**International Centre for Environment and Development
(ICED)**
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Final Report of the
Mid-Term Evaluation
Of
The GEF - Supported Project
For the Implementation of the
Strategic Action Programme
For the Red Sea and Gulf of Aden

Submitted to
Regional Organization for the Conservation of the
Environment of the Red Sea and Gulf of Aden
(PERSGA)

This report is prepared for PERSGA and is intended for its internal use only

July 2002

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EXECUTIVE SUMMARY:

The project as a whole has made a number of valuable contributions to the implementation of a Strategic Action Programme for the Red Sea and Gulf of Aden. All of the components have realised some significant achievements within their work-plans, and most are within a reasonable schedule of expectation with regard to delivery of outputs. Despite the usual setbacks experienced in the early days of project implementation and management, ownership and commitment to the project is growing as dialogue and feedback mature between the countries and PERSGA. However, there are some very real concerns regarding financial sustainability, and concrete deliveries. These need to be addressed and resolved as rapidly as possible after the formal adoption of this Mid-Term Evaluation if the project is to deliver real value to the region, and if the project objectives and outputs are to attain a self-sufficient level of sustainability.

Administratively and institutionally, the project has created a working and effective infrastructure to support itself, as well as to continue to provide administrative support to the long-term needs of a SAP within the region. Project administrative and policy accountabilities could be more sharply defined, and there is now an urgent need to allocate responsibility for developing an overall project sustainability plan, as well as a strategy for capturing co-financing for project activities. In the long-term interests of the project, it would be advisable to re-visit the mutually supportive roles of the Task Force and the PERSGA Management, and to clearly define where policy oversight lies in relation to day-to-day effective management.

Technically, the project has built a very capable, dedicated and worthwhile core of specialists within PERSGA itself, as well as an extensive network of regional expertise, which is continuously growing as the project matures. A valuable roster of both regional and international technical experts now exists within the organisation. Nationally, technical competence is expanding and maturing as the project fulfils its training commitments. It is apparent that some activities have fallen behind schedule and, although this is not uncommon in a regional project of this nature, efforts should now focus on ensuring that the technical outputs are completed in support of the 'end-of project' overall objectives.

On a policy level, there has been a marked and noticeable increase in ownership at the level of the National Focal Points and the Task Force Members as the project reaches and passes its mid-point. Both the country representatives and PERSGA itself have recognised the essential value of open dialogue and the need for transparency and accountability of action. However, this need now needs to be translated in to definitive processes and formal mechanisms to ensure the sustainability of efficient policy-level project decisions.

Overall, national project representatives felt that the project could benefit from a clearer definition of component goals and a more definitive 'end-of-project' landscape. The major concern for the overall welfare and continuity of this regional initiative must now be the shortfall of funding, as co-financing commitments have failed to be realised.

ACRONYMS

AIS	Automatic Identification System
CEDARE	Center for Environment and Development in the Arab Region and Europe
CITES	Convention on the International Trade in Endangered Species
CTA	Chief Technical Advisor
CZM	Coastal Zone Management
EIA	Environmental Impact Assessment
FAO	Food and Agricultural Organisation (of the United Nations)
GEF	Global Environment Facility
GIS	Geographic Information System
GMDSS	Global Maritime Distress and Safety System
HBC	Habitat and Biodiversity Conservation
IA	Implementing Agency
ICED	International Center for Environment and Development
ICLARM	International Centre for Living Aquatic Resource Management
ICRI	International Coral Reef Initiative
ICZM	Integrated Coastal Zone Management
IIMS	Integrated Information Management System
ILO	International Labour Organisation (of the united Nations)
IMO	International Maritime Organisation (of the United Nations)
IUCN	World Conservation Union
IW:LEARN	International Waters: Learning Exchange and Resources Network
LMR	Living Marine Resources
M&E	Monitoring and Evaluation
MEMAC	Marine Emergencies Mutual Aid Centre
MoU	Memorandum of Understanding
MPA	Marine Protected Areas
MTE	Mid-Term Evaluation
NGO	Non-Governmental Organisation
NPC	National Project Coordinator
NRMP	Navigational Risks and Marine Pollution
NWG	National Working Group
PA	Public Awareness
PAP	Public Awareness and Participation
PERSGA	Regional Organisation for the Conservation of the Environment of the Red Sea and Gulf of Aden
PIP	Project Implementation Plan
PSC	Port State Control
RAP	Regional Action Plan
SAR	International Convention on Search and Rescue
SAP	Strategic Action Programme
SSM	Standardised Survey Methodologies
STA	Senior Technical Advisor
TAG	Technical Advisory Group
TF	Task Force
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
VTS	Vessel Traffic System
WG	Working Group

I. BACKGROUND

1. PERSGA and the SAP Project

The Regional Organization for the Conservation of the Environment of the Red Sea and Gulf of Aden, 'PERSGA', was established in September 1995. One of the main functions of PERSGA includes the implementation of the Jeddah Convention, and its Protocol. It has also been given responsibility for preparation and implementation of the Strategic Action Programme (SAP) and acts as the Executing Agency for the GEF project, which is supporting this implementation.

1.1   Objective and Components of SAP

The objective of the SAP is "to conserve the coastal and marine environment in the Red Sea and Gulf of Aden region and ensure the sustainable use of their resources". The SAP is an interdisciplinary programme with eight components:

1. Institutional Strengthening to Facilitate Regional Cooperation
2. Reduction of Navigational Risks and Marine Pollution (NRMP)
3. Sustainable use and Management of Living Marine Resources (LMR)
4. Habitat and Biodiversity Conservation (HBC)
5. Development of a Regional Network of Marine Protected Areas (MPA)
6. Support for Integrated Coastal Zone Management (ICZM)
7. Public Awareness and Participation (PAP)
8. Monitoring and Evaluation of Program Impacts (M&E)

1.2   Overview of the SAP Project under review

A project for the implementation by PERSGA of SAP was financed by the GEF through three project documents: One, with the UNDP (starting December 1998), the second with the World Bank (dated February 1999), and the third with the UNEP (commencing May 1999).

- **The UNDP's** project implementation responsibility covers: Habitat and Biodiversity Conservation; Sustainable Use and Management of Living Marine Resources; Development of a Regional Network of Marine Protected Areas; Enhancement of Public Awareness and Participation; Monitoring and Evaluation of Programme Impacts; and Support for Project Management Team Cost.
- **The World Bank** project implementation responsibility covers: Reduction of Navigation Risks and Maritime Pollution, and Support for Integrated Coastal Zone Management.
- **The UNEP's** project implementation responsibility covers: Institutional Strengthening to Facilitate Regional Cooperation.

1.3   Evaluation Process

A Special Review of certain components of the project was undertaken in September 2001. This looked specifically at the achievements and requirements of four components – Living Marine Resources, Habitat and Biodiversity Conservation, Marine Protected Areas, and **Integrated**

Coastal Zone Management. PERSGA, recognising that there had been some delays or shortfalls in project delivery, and in agreement with the Implementing Agencies, commissioned ICED to conduct a Special Review to be completed in the Summer of 2002. The purpose of the Special Review was to provide PERSGA with an opportunity to review its progress so far in management of the SAP, and to identify priority areas which needed to be implemented or finalised prior to a formal Mid-Term Evaluation, so as to allow that MTE to be able to accurately assess the status of the SAP.

The MTE, on the other hand has to undertake a detailed review of all components of the SAP. The Terms of Reference for the MTE along with the list of Team Members is attached as Annex II. The main Conclusions and Recommendations of the Special Review are attached as Annex III. Most of them have been taken into consideration and what was agreed upon was already implemented prior to conducting the MTE.

II. MID TERM EVALUATION RESULTS

This evaluation is presented essentially in three sections: A. Project Achievements; B. Remaining Challenges; and C. Overall Recommendations (regarding the project as a whole, as well as by individual components). It should be noted that there was insufficient time or opportunity given within this Evaluation to review the budget in relation to the work-plan and to provide evaluation comments on disbursement and on the cost-effective nature of the project to date. However, there will undoubtedly be some inevitable budgetary implications arising from the evaluation recommendations themselves, and these would necessitate a full budget review, which should be discussed and assessed by the Task Force.

A. Achievements
A.1 - General:

Nearly all of the project components are achieving noteworthy results and it is hoped, and expected, that their activities will leave the countries with some very real and potentially sustainable achievements. However, it has to be said that the ICZM component, which has also made significant contributions to the region, has been held back by circumstances often beyond the control of the PERSGA technical specialists, and is in need of particular attention and support at this mid-term stage. On the other hand, the component on Navigation and Marine Pollution has been particularly successful, and stands out as having conferred a considerable benefit already on the countries of the region.

Although lack of ownership has been a criticism throughout the earlier stages, the project is now starting to develop a more effective level of country ownership and input to project management, notable through the increased number of Task Force meetings. It is hoped and intended that this increase in Task Force member input will provide enhanced policy **guidance to the**

PERSGA management, as well as to the overall implementation and execution of the project. Certainly, the Task Force itself displays an admirable level of commitment to the success of project goals and activities. The growing spirit of cooperation and brotherhood within the Task Force should, if continued, provide the strong foundations for the long-term sustainability of PERSGA and the project's objectives. National policy-level staff and Ministers are becoming increasingly more approachable over project concerns and issues as the project matures.

At the technical level, the various component Working Groups have played a very valuable role in advising the Lead Specialists, guiding SAP execution within their own countries, and providing the link between the SAP and the national maritime programmes. These Working Groups approve the SAP work-plans for each component on an annual basis. This has made a positive contribution to country ownership.

The Lead Specialists present themselves as a dedicated and hard-working team of individuals deserving of support and technical guidance. Although not experts of regional or international stature, they contribute enthusiasm along with a willingness to react to the ever-changing needs of the project, and a determination to build on their achievements, and to meet the outstanding challenges facing them between this mid-term point and the end of the project.

Good inter-project coordination has been developed between this project and other GEF projects related to coastal management issues within the region. This has been formally recognized through agreements of cooperation signed between other projects and the PERSGA management.

Distance learning programmes have been cited by the countries as being very valuable in the training and education process. Both IW: Learn and Train: Sea: Coast have been welcomed by the countries and used to raise the human resource capacity within the region. A Distance Learning Centre has also been established within the region.

Micro-grant projects are proving to be very popular, with six grants approved for community participation projects, and other grants under consideration for capacity-building for national NGOs.

A Legal Advisory Consultancy is now ready to start work within the region to provide input to all of the national components on their legal issues, and to develop a regional synthesis which will guide the development of regional legal issues and protocols.

A.2 - Components:

1. Institutional Strengthening to Facilitate Regional Cooperation

The outputs from this component can be broadly clustered as follows:

a. Strengthening the Institutional Capacity of the PERSGA Secretariat
b. Enhancing Regional Cooperation

c. Enactment of Adequate Regional Environmental Policies and Legislation, and Increased Participation in Regional and Global Conventions
d. Developing a Sustainable Strategy on Financing and Resource Mobilisation

Reports received from PERSGA indicate that the following was achieved:

i. Strengthening the Institutional Capacity of PERSGA Secretariat

There are now 22 full and part-time persons working in the PERSGA offices, including management, lead specialists, technical and administrative support staff. Their professional expertise continues to grow through experience and training. A full office infrastructure has been established, with formal administrative and financial procedures. The office has also developed a significant library collection, and is planning an on-line library catalogue.

