improved climate-resilient fisheries practices)*? What contributed to the accomplishment or lack of success?
2.5 Were there any unintended results, either positive or negative? *

Sustainability
4.2 What is the level of ownership of the Project's results? are support processes in place? Is introduced climate change adaptation knowledge among the targeted stakeholders being absorbed?, are these happening at both national and local level? *
4.3 Are there incentives in place for continuing the good practices related to climate adaptation and mitigation? *

Cross-cutting concerns

Gender
10.1 Was the project implemented in a manner that ensured gender equitable participation and benefits?
10.2 (MTE recommendation 5): How did the Project step up CCA actions to empower women in fishers' communities to participate in SSF-based value chains, particularly by building their entrepreneurship, organizational and managerial capacities, through partnerships with specialized public agencies and CSOs? *

Minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth
11) Were minority groups (e.g. people with disabilities the youth, indigenous people, etc.) taken into account in the revised design and implementation of the project? *

GOVERNMENT STAKEHOLDERS

Relevance
1.3 Was the intervention (post-MTE outputs and activities) aligned with national priorities/strategies/policies in climate action, including National Adaptation Plans and Adaptation Communications

Effectiveness
2) To what extent have the project activities been implemented, and outputs been produced under each the four components? (please provide examples where possible)
2.5 Were there any unintended results, either positive or negative? *

Sustainability
4.1 Has the project put in place sustainability mechanisms (i.e. an exit strategy in each country)?
4.2 What is the level of ownership of the Project's results? are support processes in place? Is introduced climate change adaptation knowledge among the targeted stakeholders being absorbed?, are these happening at both national and local level? *

4.3 Are there incentives in place for continuing the good practices related to climate adaptation and mitigation? *

Factors Affecting Performance

6) Quality of implementation and execution

6.1 Did FAO deliver on oversight and supervision? How well were risks identified and managed?
6.2 Did the execution agency (the BCC) effectively discharge its role and responsibilities related to the management and administration of the project?

7) Financial management and mobilization of expected co-financing.

7.1 Did the Government contribute to the expected co-financing (in kind or otherwise)? How did the shortfall in co-financing (if any), or materialization of greater than expected co-financing (if any) affect project results? *

8) Project partnership and stakeholder engagement.

8.1 Were the choice and capacities of the range of partners included in project implementation appropriate? What was the effect on the project results (positively or negatively)?
8.2 Did the Project consider and integrate climate-related actions, priorities and strategies by other partners active in fisheries and CCA in the three project countries?

9) Communication, knowledge management and knowledge products.

9.1 How did the project assess, document and share its results, lessons learned and experiences?
9.2 Do you think communication products and activities are likely to support the sustainability and scaling-up of project results?

Cross-cutting concerns

Gender

10.1 Was the project implemented in a manner that ensured gender equitable participation and benefits?
10.2 How did the Project step up CCA actions to empower women and minority groups in fishers' communities to participate in SSF-based value chains, particularly by building their entrepreneurship, organizational and managerial capacities, through partnerships with specialized public agencies and CSOs? *

Minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth

11) Were minority groups (e.g. people with disabilities the youth, indigenous people, etc.) taken into account in the revised design and implementation of the project? *

Environmental and social safeguards

12) Were environmental and social concerns taken into consideration in the revised design and implementation of the project? *

Lessons learned

13) What knowledge has been generated from project results and experiences, which has wider value and potential for broader application, replication and use?

INTERMEDIARIES (IMPLEMENTING AGENCIES)

Relevance

1.1Did changes to the project design and approach post-MTE affect the relevance of the project? (e.g. revised results matrix and country work plans)
1.2 Were the interventions (post-MTE outputs and activities) aligned with national priorities/strategies/policies in climate action, including National Adaptation Plans and Adaptation Communications? If so explain how giving examples.
1.4Did the revised project design and approach post-MTE remain relevant to the climate change adaptation needs of local stakeholders and local coastal communities whose livelihoods depend on fisheries and mariculture? *

Effectiveness

2.1 What proportion of planned outputs and activities were completed under component 1 (*Integrating fisheries climate change considerations into fisheries policies, programmes and inter-sectoral development)*? What contributed to the accomplishment or lack of success
2.2 What proportion of planned outputs and activities were completed under component 2 (*Piloting improved climate-resilient fisheries practices)*? What contributed to the accomplishment or lack of success?
2.3 What Proportion of outputs and activities were completed under component 3 (*Capacity-building and promotion of improved climate-resilient fisheries practices)*? What contributed to the accomplishment or lack of success?
2.4 What Proportion of outputs and activities were completed under component 4 (*M&E and adaptation learning)*? What contributed to the accomplishment or lack of success? (cross-reference to the section on M&E or repeat the same information)
2.5 Were there any unintended results, either positive or negative? *

Effeciency
3.2 Did the organizational set-up of the project create synergies and complementarity between the components/activities and between the three project countries as well as between project sites within each country?
3.4 Was the project able to adapt to any changing conditions (e.g. delays, COVID-19, and suggestions for improvement)?