Training Programmes provided to increase technical capacity of PERSGA Staff include:

- Technical Aspects of Marine Conservation 1999 (Jeddah)
- Project Planning and Management 2000 (Jeddah)
- Computer Training courses 2000 (Jeddah)
- Project Management Workshop (Sana'a)
- Monitoring and Evaluation Workshop 2000 (Jeddah)
- Procurement for Services (Vienna)
- Accounts – Budgeting and Cost Control (Dubai)
- GIS Training – CEDARE 2002 (Egypt)
- UNDP Procurement (Addis Ababa)
- Train-Sea-Coast Course Development (New York)
- Environmental Economics (World Bank, Washington)

The British Council has provided English language training, and five members of the Project Management Team are now qualified SCUBA divers. Additional technical training was also provided to the CTA, the PFS and the Lead Specialists as well as the National Project Coordinators (e.g. Environmental Economics – PAP LS; San Francisco Conference MPA LS).

PERSGA has now established a Training Unit within the PERSGA Management Office to support the following activities:

- Coordination of all training activities of PERSGA
- Coordination of PERSGA's other relevant training programmes such as IW:LEARN and Train-Sea-Coast.
- Compilation and dissemination of training course and workshop reports.
- Production of guidelines for training including criteria for selection of nominees and follow-up procedures for trainees in collaboration with member countries.
- Establishment of a course evaluation system.
- Preparation of PERSGA Training Manuals.

The PERSGA Financial Management Information System is now fully operational and used daily for planning, budgeting, and financial reporting. This programme has required a higher level of bug-fixing and maintenance than originally anticipated but now functions effectively. The comprehensive administrative and procurement guidelines prepared in 2000 have been updated and revised to meet current circumstances.

A GIS and information database is being installed at PERSGA Headquarters which will be accessible from within the region.

To facilitate the implementation of activities a roster of more than one hundred regional and international consultants and consulting firms has been prepared. The skills and expertise included cover a wide range of disciplines such as marine biologists, pollution control specialists, fisheries scientists, ecologists, social scientists, editors, translators and librarians.

ii. Enhancing Regional Cooperation

Continued government commitment was assured by Member Countries at the annual Task Force (TF) meeting that was held in Jeddah in 2001. The TF discussed the results of a Special Review Mission conducted 2001. The Terms of Reference of the TF were amended to reflect some of the points discussed. One of the first improvements arising from both the Review and the deliberations of the TF was to increase Task Force meetings to twice a year so as to discuss issues of commitment and ownership in greater detail and frequency.

The component-specific Working Groups that have been established continue to meet twice a year to advise and to guide SAP activities at the national level. This mechanism has greatly improved networking and communication between experts within the region, and the introduction of national cross-component meetings organised by the National Programme Coordinators has achieved a level of involvement between experts from different institutions that had not previously existed. Linkages between national and regional goals vis-à-vis protection and management of coastal and marine resources are carried out primarily through the component Working Groups.

Many of the lead specialists have forged and strengthened regional networks among environmental organisations through their work; in particular the component on LMR with FAO and ICLARM; the PAP component with IUCN; the HBC component with CITES, FAO, ICRI; and the component on NR and MP with IMO, ILO.

The NPC offices in each country of the region are now equipped and operational. The NPCs facilitate travel for WG members, brief Focal Points on SAP progress, and expedite the logistical preparations for workshops and surveys held in their country. The organisation of cross-component meetings for national WG members from each component has assisted the integration of the SAP activities at the national level.

The PERSGA secretariat continues to act as a focus for the dissemination and exchange of information. SAP reports are prepared on a monthly, semi annual and annual basis. One

thousand copies of the PERSGA publication Al Sanbouk are prepared and distributed on each print-run.

The development of a regional marine environmental science library has progressed steadily. Staff have been trained on the operational procedures for the library including international systems of classification, loans and exchanges, security and document maintenance.

This component also includes the need to ensure closer cooperation amongst relevant existing or planned projects (both GEF and Non-GEF) within the region. This tends to take place at a Lead Specialist component level where SAP activities can be complementary to or gain added value from existing projects in the region. The NPCs also act as an important link to existing projects and programmes within the region such as the GEF ICZM Belhaf-Bir Ali project.

iii. Enactment of Adequate Regional Environmental Policies and Legislation, and Increased Participation in Regional and Global Conventions

Through the SAP, PERSGA has hired a regional legal consultant to collect copies of environmental laws from each country, to look at similarities and differences in environmental legislation between the Member countries, and to identify the gaps in existing national legislation and suggest further steps.

Integrated with the SAP and complementary to its objectives, PERSGA is involved with the development of two regional protocols:

- Global Plan of Action for the Prevention of Pollution from Land-Based Activities
- Conservation of Biodiversity and the Establishment of Protected Areas

It was not practical at this stage to evaluate this element in detail. However, this should be a natural product from the aforementioned consultancy.

Increased participation in Conventions is certainly being encouraged with regard to the IMO conventions (through the component on Reduction of Navigation Risks and Marine Pollution – see below).

iv. Developing a Sustainable Strategy on Financing and Resource Mobilisation

Successful implementation of the SAP requires that a range of resources, both human and financial, be mobilised to support the priorities of the Programme. This will be achieved through:

- Seeking funding input from bilateral and multilateral donors;
- Designing self-financing mechanisms for the respective components;
- Establishing an environmental fund;

Some co-funding has been provided through the Islamic Development Bank (approx. $400,000) but this is well short of the original target.

This aspect of the project needs more prioritisation and effort if the project is to achieve self-sustainability in its objectives and to provide continued support to its outputs.

2. Reduction of Navigation Risks and Marine Pollution

Although there have been incidents recently, the PERSGA region has for many years been fortunate to escape the consequences of heavy pollution from any major oil spill or marine accident similar to those that have affected many other parts of the world. The aim of component 2 is to ensure that Port State Control, routeing measures, contingency plans, pollution combating centres, SAR (International Convention on Search and Rescue), GMDSS (Global Maritime Distress and Safety System) and enhanced maritime competency in the region are put in place as quickly as possible to reduce navigation risk and provide the means for dealing with any incident that might occur.   Prevention is, as always, considered better than cure.

Component 2 of the PERSGA Strategic Action Programme (SAP), 'Reduction of Navigation Risk and Marine Pollution', is being implemented through nine key Elements:

1. Navigation Working Group (NWG)

2. Implementation of Conventions

3. Port State Control (PSC)

4 & 5. Hydrographic Surveys, Navigation Aids and Routeing Measures

6. Vessel Traffic Systems

7. Contingency Plans

8. Pollution Response Centres

9. Port Rules, SAR, GMDSS, Accident and Incident Investigations

Areas of actual or potential success and lessons learned in the activities already taken (as well as those that are planned) include:

a) Activities already undertaken:

- NWG Approval of Routeing Measures design April 2000;
- IMO commendation for proposed routeing measures July 2000;
- Completion of extensive hydrographic survey June 2001;
- Contingency Planning Workshop in Djibouti July 2001;
- Completion of report on MEMAC and Pollution Combating Centre June 2001;
- Publication of new navigation charts Feb 28th 2002;

- Completion of Action Plan and Project Document for Contingency Planning Feb 2002;
- Workshop on Port State Control with positive recommendations March 2002;
- Submission of proposed routeing measures to IMO with support from Eritrea and Djibouti April 5th 2002;
- Since SAP initiated, 14 more ratifications have been given within the region to IMO Conventions. Each NWG meeting encourages States to ratify Conventions:

Training has also been provided in various subjects under this component, including:

- Hydrographic Survey Methods – April 2000
- Contingency Planning – July 2000
- Port State Control – April 2000

b) Planned Activities:
- New IMO Courses on Port Security and on Pollution Response Centres, Mid 2002.
- IMO Subcommittee to approve routeing measures, July 2002 and adapt them in Nov.2002.
- NWG Workshop on Marine Accident and Incident Investigation Dec 2002;
- Formulation of concepts for additional routeing measures in the Red Sea.

The Review Team feels that component 2 has the potential to significantly change shipping operations in the Red Sea and Gulf of Aden by establishing the means for states in the region to exercise greater control over ships, guide, control and monitor traffic through the Red Sea, be prepared for contingencies and emergencies, establish improved Port Rules and enhance rescue and other services to shipping.

The record of implementation up to the time of this Mid-Term Evaluation indicates that the approach of component 2 to each of the elements that it is responsible for has so far been competent and has led, or is likely to lead, to a successful outcome for the element. The objectives of the component, as defined when the SAP was being formulated, have been demonstrated so far to be attainable, illustrating the soundness of design. The international community has observed that a combination of international funding and regional expertise can achieve positive results. Achievements have been noted by the United Kingdom Hydrographic Office (UKHO), the International Hydrographic Organization (IHO) and at conferences in several parts of the world where this work in the Red Sea has been presented and discussed.

3. Living Marine Resources

As part of the Development of a Sustainable Management Strategy, the following achievements can be noted for the study and management of key LMR groups:

Elasmobranch Management:

- Elasmobranch Identification Guide (English and Arabic)
- First and Second Elasmobranch Survey Report
- Final Report on Elasmobranchs
- Management measures in preparation

Ornamental Fisheries Management:

- Preparation and practices of standard survey methodologies for the assessment and monitoring of ornamental fish
- Selection of regional consultants to conduct further regional training and studies in June 2002

Lobster, Shrimp and Cuttlefish:

- Assessment of the stocks of commercially exploited marine invertebrates (study and report)
- Agreements have been reached with national institutions (Egypt, Kingdom of Saudi Arabia and Yemen) to conduct stock assessments and fisheries management for commercially exploited invertebrates

Workshops on LMR have been completed at the Training Centres on:

- Elasmobranch Identification – 2001 (training of 55 enumerators)
- Ornamental Fish Resources – 2002 (training of 24 researchers)
- Elasmobranch Stock Assessments – 2002 (23 researchers)

This component has achieved significant results in the areas of capacity building, development of a sustainable management strategy for transboundary fish stocks and invertebrates, and in the establishment of legal and policy framework for the conservation and sustainable management of living marine resources

A Marine Science Centre and a Fisheries Training Centre (already established in Aden) have been designated by the project as sub-regional training and research centres, and are being supported with equipment (computers, printers and other tools), capacity building and strengthening, and training. The Training Centres have already hosted 3 workshops.

A further Workshop has also been completed for Shrimp Aquaculture and its Environmental Effects, and regional discussions were held on the development of national and regional strategies for better management of aquaculture. Other workshops are planned for 2002. A Fisheries Database is also being established at one of the Centres.

There has been successful regional training in data collection techniques and data storage mechanisms for living marine resources, with manuals developed for fisheries surveys, and for national enumerators (in elasmobranch recognition). Regional Working Groups have received

and discussed national reports on fisheries statistics, which have been reviewed by FAO, who have advised on the design of fisheries databases at both the national and regional level. Working Group Members have also submitted reports on national shark fisheries. Regional Species Identification Guides for Sharks and Rays have been completed as well as Guides for national enumerators on the collection of landing data and statistics. This component is also collaborating with the HBC component to establish a Fish Reference Library for the region.

Arrangements are currently under way to hire a Consultancy to review national fisheries legislation.

4. Habitat and Biodiversity Conservation

Component Achievements can be summarised as flows:

Development of Standard Survey Methodologies for the Key Habitats and Key Species:

- A Guide to the Standard Survey Methodology (SSM) for Key Habitats and Key Species (coral reef, seagrass & seaweeds, inter-tidal & mangroves, sea turtles, marine mammals, seabirds and rapid assessment techniques) has been prepared.
- Regional Teams have been established to survey the regional Key Habitats and Key Species (Coral Reef, Mangrove, Seagrasses and Seaweed, & Marine Turtles).
- Countries have been provided with Marine Turtle Tags and full set of turtle survey equipment in advance of surveys to be held May-July 2002.
- A Regional Conservation Plan for Marine Turtles & for Seabirds is expected to be complete by the end of 2002.

Development of the Regional Action Plan (RAP) for the Conservation of Coral Reefs in the Arabian Seas Area:

- A status report on Coral Reefs for each country has been finalised and the Regional Coral Reef Status Report has been published.
- A successful International Symposium on the Extent and Impact of Coral Bleaching in the Arabian Region was held in Riyadh.
- A Regional Action Plan (RAP) for the Conservation of Coral Reef in the Arabian Seas Region has been prepared and is in the final stage prior to printing.

Capacity Building of Regional Specialists:

- Regional Training courses on the Standard Survey Methods for marine turtles, Coral Reefs, Seagrasses and Seaweeds and Inter-tidal & Mangrove habitats were held.
- Five constructive and productive Regional Working Group (WG) meetings were held to date, leading to a good deal of regional capacity building and regional exchange of information. Working Group Members are very active and functional
- A Reference Collection Site has been identified at King Abdulaziz University, Faculty of Marine Science.

- Six Regional Training Courses have been conducted
- 101 regional Specialists have been trained (36 coral reef, 18 seagrass and seaweeds, 17 mangrove, 18 marine turtle, 12 seabirds).
- Seven Regional Trainers have been trained.
- Four Regional Specialist groups have been established.
- Links with international and regional environmental agencies opened and cooperation established.
- One International Symposium completed.

There is evidence of good networking within this component. Regular communications have been established between National Working Group Members and Regional Specialists Teams. Furthermore, links with other International organisations such as IUCN, Birdlife International and FAO have been developed and are proving to be most productive.

Standardisation of survey methods is a critical output from this component. In the past there have been no standards for data collection within the region and comparisons have therefore always been subjective. A draft 'Guide to Standard Survey Methods (SSM)' was prepared at a workshop in Sharm El-Sheikh and is now being used as the standard for all survey methods in the region. Standard procedures were prepared for all of the key habitat types found in the region as well as key species groups. Evaluation forms have been completed by the trainees after each Standard Survey Methodology (SSM) training course. These evaluation forms ask such questions as "is the training applicable to your country?". Three of these training courses were conducted by Regional Experts and the other two used regional specialists as assistants. The regional trainers and national specialists provided very useful comments and information on the SSMs. These comments have been sent to the authors for inclusion into the final draft reports. Countries have been provided with marine turtle tags and a full set of turtle survey equipment in advance of surveys scheduled for summer 2002.

Coral reef specialists from the region have been trained to use *ReefCheck* methodology, including training in site selection, survey basics, fish and invertebrate belt transects, species identification, data transfer and analysis, report preparation and the presentation of results. This has given the region a team of coral reef experts which can provide the necessary data to monitor the status of reefs and to develop management programmes for their well-being. This can contribute directly to the work of the International Coral Reef Initiative and the Global Coral Reef Monitoring Network. Other coral reef initiatives within the region are targeting the problem of coral bleaching through a Regional Action Plan which provides a set of priority actions for the conservation and ecologically sustainable development of coral reefs in the region.

5. Marine Protected Areas

Achievements under the MPA component can be summarised as follows:

Master Plan:

- The Regional Master Plan has been drafted and reviewed. It is now ready for printing and dissemination.
- The Lead Specialist has presented the Master Plan in an International Symposium

Surveys and Site-Specific Plans:

- Surveying, diving and camping equipment has been procured for the surveys for Sudan, Yemen and Djibouti.
- Two of the proposed MPAs have been surveyed and the data collected.
- Unsupervised classification maps have been used for ground-truthing.

Capacity Building:

- Training on MPA management and survey methods has been carried out. This included the Working Group Members, and other technical personnel for all of the PERSGA Member States
- Existing MPA personnel have been identified and potential future MPA Managers have been noted.
- Attendance of the Working Group meetings is 100% and the members are actively contributing.
- An electronic Working Group has been established in the region (in cooperation with IW:LEARN and Train-Sea-Coast).
- In-class and on-the-job training has been conducted on survey methods, GIS and remote sensing in two countries.
- The Lead Specialist has supported Train-Sea-Coast MPA course developments and validation.

The MPA component is promising to provide the countries with support in the identification, designation, establishment and management of internationally valued MPAs. International experts, who have provided assistance, are of the opinion that the selected sites are highly representative of the region and of tremendous value in the protection of global marine biodiversity. All of the countries, which have these MPAs, are very pleased with the progress. Two of the four main sites proposed within the region have been surveyed already and the third should be surveyed by the end of the summer of 2002. Equipment and support has been provided by the project to two of the four selected sites. The Site-Specific Management Plans are expected to be completed by the end of 2002.

The draft of the Regional Master Plan is finished and has been circulated to each country for their review and input. Part of this draft Master Plan includes a framework for networking the MPAs within the region. The MPA selection process has involved active public and community participation and it is hoped to continue this participation into the management and monitoring of the MPAs.

The National Working Group Members and the Regional Working Groups have been very active and functional in moving this component ahead. There have been three successful and

constructive Regional Working Group Meetings to date. Requests for micro-grants for survey and self-assessment have been submitted to PERSGA.

The overall country opinion is that this component is moving ahead methodically and surely, and has the potential for being a successful component by the end of the project, as long as the project does not lose sight of the primary component objective, which is networking.

6. Integrated Coastal Zone Management

Achievements under the Integrated Coastal Zone Management component can be summarised as follows:

Regional Networking and Training:

- First regional training course in IIMS has been conducted.
- Lead Specialists actively working to include poverty alleviation and sustainable development into this component

Data Handling and Integrated Information Management System (IIMS):

- More than 400 GIS data layers have been developed at country and regional level along with 74 layers of hotspots.
- Analogue source and digital maps have been collected.
- Data entry and handling forms have been designed for coral reefs, mangroves, turtles, sea-birds, seagrass, stock assessment for commercial fish.
- Data has been collected and entered for the ICZM Model Activity in Yemen.
- Regional IIMS Assessments have been started.
- The IIMS Assessment regional technical teams have been established.
- CEDARE contracted to develop GIS/IIMS and establish it within PERSGA Office.
- PERSGA provided funds for national consultations for ICZM planning.

Model ICZM Plans:

- Creation of a National CZM Working Group in Yemen.
- Completion of the CZM Review of the Aden Governate (also giving useful input to the World Bank's Port Cities Development Programme).
- Launch of the Aden Model Activity with a local and national workshop.
- Plans to repeat these activities in Sudan and Djibouti.
- Specific Working Mission to Khartoum resulting in agreement with the government on a CZM Model Activity for Sudan.

Despite encountering a number of setbacks in implementation and execution, this component is now starting to make achievements within the project. PERSGA has provided funds for initiating

national consultations to undertake ICZM planning in-country. The Lead Specialists are also working to include issues of poverty alleviation and sustainable development into this component. During the Evaluation Mission, most countries had expressed concerns about this component, which has fallen behind during the first half of project implementation and execution cycle. However, concerted efforts are now underway to focus this component and achievements are growing as outputs are delivered. There is much emphasis on the Model Activities and it is hoped that these can provide best practices for certain areas. The Integrated Information Management System is a critical output for the success and sustainability of the project as a whole. Once this is functional within PERSGA many other project outputs and activities will fall into place.

7. Public Awareness and Participation

Achievements under the Public Awareness component can be summarised as follows:

Strengthened Networks for Environmental Awareness Activities in the Region:

- Regional Working Groups developed and very effective.
- Training course manual for PAP Working Group Members has been developed.
- Working groups have developed PA requirements for each project component.
- Project has disseminated awareness material throughout region (posters, T-shirts, etc).
- Several NGO-managed micro-grant proposals submitted for funding.
- Further micro-grant proposals under development.
- A PAP Centre proposed for Port Sudan.
- Project has contributed equipment and is preparing information kits.
- Countries now thinking regionally rather than nationally.

Strengthened National and Local Environmental Awareness in Support of the SAP:

- Over 30 school Environmental Clubs have been established within the region.
- Guidelines provided to other schools for setting-up their own Environmental Clubs.
- Over 60 teachers trained in education and awareness of project issues.
- Educational curricula have been revised in a number of countries.
- National decision-makers becoming more sensitised to issues.

The main objectives of this component are:

I. The enhancement in public awareness of the importance of coastal and marine resources of the region and the active role of the public in their conservation, and;

II. To raise the profile of PERSGA at national, regional and international levels.

To achieve these objectives, PERSGA must deal with individuals and national organisations. The project and its specialists recognise that this component must integrate very closely with all other project components in order to disseminate relevant information to the correct target areas throughout the region (e.g. stakeholder groups, community participation groups, etc).

This is another component, which is considered to be achieving significant successes. The project is responsible for supporting the development of over 30 School Environmental Clubs in the region, as well as providing guidelines to those schools which are taking their own initiative in setting up such clubs. Project Workshops have trained over 60 teachers so far to educate students in project issues and objectives. The educational curricula have been revised in a number of countries to accommodate this new teaching approach and to reflect project priorities. PAP has also disseminated various materials including hats and T-shirts, as well as literature and posters in support of project objectives.

The Regional Working Groups are considered by all of the countries to be very effective. The component has developed a training course for the Working Group Members on PAP based on an existing Jordanian training manual. These Regional Working Groups have recommended several NGO-managed project proposals to PERSGA for micro-grant funding. The Regional Working Groups have discussed PA requirements for each project component as well as inter-component linkages and the relationship to PA. Again, this is thought to be a significant step within the region. National governments and decisions-makers are gradually becoming more sensitised and aware of the project issues and environmental issues in general as they realise the political implications. The countries are now encouraged to think regionally instead of just nationally and this is a very positive contribution for the project. National decision-makers and policy level government staff are invited to attend public awareness meetings as a matter of project policy.

A PAP centre has been proposed for Port Sudan and the project has contributed audio-visual equipment to national PAP programmes. The component is preparing information kits and is targeting both government and NGO personnel for training in PAP. Part of their training will include being able to train others back in their countries.

Micro-grant proposals have been submitted to support a Centre for Media Awareness, an Information Library and Children's Centre, and a Centre for Training Teachers. These are currently under review by PERSGA. Micro-grant proposals are also currently under development that would support NGOs through training and capacity building in PAP. Six micro-grant proposals have been approved so far for community participation in PAP. These follow the Small Grants format of GEF, which is considered to be a valuable and working model.

8. Monitoring and Evaluation of Programme Impacts

Progress within this component has been very limited. PERSGA is producing reports and newsletters, which help to define progress and evaluate outputs. Work-plans are reviewed and revised on an annual basis.

The Mid-Term Evaluation has been carried out as scheduled.

B. Remaining Challenges and Concerns

B.1: - General

One of the principal challenges in the early stages of the project, and one which represented a risk to its sustainability, has been the perceived deterioration in ownership by the countries since the inception of the project. This has been highlighted by every country and should be seen as a very serious concern. Allied to this is the need for a greater political commitment at both the national level, and at the regional level through the PERSGA Council.

Much of this concern over ownership has been catalysed by a lack of communication and outreach by PERSGA to the senior country project staff, particularly the Task Force Members. There is a need to remember that, in almost every case, these Task Force members are answerable directly to the Ministerial level in their countries. Task Force members have felt disenfranchised and side-lined in the decision-making process and in the development of project policy and management approaches. At the same time, PERSGA has legitimate concerns regarding the need to manage the project on a daily basis without resorting to the need for approval and endorsement from the Task Force for every decision.