Sustainability
4.2 What is the level of ownership of the Project's results? What support processes have been put in place? Is introduced climate change adaptation knowledge among the targeted stakeholders being absorbed at both national and local level? *
4.3 Are there incentives put in place for continuing the good practices related to climate adaptation and mitigation? *

Factors affecting performance

5) Monitoring and evaluation
5.3 Was the information from the M&E system appropriately used to make timely decisions and foster learning during project implementation?

8) Project partnership and stakeholder engagement.
8.1 Was the choice and capacities of the range of partners included in project implementation appropriate? What was the effect on the project results (positively or negatively)?
8.2 Did the Project consider and integrate climate-related actions, priorities and strategies by other partners active in fisheries and CCA in the three project countries?

9) Communication, knowledge management and knowledge products.

9.1 How did the project assess, document and share its results, lessons learned and experiences?
9.2 Do you think communication products and activities are likely to support the sustainability and scaling-up of project results?

Cross-cutting concerns

Gender

10) To what extent were gender considerations taken into account in the revised design and implementation of the project?

10.1 Was the project implemented in a manner that ensured gender equitable participation and benefits?
10.2 How did the Project step up CCA actions to empower women and minority groups in fishers' communities to participate in SSF-based value chains, particularly by building their entrepreneurship, organizational and managerial capacities, through partnerships with specialized public agencies and CSOs? *

Minority groups, including indigenous peoples, disadvantaged, vulnerable and people with disabilities, and youth

11) Were minority groups (e.g. people with disabilities the youth, indigenous people, etc.) taken into account in the revised design and implementation of the project? *

Environmental and social safeguards

12) Were environmental and social concerns taken into consideration in the revised design and implementation of the project? *

Lesson Learnt

13) What knowledge has been generated from project results and experiences, which has wider value and potential for broader application, replication and use?

Annex 4: List of stakeholders under various categories

Stakeholder Analysis
Terminal Evaluation - Enhancing Climate Change Resilience in the Benguela Current Fisheries System Project (GCP/SFS/480/LDF and GCP/SFS/480/SCF)

Key stakeholders	Position	Role in the project
Dr. Ben van Zyl	Regional Project Coordinator	Provide regional technical & administrative leadership to the PIU
Ms. Katrina Hilundwa	Fisheries Community-based Resource Person	Regional community, developing RVAs (all countries)
Ms. Catarina Dias	National Project Coordinator (Angola)	responsible for project implementation & coordination in Angola
Mr. Abdenego da Silva	Assistant FCBRP (Angola)	Assist with project implementation at community level in Angola
Dr. Carola Kirchner	National Project Coordinator (Namibia)	responsible for project implementation & coordination in Namibia
Ms. Elethu Duna	National Project Coordinator (South Africa)	responsible for project implementation & coordination in South Africa
Ms. Siviwe Yipha	Assistant (South Africa)	Responsible for assisting the NPC - South Africa
Ms. Thandiwe Gxaba	Acting Executive Secretary	Responsible for overall implementation of project activities & monitoring and financial management and procurement
Ms. Laimy Brown	Manager: Finance & Administration	Finances and HR related matters of the project
Ms. Zenobia McKay	Accountant	financial control & stock taking
Mr. Placidus Placidus	Finance & Administration Officer	Project admin activities (booking flights, DSA responsibility etc.)
Mr. Zukile Hutu	Data and information manager	IT, updating website, data and information working group
Dr. Khumbi Kilongo	Ecosystem Advisory Committee Manager	Manages the Ecosystem Advisory Committee
Ms. Monica Thomas	Capacity Development and training Manager	All project Capacity Development reported to her
~~Mr. Jerry Dos Santos~~	~~Translator~~	Responsible / Oversee the translation of project documents/reports
Ms Maria Sardinha	Senior Researcher at Ministry of Fisheries and Sea	Angola Representative
Mr Aphary Muyongo	Deputy Director Economic Geology at Ministry of Mines and Energy	Namibia Representative
Ms. Graca D'Almeida [Martha]	Director Resource Management	Alternative Namibia representative *We may not be able to get a hold of her*
Mr. Yamkela Mngxe	Director Integrated Projects & International Coordination at Department of Environment, Forestry and Fisheries	South Africa Representative