In fairness also to PERSGA Management, such a lack of communication and outreach can work in both directions. It is important that Task Force Members make a concerted effort to provide PERSGA with up-to-date information on national activities relevant to the SAP and the project implementation process.

Some of this ownership concern has reflected itself in uncertainties and worry by the Task Force Members and their countries with respect to due process and the lack of correct procedure in project administration and management policy. Countries have felt that the management approach has led to a lack of transparency in day-to-day management activities and that the procedures defined in the SAP and the Project Implementation Plan are not being closely adhered to. This may well be the reason for the perceived breakdown in country support and ownership, which now needs to be rekindled through redefinition and correct alignment of management approaches.

Country concerns and perceptions, whether fully justified or not, are very important to the long-term stability and sustainability of a regional project. PERSGA management needs to address these concerns at the earliest opportunity and to assure the Task Force of its best interest through development of clear and transparent policies, accountabilities and responsibilities. This may even require a response from PERSGA regarding specific issues which are troubling Task Force Members.

In view of the concerns raised by the ownership and commitment problem, it should be stressed that the Evaluation Team notes with satisfaction that efforts by both the PERSGA Management and the Task Force members is now leading to a more open and frequent dialogue at the project policy level. In light of the greater role that the Task Force will now play at the policy level, as will be supported by its more frequent meetings, the necessary policy improvements suggested above should prove to be fairly straightforward to accommodate.

There is also a need for more outreach between the project (at senior management level) and national/regional policy-makers. This is essential if the project's objectives are to be properly reflected in national and regional political strategies. There is still a relative lack of awareness of the importance and overall linkages of this project to other national and regional strategies on development, economic transition, human health and welfare issues and the sustainability of ecosystem functions. There is a need for the project to 'Sell' itself and its achievements at the higher decision-making level in the region. This would allow the project to seek further support, be that political or financial, to complete its objectives and to develop and maintain sustainability. The project may wish to consider organising a high-level Red Sea Symposium to allow PERSGA, governments, NGOs and others working on Red Sea environmental issues a chance to share experiences and perspectives.

There is also a perception of imbalance between the resources provided by the project to the developing countries of the north (Egypt, Jordan and Saudi Arabia) and the least-developed countries to the south (Djibouti, Somalia, Sudan and Yemen). Although all of the countries agree that the least-developed countries need more by way of capacity building and training, there is a concern that this is still a regional project, and that this regional nature might be lost as certain countries are left with little to show for their support to the project.

One clear issue raised by every country is the need for the project to deliver more concrete, on-the–ground activities (and this is also linked to this perceived north-south division). Every country wants to feel that it has inherited something constructive from the project rather than just training and general capacity building. A more valuable project approach within the PIP would have been to identify small demonstration and 'best practice' activities within each country addressing very real and concrete national and regional issues related to coastal management (e.g. water resource management, waste treatment, tourism management, development planning, industrial EIAs, etc). These could have been developed on a site-specific basis within each country and the lessons transferred throughout the region

At present there is still not sufficient institutional strengthening at either the national or regional to provide a guarantee of sustainability after the project lifetime. There is also lack of a project strategy at present (or any recognizable mechanism to develop such a strategy) to address financial and political sustainability beyond the end of the project.

Approaches to training and the actual value of that training has been raised as another concern. The countries frequently nominate inappropriate persons for training. Furthermore, those who are trained are often not used in an appropriate way that takes full advantage of their new skills once they return to their countries. Some countries simply have a lack of appropriate staff to send for training, and often it is the same person who gets sent every time. This is not in the best

interest of project sustainability or component success. Furthermore, there has been no mechanism in place by which the project could follow-up after the training to see what value that training has been, to see what further training would be advantageous, or to identify if there are any resources which the project should supply in a support role so that the trainee can best use those skills. However, the recent establishment of a Training Unit within the PERSGA Offices (with a specific Terms of Reference) should now go a long way toward rectifying this situation.

The countries would wish to see a closer degree of communication with the IAs at the national level. This would allow better dialogues regarding IA support to SAP issues at the national level. It would also allow countries to share their perceptions regarding the project and possible concerns over regional administration directly with the IAs. Some countries feel that had this been available more recently then many of the ownership issues could have been resolved by IA representation to PERSGA and the Task Force.

There is a lack of proper policy and strategy regarding the use and sharing of project-related information. The project is expected to set up a regional information database but there is currently no protocol for this. The need for a more formal agreement needs to be considered between the relevant country agencies and the project to overcome this issue, although such provision may already exist within the Jeddah Convention and its protocol. A PERSGA website, currently under development, should certainly provide an excellent platform for information sharing.

The countries also feel that PERSGA as a regional representative organisation could play a more active role by assisting in negotiations with and between Member Countries over transboundary issues and disagreements. The countries would also wish to see the organisation taking on a more functional role in representing the region at the international level and in representing the project and promoting its objectives and achievements on the international stage.

Countries felt that there is a need for better communication and cooperation between the Lead Specialists and the National Working Group Members, especially over issues such as selection and timing of expert missions to countries, and the need for better counterparting arrangements within countries and within the region to capture and retain expert skills. In particular, National Project Offices and National Project Staff would appreciate having better warning of technical missions, preceded by clear Terms of Reference and mission intention.

There are concerns in every country regarding the apparent lack of budget to support country project teams, especially Working Group Members. If indeed the support for these WGMs was intended to be an 'in-kind' country contribution then this needs to be clarified to the countries at the senior level so that the WGMs do indeed receive such support from their countries. The Lead Specialists also feel that they need more administrative support if they are to concentrate on the technical aspect of their components sufficiently to meet the end-of-project deliverables. In this regard, PERSGA should review the presence and availability of administrative support to its technical experts and specialists within the office administrative environment.

B.2 - Assessment of Achievements:

Annex IV presents a semi-quantitative attempt to assess the actual achievements of the project up to the time of the MTE against the intended achievements as defined in the Indicative Consolidated Work Plan within the SAP. It should be noted here that this original Work Plan was not designed to be an evaluation tool so much as a sequential guideline of events necessary to complete the project outputs. As such, it is possible to see what SHOULD have been completed by the time of the MTE and to compare that with what has been completed, but it is not possible to assign a realistic and fair actual percentage of project achievement for each component, especially in view of the fact that different activities will have significantly different levels of effort involved in their delivery (and there is no weighting for individual activities attached to this assessment approach). Nevertheless, this is a useful guideline to see which components are keeping up with the work plan and which have fallen behind and in what activities they have fallen behind.

The assessment sets out to define the amount of achievement per activity against the original work plan on a scale from 1-5 where:

0 – 1.0 = Almost no delivery – Project sustainability severely in jeopardy
1.1-2.0 = Some delivery but very poor and well behind schedule – unsustainable at present
2.1-3.0 = Borderline – Some notable achievements but needs greater delivery to be sustainable
3.1-4.0 = Good Delivery – Some activities are behind, most are on or ahead of schedule
4.1-5.0 = Excellent Delivery – keeping pace with the work plan. Project feasibly sustainable

From this it is possible to see that NR&MP, PAP, MPA and the Institutional/Management components are all giving good to excellent delivery. ICZM, LMR and HBC are Borderline with ICZM needing the most improvement on delivery. The component for Monitoring and Evaluation is in bad shape with very poor delivery.

The overall Project assessment using this scaled achievement approach is right on the edge between Borderline and Good Delivery. The concern here must be that the funding situation could easily make a significant difference at this stage and drag the project down across the borderline into insufficient delivery and unsustainability. The other concern must be the time factor as a lot of undelivered outputs are a result of delays in both funding and activity execution. Therefore, in order to get the project back on to schedule and to stand a chance of achieving sustainability before the end of the project lifetime, two things need to happen:

- The funding shortages need to be resolved at the earliest opportunity
- Each component needs to be reviewed and a new work plan developed up until the end of the proposed outputs and deliverables to see whether a project extension will be necessary

A detailed budget review was not undertaken within the terms of this MTE. This should be done in parallel with any revision of the project workplan. Any project extension will have inevitable budgetary implications, as will the implementation of some of the recommendations of this review. In view of these budgetary-related concerns, it would be advisable for the IAs and the Project Management, in cooperation with the Lead Specialists to review budget expenditure so far and to reassess budget requirements based on new work-plans which reflect the needs of the

project to meet its deadlines as well as the implications of the recommendations from this MTE. The proposed budget revisions will have to be presented to the Task Force for review and approval before amending the agreements between PERSGA and the IAs.

B.3 – Remaining Challenges by Components:

1. Institutional Strengthening to Facilitate Regional Cooperation

Clear advances are being made in strengthening regional ownership of the project and PERSGA, as well as identifying the need for stronger political commitment throughout the Member countries. However, the greatest concern must still focus on the financial sustainability of the project and the SAP. There is now an urgent need to address the shortfall in funding which has arisen from the absence of the agreed co-financing. Some very specific activities exist within certain components, which have no identified funding at present, but which also represent vital links within the integrated nature of the project. The original intention was that these activities would be funded from outside of the GEF financial support system. So far little or no external funding support has materialised. Outstanding needs within this component include:

- Co-ordination and support of the implementation of the national components of the SAP, and their incorporation into national policies and investment programmes;
- Identification of the need for the subsequent development of new Regional protocols;
- Finalising the information and communication systems, databases, etc., which will complement the existing newsletter (Al Sanbouk), e-mail and internet services, a regional library and an information database. Many of these are in-progress but remain incomplete at present;
- Developing a sustainable strategy on financing and resource mobilization. Further more, consultations with the co-operating governments and all stakeholders involved, including the private sector, need to be systematically organized;
- An assessment at the highest possible level to determine the feasibility of establishing the proposed Red Sea and Gulf of Aden Environmental Fund to support transboundary activities identifies in the SAP.

2. Reduction of Navigation Risks and Marine Pollution

This record of past and planned future activities indicates that useful and necessary actions have been successfully completed so far, and are planned for future implementation. However, areas of concern that now need to be address must be recorded, as follows:

Timescale: It will not be possible to complete the work on the remaining elements of component 2 within the 2002/2003 timescale. For example any meaningful Contingency Planning activities and additional work on routeing measures (as

	recommended in the 1997 DNV Report) will inevitably extend beyond the end of 2003.
Finance:	There is almost no funding left in component 2 for implementation of remaining activities. Due to the heavy demand for funding to complete the survey on both sides of the Hanish Islands, component 2 is now short of funds to cover the costs of any navigation aids, or to finance the other elements that it is responsible for. This is a matter of some concern and, at this intermediate stage in the project, is likely to lead to end results being less than the current potential for success. The component will have to rely on sources of external funding to execute useful actions on Contingency Planning, new Navigation Aids, Vessel Traffic Systems (VTS)/Automatic Identification System (AIS), GMDSS etc. There is only sufficient funding for one NWG Workshop in 2003. Lack of success in securing additional funding for component 2 threatens to significantly reduce its long-term effectiveness if this is not addressed as a matter of urgency, and solutions found.
Sustainability:	The cost of operating navigation aids, VTS/AIS, GMDSS, pollution combating centres etc. in the southern Red Sea has, at present, to be carried by countries which are, in general, defined by the UN as 'least developed'. PERSGA, and other stakeholders in component 2, should investigate means of ensuring sustainability of these activities through some type of funding from, for example, international shipping.

3. Living Marine Resources

As with all of the components (except possibly Navigation and Marine Pollution), there is a need for a clearer definition of what the final project landscape should be in relation to this component, and what the final outputs and deliveries will have achieved. There is concern that there may only be some vague memories of training, workshops, and recommendations for institutional strengthening left at the end of the project lifetime. The component outputs have been slower than planned and many of the current activities were scheduled for completion nearly a year ago. The component is still focusing on training and capacity building whereas it needs to move on now to resource monitoring and data collection, as well as scientific studies. In this respect, countries state that they are unsure and confused about the status of activities on standardised methods for data collection and what methods they should use.

There seems to be general agreement regarding the need for a regional protocol for the management of transboundary stocks, and the need to develop regional approaches and arrangements for surveillance, monitoring and compliance/enforcement for fisheries. A Fisheries Commission has been suggested as one alternative, which has received almost unanimous support both from the countries and PERSGA. This needs a more formal discussion with the countries and a regional meeting (workshop, conference) to discuss the exact aims and needs.

At the national level, legal issues are seen as a principal concern within this component that the project still needs to address. However, the countries feel that insufficient action has been taken in this regard to date. PERSGA is hiring a consultant to undertake this work and there will be a need to coordinate more closely with country representatives to keep them informed of this activity.

There have been significant achievement with regard to developing working relationships with, and strengthening of, the established regional centres under this component. However, national institutions are still in urgent need of more strengthening and capacity building and closer liaison with these regional institutes.

The project needs to resolve the misconceptions created in the countries regarding the purpose behind the Alternative Livelihood activities. Countries feel that this activity is focused on development of fisheries through funding and support to the industry and nothing to do with best practices or alternatives. The project has, as a consequence, actually acted to encourage and promote exploitation of living marine resources (e.g. the ornamental fish trade) in the region. The concern is that this might lead to over-exploitation if not properly managed, which would clearly defeat the aims of the project.

Certain LMR activities were clearly identified within the project documents as needing non-GEF funding. So far this has not been secured. The Lead Specialist needs to work closely with PERSGA Management in identifying those specific activities and in resolving this issue. If necessary, this could be raised with the Task Force to see if national lobbying could assist in capturing funds for these activities from other agencies or Funding Organisations.

4. Habitat and Biodiversity Conservation

Significant advances have been made in training already within this component. However, there is still a need for further education and training at all levels (community education and regional specialists). For example, training on SSM has to be evaluated to confirm that it is suitable for the region. There is also an urgent need to inspire trained specialists to participate in home-country surveys using their improved skills.

One very high priority development must be the need for national monitoring programmes for key species and habitats (over and above the baseline studies planned or already completed in some cases). Especially the activity for Seasonal Surveys (4.3 in the PIP). The need for these continuous scientific reviews of the status of species and habitats must be impressed on national governmental bodies responsible for conservation and management.

Outstanding requirements under this component include:

- The development of an efficient mechanism for the transfer of information between countries, and from countries to PERSGA;
- Discuss and share opinions on the plans for the new Reference Facility;
- Development of a systematic strategy for national monitoring programmes;

- Persuade national authorities of the importance of monitoring of key habitats and species;
- Review feasibility of a Regional Protocol(s) on Biological Diversity and Special Protected Areas;
- Consolidate national regulations and legislation in line with existing Conventions and Protocols already ratified;
- Develop conservation and rehabilitation programmes in relevant areas within the region;
- Development of fund-raising programmes for habitat rehabilitation;

5. Marine Protected Areas

There is a most urgent need under this component to develop a strategy and mechanism for networking the MPAs, which is the primary objective of this component. Countries are suggesting that this might best be captured under the auspices of an MPA networking and coordination centre. PERSGA should explore this possibility, including the need for sustainable funding.

Delays to the project can be traced back to delays in expenditure by PERSGA and in procurement of equipment for the MPA surveys. This process, along with other budget administration and procurement processes in the project, needs to be streamlined.

The project has not taken full advantage of existing lessons and practices from active MPAs within the region. This reflects again the lack of networking and communication between the MPAs and the project. Experience and lessons from the MPA management and planning process used in Aqaba and at Ras Mohammed should prove to be of value to MPA development elsewhere in the region.

Again, as in other components, there has been insufficient institutional strengthening to the national MPAs, which could threaten their long-term sustainability. Furthermore, according to country sources there has been little or no attempt to assist them in defining revenue collection mechanisms for financial sustainability (although this should be part of the management plan). PERSGA should respond to these needs through the Lead Specialist and through regional expertise.

Countries are uncertain about the status of the legislative review and there have been unexplained delays in this area. The Lead Specialist originally took the initiative and started working on this activity, but stopped when PERSGA decided to hire a consultant. At the present moment, it is not clear when this activity will be implemented or completed.

6. Integrated Coastal Zone Management

This component has undergone considerable delay and a number of activities are behind schedule at present. The development of national ICZM plans has not started in some countries. There is still no physical presence of a GIS or database management system established for the region at PERSGA, although PERSGA has contracted CEDARE to start this preparation.

However, a new workplan has been prepared starting from 2001 in an attempt to catch up with the execution of the outstanding activities and outputs, and it is clear the real efforts are now being made to resolve the situation.

Some countries have expressed concern that the GIS system has not yet been transferred to PERSGA Headquarters. PERSGA should respond to these concerns with ToRs for the activities to be carried out. Countries are also concerned that the GIS component should be coupled with the acquisition of remote sensing imagery from which both baseline and management maps can be defined. Again this should be clearly identified in the ToR for this activity with effective expertise demonstrated by the selected group.

Certain countries also felt that the training within this component had fallen behind schedule and that the Training Centre at PERSGA headquarters should now work closely with the Lead Specialists to rectify this problem.

Up until the present, this component has not captured the best practices and lessons from existing CZM mechanisms within the region. This should also become a component requirement and the Lead Specialists should review the availability of such lessons and best practices.

In view of the delays, serious consideration may now have to be given to the feasibility of extending the time scheduled for this component.

Outstanding component requirements include:

- The development on national ICZM plans;
- The actual presence and effective functioning of a GIS database, supported by remote sensing capacity, as part of an Integrated Information Management System within PERSGA Offices;
- The execution of model activities in Sudan and Djibouti;
- Model ICZM plans for demonstrating application of ICZM at national and local level;

7. Public Awareness and Participation

This component has already made some significant advances in overall public awareness and participation within the region. However, the evaluators felt that insufficient efforts have been focused on targeting senior national (and regional) policy-makers with regard to sensitisation and awareness on project achievements and objectives. It is realised that this can be a delicate issue, but most of the countries specifically stated that their senior political figures are very approachable and willing to discuss project issues. Also, the Task Force Members could play an active role here through PERSGA to the PERSGA Council. PERSGA needs to make greater efforts to present project achievements at the national, regional and international level and to raise international awareness of project outputs and objectives. This may have the added advantage of attracting the interest of other funding agencies to support project activities.

Outstanding requirements under this component include:

- Initiating dialogues with and among relevant Government agencies to trigger interest in environmental awareness programmes;
- Targeted workshops for Ministerial representatives to review potential for increased coverage of environmental management within their responsibilities;
- Developing close linkages to IW:LEARN.

8. Monitoring and Evaluation of Programme impacts

This component now needs urgent attention. One of the difficulties encountered during the Mid-Term Evaluation was attempting to provide a quantitative assessment of project achievements without pre-determined performance and progress indicators. Although the Logical Framework does provide Indicators and Means of Verification, these are not time-related and are only really of value to the Final Evaluation. Annual work-plans could provide a clearer indication of achievements, but the main guidance should be the Work-plan as approved within the PIP.

This component has the following outstanding requirements

- Definition of time-related indicators for performance and progress, as well as environmental and socio-economic indicators;
- Design of a SAP monitoring programme which is integral to the project components;
- Organise training workshops on monitoring and evaluation procedures for the 5 thematic expert working groups.

C. Recommendations

These recommendations have been derived after consideration of project achievements and outstanding challenges. These can be broken down into general recommendations (addressing such issues as the need for an improved management approach for the project) and recommendations addressing issues specific to individual components.

C.1 - General Recommendations:

Overall Project Objectives and Goals:

The project needs a clearer definition of its overall aims and what the end-of-project landscape will be. This definition needs to address institutional arrangements, regional partnerships and ownerships, country benefits and improvements, the overall ICZM approach at the national level (and integration throughout the regional institutional body where possible), and the exact benefits accrued from each component with respect to the sustainable management and conservation of marine biodiversity and the removal of barriers to the protection and

management of international waters in the region. To some extent the aims and end-of-project landscape for each component can be extrapolated from the verifiable indicators identified in the Logical Framework. However, it would have been valuable if these aims and indicators could have been presented more concisely for each component within the PIP.

With respect to institutional arrangements and management of the SAP in the long-term, certain recommendations have focused on the strengthening and clearer definition of the responsibilities and roles of various project staff and committees. Responsibility for defining the end-of-project landscape should rest initially with the technical experts in the project. Their input can then be reviewed and tuned by those responsible for management and policy. As such the Evaluation recommends that the Senior Technical Advisor (the CTA as was) and the Lead Specialists are given initial responsibility for this activity. Their input could then be assessed by a Technical Advisory Group of some nature (see 1.4 below).

1. Project Management:

    1.1 The need to strengthen the Task Force and to hold more frequent Task Force Meetings has already been agreed between PERSGA and the IAs. A revised ToR and mandate for the Task Force should be drafted, and agreed at the next Task Force Meeting. This ToR and mandate should ensure that this group can fulfil the function of a primary policy and project monitoring body with final oversight regarding all project activities. The Task Force should have final responsibility and accountability for monitoring the overall implementation of the project, revisions of work-plans and budgets, annual expenditures, etc. PERSGA will maintain responsibility for the day-to-day management of all project activities but will be accountable in all respects to the Task Force. The intention here is **NOT** that the Task Force should review and endorse every document relating to budgets, work-plans, etc. the intention is that the project management should be responsible and accountable to the Task Force, and keep it informed of all policy-related changes affecting overall management and administration, and that the Task Force should have the right to review such administrative documents as they feel fit. Therefore, the Task Force will be ultimately responsible and accountable for the overall project implementation, while the PERSGA Management will be responsible and accountable for day-to-day execution as required and requested by the Task Force.

    1.2 The Task Force should, at the earliest opportunity review and approve a new Work-Plan and associated budget for the project. This workplan must clearly define all intended consultancies, expert missions, procurement activities, etc., within the condition set out by the Implementing Agencies and their funding conditions.

    1.3 The Project Manager should be given the responsibility for appointing project experts and consultants, following ToRs which have been developed by the Lead Specialists and approved by the Task Force. These ToRs should be developed as part of the new Work-Plan (see 1.2 above). The Project Manager will be accountable to the Task Force, through PERSGA, in ensuring proper procedures are followed for contracting of such project experts and consultants (to be reflected in Project Manager ToR).

1.4 New ToRs for Senior Technical Advisor and Project Manager should be presented to Task Force for their review and endorsement. ToR for STA to include responsibility for development of a sustainability (exit) strategy for each project component at both national and regional level, and for coordination with PERSGA management in developing an overall sustainability plan for the project including the PERSGA institutional component. ToR for STA also to include responsibility for advising the Secretary General of PERSGA on the feasibility and selection of a Technical Advisory Group (TAG) and on developing and implementing a work-plan for TAG. Proposed membership and workplan to be approved by PERSGA management and Task Force. The STA will also be made responsible for developing an integration and coordination strategy between project components

1.5 PERSGA should now develop a specific work-plan to deliver the outputs and activities defined in component 7 – Monitoring and Evaluation Programme. This should be done, using guidance from the GEF IAs, and with assistance from the technical expertise available within the project staff.