Key stakeholders	Position	Role in the project
Mr. Nico Willemse	Project Manager	M&E, Co-finance CC Project Activities
Mr. Ipeinge Mundjulu	Former PSC /EAC Member & NPC for Namibia	Responsible for Blue Economy Policy development & NISCOG
Ms. Viviane Kinyangi	Former BCLME III Project Manager & ORASECOM Project Manager	Co-finance CC Project Activities
Ms. Graca D'Almeida	Director	Namibian Partner
Mr. Aphary Muyongo	Deputy Director	Namibian & former chair
Ms. Martha Nakapipi	Economist	Namibian Partner
Mr. Ashley Naidoo	Chief Director	South African & former chair
Mr. Yamkela Mngxe	Acting Director	South African & Deputy Commissioner
Mr. Potlako Khati	Deputy Director	Current Chair & South African
Ms. Maria Sardinha	Senior Researcher	Angola Partner
Ms. Claudeth Yamba	Senior Officer	Angola Partner
Ms. Estefania Kiteculo	Chief of Department	Angola Partner
Dra Filomena Vaz Velho	Director General	Representing BBC/Angola
Ms. Annely Haiphene	Executive Director	Representing BBC/Namibia
Dr. Lisolomzi Fikizolo	Deputy Director General	Representing BBC/South Africa
Ms. Anna Erastus	Director	Former Chair of the Commission
Prof. Merle Sowman	Lead Consultant	Lead Consultant for SSF consultancy
Dr. Caitlynne Francis	South Africa Consultant	RVA in Small-scale fisheries & community-based adaptation
Dr. Hillka Ndjaula	Namibia Consultant	SSF consultant - Namibia
Mr. Joao Domingos	Angola Consultant	SSF Consultant – Angola
Dr. Johannes Iitembu	Namibia Consultant	LSF consultant – Namibia.
Prof. Warwick Sauer	Lead Consultant	Lead Consultant for MPA, Vulnerability assessment in large scale fisheries & aquaculture
Peter Britz	Consultant	Aquaculture
Prof Carmen	Consultant	LSF consultant - Angola
Tammy Moris	Consultant	Early Warning - Regional
Nabot Nataneal	Consultant	Hosting of BCC website, webpage development and management
Sloans Chimitiro	Consultant	Co-assisted in the BCC/SADC Regional Dialogue for SSF
Etienne Hinrichsen	Consultant	Hosting of the Mariculture webinar
Mr. James Gazana	Consultant	Lead Mid-Term Consultant
Ms. Alushe Hitula	Consultant	Mid-term Consultant & FAO Consultant
Hashali Hamukwaya	Former ES of BCC and consultant	SAP development for BCC

Key stakeholders	Position	Role in the project
Mr. Vasco Schmidt	FAO, FAO Sub-regional Office for Southern Africa (SFS) in Harare	Lead Technical Officer for Project in in Project Task Force
Ms. Prisca Odero	FAO, FAO Sub-regional Office for Southern Africa (SFS) in Harare	Field Programme Support and Monitoring Officer
Mr. Nhamo Mukute	FAO, FAO Sub-regional Office for Southern Africa (SFS) in Harare	Project Task Force Member, Operations Specialist
Ms. Kuena Morebotsane	FAO Headquarters, Office of Climate Change, Biodiversity and Environment (OCB)	GEF Funding Liaison Officer in Project Task Force, TECHNICAL OFFICER, OCB
Motseki Hlatshwayo	SADC Secretariat, Fisheries Advisor	Collaborative partner in implementing the SADC/BCC activities (i.e., **SADC/BCC Regional Dialogue**)
Moenieba Isaacs	Academic Coordinator, PLAAS	4TH World Small-scale fisheries Congress Africa
Dr. Lisolomzi Fikizolo	Deputy Director General: Oceans and Coasts	Receives project implementation reports in the country
Mr. Yamkela Mngxe	Acting Director: Integrated Projects & International Coordination, DFFE	NICC Chair, Core Management Team Member, receives project report in the country, workplans, budgeter, etc.
Dr. Ashley Naidoo	Chief Director: Research, DFFE	Member of EAC & PSC
Mr. Potlako Khati	Deputy Director: Coastal Conservation Strategies, DFFE	Core Management Team Member, Member of EAC & PSC
Mr. Sindisa Sigam	Deputy Director: Administration (SSFM Operations), DFFE	Working together on implementation of some activities
Mr. Belemane Semoli	Chief Director: Fisheries Research and Development, DFFE	Working together on implementation of some activities
Mr. Lindile Zoko	EOSP, Department of Forestry, Fisheries and the Environment (DFFE)	Working together on implementation of some activities
Ms. Alinah Mthembu	Deputy Director: National Climate Change Adaptation Strategy, DFFE	Project to report adaptation activities on NCCAS
Mr. Mbonelo Xolo	Chairperson of Elinye Fishing Cooperative, Humansdorp	Working together on implementation of some activities *[regular telephone call or WhatsApp?]*
Mr. Thobile Popose	Member of Elinye Fishing Cooperative, Humansdorp	Working together on implementation of some activities
Mr. Rochaun Soudens	Board Member of LongTime Coming Fishing Cooperative, Hondeklip Bay	Working together on implementation of some activities