1.6 PERSGA, with assistance from the IAs, will develop a TOR for the Final Project Evaluation, which should take place in the last 6 months of the project lifetime. This ToR will identify timing (ensuring there is sufficient time to meet with stakeholders and senior government personnel) as well as listing the persons to be included in the evaluation consultations. The ToR to be reviewed and endorsed by the Task Force and circulated to the countries at least 3 weeks before the evaluation mission begins, along with a proposed timetable for the evaluation mission.

1.7 PERSGA management should develop a strategy of more frequent country visits to discuss project issues with senior country stakeholders and policy-makers, with a view to raising the profile of the project and encouraging national support, commitment and sustainability.

1.8 The project may wish to consider organising a high-level Red Sea Symposium to allow PERSGA, governments, NGOs and others working on Red Sea environmental issues a chance to share experiences and perspectives.

2. Project Administration:

2.1 PERSGA and IAs to review the existing administrative manual for the project to ensure that it provides clear and up-to-date guidelines for project administration. Any such guidelines should address project staff responsibilities and accountability, modalities and policy for contracting of project staff and experts or consultants, due process for budget revisions, and changes to work plan (noting the overall accountability to the Task Force in these issues). The guidelines should also contain an organisational chart showing the responsibility and accountability of all project staff (including defined lines of communication within the project). Any amendments made to these guidelines and the administrative manual to meet the above requirements should be summarised for review and endorsement by the Task Force.

Clearly any such administrative guidelines must be seen to meet the policies and requirements of the IAs for project implementation.

2.2 PERSGA to develop a detailed workplan and guidelines for training, which defines the expected delivery by the end of the project, and ensures appropriate training strategies (e.g. coordination between complementary activities, nominations of appropriate national candidates, follow-up with trainees after training to identify if new skills being employed by country and support given to trainees). This document should also contain national guidelines to ensure appropriate counterpart trainees are attached to any visiting experts. Due consideration should be given to a strengthened role for Train-Sea-Coast, especially for providing training and awareness on such important guidance as the FAO Code of Conduct for Responsible Fisheries.

2.3 PERSGA to develop a more streamlined strategy for disbursement of funds and for procurement of equipment and services (including the review and approval of micro-grants), in accordance with the requirements and conditions of the Project implementation Agencies. This strategy should follow procedures defined in the Strategic Action Programme (SAP) and the Project Implementation Plan (PIP). This strategy to be reviewed and endorsed by the Task Force.

2.4 PCU to develop single MoU or similar agreement between itself and the countries regarding accessibility to project-related information and sharing of such information.

2.5 PCU to identify funding and create ToR for a regional consultancy to address Alternative Livelihood concerns. In particular, this consultancy should focus on removing any national misconceptions about the purpose of the funding for this component being to strengthen exploitation capacity of LMRs.

2.6 PERSGA to provide quarterly reports to the country offices on achievements and coming work-plans, and to liase more closely with the Working Group Members in between regional meetings.

3. Country Ownership and Benefit:

3.1 Senior Technical Advisor and Lead Specialists to undertake an assessment of potential demonstration activities (best practices) which could be developed within the countries of the region, along with criteria for proposals for countries (see Annex V for some examples). This assessment should involve close coordination and cooperation with country project staff. The STA should work with PERSGA Management to identify funding for such demonstration activities, with particular reference being given to using this new activity to leverage the committed co-funding. A proposal to include these demonstration activities as new activities (or substitute activities for existing planned activities) under each component should be submitted to Task Force for review and endorsement. The STA should have responsibility (accountable to PERSGA Project Manager who is in turn accountable to the Task Force) for developing such demonstration activities with the countries should this prove feasible.

3.2 PERSGA to develop a Public Relations document targeted at attracting co-funding to the project, and to plan and host a donor conference. This PR document would be circulated to potential donors at least four weeks before the donor conference.

3.3 The Implementing Agencies to review their own policies for contact and outreach to the partner countries to ensure regular communications with national project representatives as well as PERSGA.

3.4 PERSGA should, through the Task Force, respond to country concerns relating to A. Perceived changes in agreed policy regarding NPCs for Egypt, Jordan and Saudi Arabia, B. Perceived conflicts of interest generated if NPCs also hold the position of National Task Force Member.

3.5 PERSGA to prepare a Position Paper for the Task Force on its role as a regional technical advisory body regarding transboundary issues and concerns, and on its proposed strategy for resolving the perceived differences between support to the northern and southern partner countries. This Paper should also attempt to address development of a strategy whereby the more developed northern countries may be able to assist their less-developed southern partners who suffer from severe constraints by way of human resources and institutional capacity/facilities.

4. Sustainability

4.1 The Task Force to discuss the serious concerns related to project sustainability created by the lack of $17.6 million in co-funding. PERSGA to provide the Task Force with any pertinent documentation prior to discussion, including those activities which the project can expect to be lost in the absence of such co-funding, as well as any explanations provided by the co-funders. Task Force members should consult with their own countries regarding national financial commitments to PERSGA

4.2 PERSGA with the support of the STA to plan and implement a regional workshop on sustainability of project components.

4.3 The Lead Specialists (working through PERSGA and in collaboration with National Working Group Members and Project Staff) to produce a comparative chart showing Planned (as per PIP) versus Actual (as of MTE) outputs, activities and deliverables including reasons for delays. Lead Specialists to provide a clear definition of what the expected outputs, deliverables and end-of-project landscape will be by the close of the project. This briefing document should include revised Work-Plans and budgets (where altered) for each component, and should be circulated to the countries for their comments. The document and any country comments to be circulated to the Task Force members for discussion and decision.

4.4 PERSGA to prepare a Position Paper for the project on country 'in-kind' commitment to project volunteer staff such as the national Working Group Members. This should highlight the need for country contributions to such in-country project activities. This Paper should go through the Task Force, and be circulated to relevant national government agencies.

4.5 PERSGA, in coordination with IAs, to undertake an early review of the budget implications arising from the recommendations of this MTE. This review should go on the next Task Force Meeting Agenda for discussion as a matter of urgency.

4.6 PERSGA to initiate a review and feasibility study for a Red Sea and Gulf of Aden Trust Fund (as identified within the SAP) to support transboundary activities. This will need to identify possible sources of funding as well as procedures to define disbursement priorities and the legal, governance and administrative structure of any proposed fund

C.2 - Component Recommendations:

1. Institutional Strengthening to Facilitate Regional Cooperation

The concern over the sustainability of the project after the GEF funding is finished requires:

i) Review of the opportunities for self-financing of the different components of the project at regional and national levels, pinpointing the potential economic sources and mechanisms.

ii) Evaluating of the feasibility of establishing a proposed Red Sea and Gulf of Aden Environmental Fund to support transboundary activities identified in the SAP. There is in this region an established tradition to establish such funds, and there is also a good track record of success in identifying and attracting substantial additional resources. There is a need to evaluate existing economic instruments in the countries that may contribute to the Fund as well as possible support from donors. This should include procedures to define disbursement priorities and the legal, governance and administration structure of the Fund.

iii) The need to establish the status and availability of original co-funding commitments to the project.

2. Reduction of Navigation Risks and Marine Pollution

i) There is an urgent need to take action to meet the remaining challenges mentioned in the previous section of this report under timescale, financing and sustainability. In effect, all of the remaining challenges centre on the need to identify further long-term funding support.

ii) Component 2 now needs to continue to encourage PERSGA (and ROPME) States to make progress to the stages where they develop the capacity to ratify and implement the necessary IMO/ILO Conventions, join the IOMoU and initiate effective ship inspections and information exchange with others states in the Region.

iii) If the new routeing measures enter into force in about May 2003, work under component 2 will need to assist the Governments involved to regulate the present uncontrolled movement of ships in this potentially hazardous area where several marine accidents have occurred in recent months. There should also be an examination of extending the separation of traffic streams in the Red Sea all the way along the 1100 mile route from Bab el Mandeb to the Strait of Gubal. With routeing measures established at each end, it should be relatively simple to secure the adoption of measures off Jabal At Tair, Al Akhewain and Abu El Kizan, where there is deep water in each case, to provide a separation of at least 5 miles between northbound and southbound traffic flows and eliminate the present 500,000 potentially hazardous 'end on' meetings of ships each year in the Red Sea.

3. Living Marine Resources

The overall purpose of the LMR component is to capture sufficient information on living marine resource exploitation (fisheries, ornamental fish trade, any other exploitation in the region which may threaten marine biodiversity), so as to be able to develop national and regional legislation and regulations to control, monitor and modify exploitation within the Red Sea and Gulf of Aden. Specific attention needs to be given to transboundary stock management, which is traditionally difficult to monitor and control. In order to achieve this purpose, the project needs to provide training on identification and data collection/presentation techniques, develop and implement monitoring and management mechanisms at both the regional and national level, and assist and advise in setting up national and regional surveillance and compliance/enforcement strategies. The end goal of this component will be the development of sustainable exploitation strategies, which will ensure the long-term preservation of marine biodiversity and economically-important resources within the region while protecting the interests of fishing communities, and ensuring a sustainable supply of commercial species to the market. Although much has been achieved already with respect to reaching these goals, there are some priority areas which still need to be addressed or finalised. There is also a concern that insufficient consideration has been given through the SAP to sustainable aquaculture within the region. Recommendations under this component include:

i) The Lead Specialist and PERSGA should design and plan for a Regional Workshop to discuss the feasibility of creating a Regional Fisheries Commission. This workshop should also discuss national and regional related issues dealing with:

- The sustainable use of transboundary stocks
- National and regional surveillance, monitoring and enforcement of fisheries policy and legislation.

ii) The Lead Specialist and STA should liaise with the countries regarding their needs with respect to the development of a project strategy to provide more strengthening and support to national fisheries institutions, and linkages to the Regional Centre.

iii) The Lead Specialist should advise the countries on the current status relating to standardised data collection procedures so as to remove any uncertainties in this regard.

iv) The Lead Specialist should provide PERSGA and the countries with an update on those activities defined in sub-component 3.2 of the PIP which are not GEF-funded, and should discuss and define a strategy with the STA and PERSGA management on capturing funds to cover non-GEF funded activities under this sub-component.

v) PERSGA should assess the feasibility of developing and implementing some aquaculture demonstrations or pilots within relevant areas in the region.

vi) In view of the importance of the forthcoming review of national fisheries legislations, the project should give consideration to providing further assistance to participating countries in revising and harmonising national and regional fisheries legislation.

4. Habitat and Biodiversity Conservation

Although emphasis has been given to capturing baseline data on key habitats and species within the region, there is still a very important need to develop proper on-going and long-term monitoring programmes at both the national and regional level. Information-sharing must also be a critical concern if these efforts are to be effective at the regional level, and if transboundary effects are going to be taken into account. The new Reference Facility should help to support accessibility to up-to-date information as long as there are clear and transparent mechanisms in place to allow for such accessibility.

It is important that international agreements are captured in national legislation and policy. In particular there is a need to review the regional protocols on biological diversity and special protected areas.

- PERSGA to finalise all the training plans and convince the countries of the importance of training for their qualified national specialists;
- Countries should select for the training courses appropriate specialists from research agencies that are involved in the conservation of the marine environment;
- PERSGA to give attention to the importance of monitoring plans as an important part of the implementation of the RAP;
- Develop a systematic strategy for national monitoring programmes which can be reviewed on a regional basis;
- Develop programmes for rehabilitation and conservation, in selected and relevant areas in the region, supported by effective funding;
- Assist countries to review their national commitments to relevant international agreements, particularly within their national legislation.

5. Marine Protected Areas

The overall intention behind this component is to develop a higher level of protection for regionally representative marine biodiversity at critical sites within the Red Sea and Gulf of Aden. This recognizes the fact that all coastal areas will need some level of management and protection. This will be addressed by other components (LMR, HBC and ICZM). However, certain areas are considered to be of critical importance because of their high level of biodiversity and/or endemism coupled with potential threats to such biodiversity and endemism. The component's end-goal is to identify such areas within the region; to develop site-specific management plans for such areas; to provide some degree of support to the establishment and management of selected sites (equipment, technical expertise, etc); to encourage government commitment to the designation, legal protection and financial sustainability of these MPAs; to create a mechanism within the region to coordinate and network between the MPAs so as to share knowledge, experience and best practices in MPA survey, monitoring designation and management. As an overarching requirement for this component, the project recognizes the need to include all stakeholders (including local communities, NGOs, private sector, as well as government agencies) in the selection, development and management process for these MPAs. Recommendations under this component include:

a) PERSGA and the Working Group Members to define a clear strategy for networking the MPAs with a workplan and deadlines. This strategy should identify a national support system as well as looking at the feasibility of creating or designating an MPA networking centre within the region. Consideration should be given to the site and the funds needed for such an MPA coordination centre or designated body;

b) PERSGA to draft a Letter of Agreement or similar protocol, defining country agreements to share MPA site plans and management experiences, as well as the intent to exchange MPA staff on experience visits. The Lead Specialist should coordinate the development of such a Letter or Protocol with the countries and should identify any associated costs. This should be coordinated via a networking centre or body when and if this is established. However, this activity should not wait for the establishment of such a centre or body;

c) The Lead Specialist to provide the countries with an update on the status of the legislative consultancy necessary for establishment of the MPAs, including proposed workplan and time-schedule for visits, as well as Terms of Reference;

d) UN GEF Implementing Agencies to coordinate between themselves and UN High Commission for Refugees on the possible threat to the selected MPA site in Somalia which would result from the intended plan to relocate some 30,000 refugees adjacent to the MPA and to encourage subsistence fishing within this new community. The Lead Specialist will advise the UN GEF IAs on the background and status related to this issue.

6. Integrated Coastal Zone Management

This project component recognizes that an overarching challenge to the successful management of the coastal and marine environment and the sustainable use of its resources lies in weak coordination between government sectors (Ministries, government agencies, statutory bodies), overlapping responsibilities, questions of jurisdiction and accountability, conflicting interest and

responsibilities, and the need to include all stakeholders in the planning and management process. These problems are effectively common to all of the project components, and this component has the overall responsibility to coordinate and integrate the management of activities within all of the other components.

In order to address the need for such a coordinated management approach, the component aims to integrate the activities of many diverse but related groups and sectors, through an overall management strategy. This will require linkages and coordination to be developed at the national level between planning departments and bodies: agencies responsible for water management, waste treatment, tourism, town planning, public works, industrial coastal complexes, fisheries, etc. This is no simple task. However, there are plenty of best practices and examples of successful ICZM approaches and strategies available around the world. These may not always be entirely suitable to the PERSGA situation but their components may provide useful guidance.

The end-goal of this component should be the development of national ICZM plans that clearly demonstrate the interactive and integrated nature of the management and monitoring process. This may best be achieved through the development of a regional Model Plan, which can be amended and adapted to suit each national situation. Currently the project is developing a Model ICZM Plan in Yemen, and intends to expand this approach to both Sudan and Djibouti.

The outputs from the other project components need to be integrated into the development and implementation of such ICZM plans. Such a Plan needs to define the role of MPAs, sustainable fisheries, habitat and biodiversity conservation, and the need to monitor and control potential threats from marine pollution, within its overall strategy. Clearly stakeholder participation and public awareness are going to be critical to the overall successful implementation of the Plan. With this in mind the project should view this component as the linkage between all other components in the development of an overall strategy for coastal zone management. Therefore each component should provide input and guidance to the ICZM component on the development of an overall national ICZM Plan for each country. This will require close coordination between the Lead Specialists and between the National Working Group Members: Recommendations under this component include:

a) PERSGA and the IAs to collaborate in an urgent review of the ICZM component status, workplan and budget allocations (disbursed and planned) with A. a view to establishing the feasibility of completing all activities and outputs under this component by the end of the project as currently scheduled, and B. assessing the feasibility, time-scale and budget implications of extending this component beyond the currently agreed project lifetime.

b) PERSGA (through the STA and ICZM Lead Specialists) to organize and convene a Regional Workshop for all Lead Specialists and all Working Group Members to develop a strategy and work-plan on the incorporation of all component outputs into draft national ICZM Plans.

c) The Lead Specialists to coordinate closely with the Training Coordinator and PERSGA Management to place emphasis on delivering any outstanding training and implementing any outstanding workshops scheduled under this component.

d) Lead Specialists to coordinate with project countries in the region to identify any best practices or lessons in ICZM, which exist in the partner countries, and to capture these for incorporation into national ICZM plans where appropriate.

e) Countries to review ToR for GIS consultancy and comment on their applicability and value to the countries and the region as a whole. The ToR should specify the necessary linkages to database management, storage and information management as well as the need to use remote sensing imagery for baseline and management maps. ToR should also require the consultancy to identify mechanisms for capturing existing national practices and expertise within the region in GIS and other related activities.

f) Task Force should agree on the suitability of the location for the regional GIS capacity and data storage centre.

7. Public Awareness and Participation

In order to build support and understanding for the project objectives (across all sectors - be they public, private, community, international, etc) it is necessary to raise the awareness within these sectors of the problems which threaten coastal and marine environments in the region, of the interrelated nature of many of the socio-economic and political issues which create these threats, and of the importance of proper management and protection of the marine and coastal environment to the well-being of the people and governments of the region. PAP represents a set of project activities and outputs which encompass the work of all the other components, and therefore requires cooperation and coordination between this component and all others.

The end-goal of this component would be to provide a certain level of sensitivity and knowledge toward project objectives within most of the sectors within each country. In particular the component needs to focus attention on educating senior level decision-makers and policy-definers in the aims of the project and its importance on a national and regional basis. However, perhaps more importantly, the project component should leave a legacy of capacity and strengthening to certain bodies and agencies so that they can continue promoting awareness on a long-term basis. These include national and international NGOs, teachers, school groups, etc. Recommendations under this component include:

a) The Lead Specialist to provide the countries (project staff and active NGOs) with clear definitions of national and regional issues of coastal management to guide them in the development of a Public Awareness strategy and in the development of suitable materials. This strategy should create a coordinated role between the project and national NGOs so as to encourage greater cooperation with and involvement of the NGO community in project activities and objectives.

b) The Task Force to discuss mechanisms for raising awareness about, and sensitivity to, project objectives within national and regional policy-makers. The Task Force should consider using its relationship to the PERSGA Council as a means to raise awareness on many regional issues.

c) The Lead Specialist should coordinate with the responsible staff member(s) in PERSGA to develop a more comprehensive publication targeting international audiences, and presenting project achievements as well as project challenges in order to foster more international awareness and support.

d) PERSGA to develop a more streamlined approach to the review and approval of micro-grants as part of its revised administrative procedures (see general Recommendations-above).

8. Monitoring and Evaluation of Programme impacts

The project management must now place a high priority on the development of a concrete, time-bound plan for implementation and execution of this component. The following outputs are now essential:

- Adopt a model Annual Report and standard report formats;
- Define performance and progress indicators for each component;
- Specify environmental and socio-economic achievement indicators for each component;
- Design a time-related monitoring programme for the project and for the SAP;
- Organise and implement regional training workshops on standard progress monitoring techniques for the thematic expert working groups;
- Prepare for the Final Project Evaluation by ensuring project staff are aware of time-schedules and the indicators by which they will be evaluated.

D. Lessons for Future GEF Projects

1. One aspect that has become clear from this project, and which needs to be considered in the development of future GEF projects, is the unrealistic expectation that all of the countries are ready to start implementation at the same level at the same time i.e. when the project starts. In a regional project of this nature there will inevitably be some countries that are more advanced and some that need a lot more time to build their capacity and to train their personnel and strengthen their institutions, in order to execute the project. An early project objective should be a comparison of country capacities and the development of a strategy to strengthen the weaker capacities in certain countries using the strengths of the other countries and the region as a whole. A clearly identified capacity-strengthening phase (prior to commencement of regional activities) would also allow time for certain staff to receive more concentrated or extended training without losing their skills and presence from the activities for which they are responsible (due to their physical absence from the project while training). This has been a problem which has dogged many previous GEF projects. During these early stages, institutional building and training would be the emphasis with public awareness running in parallel to bring the

public and the policy-makers up to speed on the project's objectives prior to start-up of the SAP activities phase.

2. In future, GEF Project Documents need to define and clarify from the outset the lines of responsibility and accountability, and all correct and expected processes relating to project administration and management. This should be unambiguous and should be included as a Project Management Process annex.

3. GEF IAs needs to develop clear guidance and criteria within an agreed project document for training to ensure the correct people attend the training, the their training is used back home, and that they are supported to be useful to their parent institutions. Undoubtedly it is up to the country to select the candidates that they feel are the most suitable, but it is also the GEF IAs responsibility to ensure that donor funding is properly channelled and disbursed to achieve project objectives.

4. GEF needs to provide a clear and unambiguous explanation in its documents of country commitment through in-kind contributions. This is particularly important where government staff is being assigned by the country to work on project issues. These staff needs to be supported by the government as far as equipment and consumables are concerned, as well as administrative support (unless otherwise specified within, and funded by the project).

5. Finally, GEF should attempt to be more realistic within future project work-plans and logical frameworks with respect to what can be achieved over a defined period of time. In the case of a regional project of this nature, it may be necessary to be either less ambitious with respect to outputs and deliveries, or more generous vis-à-vis timescale and length of work-plans (realising that this will almost certainly have implications for budget requirements). It might be more appropriate to identify clear benchmarks of achievement within a project following which project evaluation can take place prior to moving on to the next stage of execution.

ANNEX I

LIST OF PERSONS CONTACTED

Egypt
Dr. Mahmoud Khamis: Vice Dean, Faculty of Science, Alexandria University - Task Force Member.
Dr. Ibrahim Abdul Gelil: Chief Executive, Egyptian Environmental Affairs Agency - National Focal Point

Yemen
Dr. Mohamed AbuBakr - NPC

Jordan
Dr. Bilal Bashir – Task Force Member
Khaled Abuaisheh – Working Group Member (WGM) for ICZM
Abdualla Abu Awali – WGM MPA
Dr. Marouf Halad – WGM LMR
--------- – WGM PAP

Sudan
Dr. Nadir Mohammed Awad - Task Force Member
Dr. Maghoub Hassan – NPC
Osman Mohammed Farah – WGM – LMR
Ohmar Ahmed Hassan Siam – WGM Nav. & Mar. Poll.
Mohammed Mustafa Eltayeb – WGM MPA
Sulamin Ibrahim – WGM PAP
Dr. Yousif Abu Giddiri – Team Member for Special Review
Amin Atash – Vice-Chancellor Red Sea University, Port Sudan (Hosting PERSGA Office)

Djibouti
Mohamed Ali Moumin – Task Force Member
---------- - NPC
Hussein Rirech - WGM MPA

Saudi Arabia
Osama Qurban, Task Force Member

PERSGA
Dr. Nizar Tawfiq – Secretary General, PERSGA
Dr. Mohammed Fawzi - Deputy Secretary General, PERSGA
Dr. Saiyed Al-Khouli – Project Manager, PERSGA PCU
Dr. Dirar Nasr – PCU Coordinator
Dr. Mohammed Abdallah – Lead Specialist LMR
Mohammed Younis – Lead Specialist MPA

Khulood Tubaishat - Lead Specialist PAP/ICZM
Osama Qurban – Joint Lead Specialist ICZM
Dr. Abdul-Majeid Haddad – UNDP Programme Manager

ANNEX II

MID -TERM EVALUATION (MTE) PROCESS

Terms of Reference for the MTE

The terms of reference specified that the Mid-Term evaluation will attempt to determine as systematically and objectively as possible the relevance, efficiency, effectiveness, impact and sustainability of the programme. The evaluation will assess its achievements against the objectives and specific activities as set out in the PIP. This will require an examination of the objectives and of the design towards achieving the goals. The evaluation will thus cover the following four areas:

  a) Programme concept, implementation design;
  b) Follow up on recommendations of the Special Review study;
  c) Programme Achievements so far; and
  d) Lessons learned to date and identification of areas for corrective actions

This evaluation will focus on reviewing the 8 components of the SAP Project mentioned under 1.1 above.
The focus, while primarily technical, will also include institutional aspects. In the case of component 8, the review will be limited to the preliminary planning process that has been undertaken to date.