Key stakeholders	Position	Role in the project
Ms. Carissa Soudens	Chairperson of Hondeklipbaai Women's Forum, Hondeklip Bay	Working together on implementation of some activities
Ms. Hilda Adams	Chairperson of Weskus Mandjie, St. Helena Bay	Working together on implementation of some activities
Ms. Tsholofelo Moote	Economic Development Specialist, Globeleq South Africa Management Services (Pty) Ltd., Humansdorp	Community-based Private & Public Partnership collaboration
Ms. Andiswa Bailey	Director, Isibabalo Business Development Hub, Humansdorp	Community-based Private & Public Partnership collaboration
Filomena Velho	General Manager, National Institute for Fisheries & Marine Resources	
Nkosi Luyeye	Former Director General, IPA (Artesenal Fisher Institute)	Channel for reports implementation between Climate Change Project and Government
Panzo Andre Pedro	DNVM/MINDEN, Min. of Defense	National working Group Member
Henrique Gonçalves	Former IPA Deputy Manager, IPA	Former National working Group Chairman
Alvaro Jorge	Technician, IPA	National working Group Member
Albertino Lima	Min. Economy and Planning, Department Chief.	National working Group Member
Arlete Massala	Technician, Min. of Environment	National working Group Member
Americo Simao	Dept. Chief, Min. of Environment	National working Group Member
Arnaldo Andrade	Inspector, Min. of Transport	National working Group Member
Claudeth Yamba	Technician, Min. of Transport	National working Group Member
Edgar Soki	Technician, IPA	National working Group Member
José Cachimbuanduque	Technician, INAMET	National working Group Member
Jose Popov Coxi	Dept. Chief, National Directorate of Aquaculture	National working Group Member
Luisa Inácio	Technician, National Directorate for Sea Matters	National working Group Member
Nelson Baiao	Teacher, Academy of Namibe	National working Group Member
Tatiana de Morais	Technician, Min. of Women Promotion	National working Group Member
Bernardo Jacob	Community member, Cuio community	Target people/Main beneficiaries of Project implementation
Cesar Jumba	Community member, Cuio community	Target people/Main beneficiaries of Project implementation

Key stakeholders	Position	Role in the project
Delfina Florentina	Community member, Caota community	Target people/Main beneficiaries of Project implementation
Domingos António	Community member, Kinzau community	Target people/Main beneficiaries of Project implementation
Ernestina Chipilita	Chief of cooperative, Tômbwa community	Target people/Main beneficiaries of Project implementation [WhatsApp]
Esteves António	Chief of cooperative, Cacuaco community	Target people/Main beneficiaries of Project implementation
Joao Generoso	Chief of cooperative, Cacuaco community	Target people/Main beneficiaries of Project implementation
Miguel Binda	Chief of cooperative, Miradouro da Lua community	Target people/Main beneficiaries of Project implementation
Santana do Rosario	Chief of cooperative, Cacuaco community	Target people/Main beneficiaries of Project implementation
Augusto Tiago	Administrator, Administrator	Implementation of project actions in the N'zeto village
Joao David Zacarias	N'zeto Admin. Off. Chief, N'zeto Administration	Support implementation of project actions in the N'zeto village
Jose Don Seba	Chief Fish Section, N'zeto Administration	Implementation of project actions in the N'zeto village
Alexandre NiyUka	Administrator, Tombwa Administration	Implementation of project actions in the Tômbwa
Manuel Machado	Municipality Director for Economic and Social Affairs, Tombwa Administration	Support implementation of project actions in the Tômbwa
Benvinda Mateus	Deputy Admin. Soc. Area, Tombwa Administration	Support implementation of project actions in the Tômbwa
Filipe Jose	Deputy Kinzau Administration, Kinzau Administration	Implementation of project actions in Kinzau
Jose da Silva	Benguela Fishing and Agriculture Dir., Benguela Province Government	Implementation of project actions in the province of Benguela
Manuel Charrua	Technician, IPA Benguela	Support implementation of project actions in the Benguela province
Silva Antonio Garcia	N'zeto Agric. Director, N'zeto Administration	Implementation of project actions in the province of Benguela
Prof Dr. R Trede	Managing member, Decosa	Compiling the business plan for Hafa
Jens Schneider	Manager (Film consultant), Conservation Film foundation	Designer of the videos for the project
Johny Gamanthan	Technical/operational Director, CEEMES	Training of schoolkids on ocean literacy
Asser Karita	Artist, bvkpublishers	Did all the artistic work for the project
Ruth Nujoma	Consultant, NEC	EIA and EMP for aquaculture development in Namibia

Key stakeholders	Position	Role in the project
Festus Kapembe	Consultant , KPM	EIA and EMP for aquaculture development in Namibia
Sevelus Nakashole	Consultant,	Development of the SSF Business Plan for Luderitz fishing community
Hermann Honeb	Director of Hafa, Hanganeni	Director of the artisanal fishing association in Henties Bay
Staby Zahumisa Kasaona	Fisherman, HAFA	Fisherman from Hanganeni
Martinus Kootjie	Business Manager, HAFA	Involvement in the artisanal fishing of HAFA
Allan Pollman	Chairman, BIFHA	Fisherman from Lüderitz
Paul Herero	Vice Chairman, BIFHA	Fisherman from Lüderitz
Quinton Cook	Secretary, BIFHA	Fisherman from Lüderitz
Andrea Grewers (Brandt)	Member of BIFHA	Fisherwoman from Lüderitz
Aina Petrus	Chair of NAMFISHNET	Organising fisher & aquaculture women in Namibia; and aquaculture farmer
Tomy Nanyemba	Aquaculture Farmer	Aquaculture development in Namibia
Koos Blaauw	Chairperson, Aquaculture Association	Aquaculture farmer
Mr. Ochs	ex CEO Luderitz Town council	Direct stakeholder assisting the project with community reach out. Member of the local authority
Annemarie Hartzenberg	Mayor and Councilor of the Luderitz Town council	Direct stakeholder assisting the project with community reach out. Member of the local authority
Aphary Muyongo	Deputy Director, MME	Chairman of PSC meeting
Sion Shifa	Senior Conservation Scientist, MEFT	Member of the national Climate Change working group & co-ordinator of the Rio Convention Committee
Reinhardt Ochs	Former CEO, Lüderitz Town Council	Local level implementation
Annemarie Hartzenberg	Former Mayor, Lüderitz	Local level implementation
Martin Kanzoo	National Planning Commission	Member of the Core Working Group
Hillka Ndjaula	Researcher, SANUMARC	Member of the National Working Group
Sam Mafwila	SANUMARC	Member of the National Working Group
Paulus Kainge	Principal Fisheries Scientist, MFMR	Member of the national working group
Martha Nakapipi	Economist PPE, MFMR	Member of the national working group
Foibe Amupembe	Economist, MFMR	Member of the national working group
Olivia Shuuluka	Chief Economist, MFMR	Member of the National Working Group
Micheal Kankono	Economist, MFMR	Member of the National Working Group
Johannes Hamukwaya	Deputy Director, MFMR	Responsible for Aquaculture development and coordinating the the Small-scale fisheries in Namibia

Key stakeholders	Position	Role in the project
Victoria de Klerk	Center Manager, COSDEC Benguela	Responsible for the training
Nangula Amutenya	Environmentalist, Municipality of Walvis Bay	Ad-hoc member for mariculture development
Bernadette Shalumbu	Manager: Programmes, Environmental Investment Fund	Responsible for coordinating the Namibia National Adaptation Plan & resource mobilization for Namibia (GEF, Climate Fund, etc)