Mid -Term Evaluation Process

The evaluation process as stipulated in the TOR is as follows:

  a) Review of available project-related documents;
  b) Interviews with relevant stakeholders from national institutions, experts, and Implementing Agencies.
Annex I provides a list of persons consulted. The detailed notes of the Evaluation Team on visits to Member Countries and to PERSGA PCU are available from PERGSA.

Composition of the MTE Team

The evaluation team is composed of 3 consultants from the region and one international consultant. All consultants are highly qualified, of every high calibre and each of them have significant experience in their area of specialization. The team includes the following individuals:

Professor Mostafa K. Tolba - Team leader (Egypt)
President of the International center for Environment and Development (ICED)
Former Executive Director of UNEP for 17 years, one of the three Heads of Agencies who negotiated the establishment of the GEF. As Executive Director of UNEP he established the whole Regional Seas Programme. He covered the components on institutional strengthening and Monitoring and Evaluation of Programme Impacts as well as overall coordination of the Mid-Term Evaluation.

Dr. David Vousden - Deputy Team Leader (United Kingdom)
International Consultant with long experience in international waters projects. He reviewed the components on Living Marine Resources (LMR), Marine protected Areas (MPAs), Integrated Coastal Zone Management (ICZM) and Public Awareness and Participation.

Professor Mohammed Farghaly (Egypt)
Vice President, Arab Academy for Science, Technology and Maritime Transport and Professor of Navigation Safety. He reviewed the component on Reduction of Navigation Risks and Maritime Pollution.

Professor Mansour Sijiny (Saudi Arabia)
Professor of Biology, King Abdel Aziz University, Saudi Arabia. He coordinated with PERSGA on the visits to Jeddah and the cooperating countries and reviewed the component on Habitat and Biodiversity Conservation.

ANNEX III

MAIN CONCLUSIONS AND RECOMMENDATIONS OF THE SPECIAL REVIEW

General Recommendations

Immediate development of an environmental management system with a GIS core at PERSGA headquarters is necessary for integrating and analysing data from all components for future decision-making.

It is essential to realize that capacity building is one of the main targets and training is a means of producing tangible output; hence the on- the job training is the most effective. Coordination of training programs among various components, especially MPA, LMR and HB is necessary. Criteria for selecting trainees and follow-up of what they do after to their countries guarantee the effective sustainability of a main product of the project.

Integration among components is an essential element, yet it has been noticed that the TOR of the CTA or the PM does not emphasize that and little has been achieved in that direction.

The sustainability of SAP and the GEF project is a main concern to the Review Team and to many LSs.

There is a need to delegate the power to engage consultants to the PM with the proviso that:

- There is an agreement on a ceiling for each component's consultants based either on the estimated costs or the duration of the consultancy;
- There is a mandatory requirement for the PM to report regularly to the TF/PSC regarding hiring of consultants, including a summary of what they have achieved and at what cost;

Public awareness programs developed by various components of SAP should be consulted over with PAP component. Inside country networking should also be given attention. It is necessary to activate the role of NPC and make their activities available to all member countries (perhaps through a web page).

It is essential to activate the work of the Working Groups at both national and regional levels. There is also an urgent need to ensure co-operation between focal points, programme Co-ordinators and members of working groups at the national level and to facilitate exchange of information among them.

The Review Team believes that the Task Force should be changed to Project Steering Committee (PSC). The primary task of the PSC will be to set the policies and provide guidance (institutional, political and operational) and direction for the Project to ensure that it remains

within the agreed SAP framework. It will approve budgets and any changes in the program. The PSC will also provide an oversight for all the components of the Project and facilitate communication to the Project from throughout the region and the donor community and vice-versa.

Specific Recommendation of the Special Review

Component 3 - Living Marine Resources

a) Formation of a Commission for Fisheries that include as members PFRSGA, Organizations like FAO, IFAD, Stakeholders and others.
b) Establishment of Fisheries Database.
c) Establishment of GIS for LMR for specific species.
d) More regional involvement of countries of the region

Component 4 - Habitat and Biodiversity Conservation

The Lead Specialist believes that in spite of the delay in the start of the implementation, they will manage to achieve the goals if topping of funds of GEF from non-GEF resources is secured. This does not seem to be feasible to execute the expected outputs within the remaining time frame. Perhaps a trimming down of the expected outputs to a realistic level could lead to reasonable success.

The duplication and overlap between most of the activities in this component and those of component 5 on "Development of a Regional Network of Marine Protected Areas" justify merging the two components into one component, (Habitat and Biodiversity Conservation including Marine Protected Areas).

Component 5 – Marine Protected Areas

Proper and detailed surveys of MPAs, identifying other unrecognised MPAs, establishing boundaries, legislation, biodiversity, socio-economic conditions, threats and potential impacts and vulnerability, should be carried out.

Revising guidelines taking into account threats and potential impacts and reconsider priorities for action.

Data collected should be encoded to a GIS for future integration with other components and further analysis.

Component 6 – Integrated Coastal Zone Management

a) Focus on the integration element of ICZM or ICAM
b) Focus on the planning stages rather than the management stages
c) Test the Integrated Coastal Planning Process through a series of Pilot Projects
d) Build capacity through Training Courses

e) Convert all data gathering and GIS initiatives into an Information Management Strategy
f) Arrange accessible advice, guidance and support.

Some of these conclusions and recommendations of the Special review have already been treated as a priority by PERSGA, the IAs and the Project authorities and staff themselves, and consequently have been implemented prior to the MTE. Others are being acted upon, while some of the recommendations are still under consideration. The Review Team is fully aware that decisions on this project are the sole responsibility of the Council of Ministers and its Task Force.

SEMI-QUANTITATIVE ANALYSIS OF WORK-PLAN ACHIEVEMENTS

		ESTIMATED PERCENTAGE OF WORK-PLAN COMPLETED BY MTE																			1-5 Rating
		5	10	15	20	25	30	35	40	45	50	55	60	65	70	75	80	85	90	95	100	
	Preparations & Regional Coordination																					
1.1	Recruitment of Staff	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
1.2	Set up the PCU	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
1.3	"Launching Workshops"	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
1.4	Regional Task Force Meetings	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓									3
1.5	Review opportunities for financing	▓	▓																			0.5
1.6	Red Sea Environment Fund	▓	▓																			0.5
	Component Average =																					**3.2**
	Navigation & Maritime Pollution																					
2.1	Establish Navigation WG & meeting	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.2	Baseline study for Maritime Conventions	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.3	Reporting and consultation on MC	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.4	Ratification of IMO + ILO conventions	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓							3.5
2.5	Review developments on PSC	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.6	Decide required measures	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.7	Draft & implement MoU on PSC	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓											2.5
2.8	Review proposals for TSS	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.9	Discuss with IMO and report to the WG	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.1	Define provisions	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.11	Implement TSS	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.12	Define 2 areas for hydrographic surveys	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.13	Study costs and report to the WG	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.14	Contract and execute	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.15	Define and implement the programme	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.16	Prepare TOR for study of VTMS	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.17	Consult authorities/Report to WG	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.18	Execute feasibility study	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓											2.5
2.19	Evaluate study and its financing	▓	▓																			0.5
2.2	Contract and execute	▓	▓																			0.5
2.21	Prepare TOR for study of Regional OSCP	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.22	Carry out study and report	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.23	Implement the strategy	▓	▓	▓	▓	▓	▓															1.5
2.24	Prepare TOR for MEMAC	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.25	Update its contingency plan	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓	5
2.26	Decide on its future actions	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓											2.5
2.27	Provide training	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓											2.5
	Component Average =																					**4.1**

	Living Marine Resources		
3.1	Establishment of the WGs and meetings		4.5
3.2	Standardized methods for data collection		3.5
3.3	Design and conduct Fisheries Management courses		2.5
3.4	Produce Identification Guide to LMR		3
3.5	TOR for transboundary stock assessment		1
3.6	Assess financing opportunity for 3.5		0.5
3.7	Socio-economic assessment of shark fisheries		3
3.8	Develop & implement Management Strategy for transboundary stocks		2
3.9	PA in support of 3.8		2.5
3.10	Feasibility study on regional fisheries monitoring and surveillance		1
		Component Average =	**2.4**
	Habitat and Biodiversity Conservation		
4.1	Establishment of the WGs and meetings		4.5
4.2	Conduct training on conservation issues		4
4.3	Seasonal surveys for key species		2
4.4	Develop & implement biodiversity conservation plan		2.5
4.5	Survey status of key habitats		3
4.6	Organise regional workshops		2.5
4.7	Develop Regional Habitat Conservation Plan		1
4.8	Identify control mechanism to habitat exploitation		2
4.9	Regional agreements/protocols on habitat and wildlife conservation		2
4.10	Study financing opportunties for 4.4 & 4.7		1
		Component Average =	**2.5**
	Regional Network of MPAs		
5.1	Establishment of WG and meetings		4.5
5.2	Develop Region-specific MPA guidelines		3
5.3	Develop a Regional Master Plan		4
5.4	Conduct MPA training & exchange prog.		2.5
5.5	Develop & implement site-specific MPAs		2.5
		Component Average =	**3.3**

	Task		Value
Integrated Coastal Zone Management			
6.1	Establishment of WG and meetings		3
6.2	Regional training workshops		1.5
6.3	Establishment of national working groups		2
6.4	Design model ICZM studies		2
6.5	Prepare model ICZM studies		2
6.6	Review GIS at regional level		2.5
6.7	Design regional GIS network		2
6.8	Prepare national GIS information		2.5
6.9	Prepare regional GIS information		2
		Component Average =	**2.2**
Public Awareness and Participation			
7.1	Establish WG and meetings		4
7.2	Produce & disseminate PA materials		3.5
7.3	Develop Micro-Grant Programme		3.5
7.4	Organise workshops & initiate dialogue		3
7.5	Assess & NGOs participation		3.5
		Component Average =	**3.5**
Monitoring & Evaluation of Prog. Impacts			
8.1	Define performance & progress indicators		0.5
8.2	Develop model annual report		3.5
8.3	Design a monitoring programme		0.5
8.4	Conduct regular monitoring and evaluation		2.5
		Component Average =	**1.8**

PROJECT AVERAGE =	**3.1**

ANNEX IV

EXAMPLES OF POSSIBLE DEMONSTRATION ACTIVITIES

Below are some initial examples of possible small-scale demonstration activities which would not only develop best practices for incorporation into national ICZM Plans (and a possible regional Model Plan), but would also represent concrete benefits to the countries in which these activities are selected and sited. The need for additional funding is inevitably a major consideration. It is proposed that such funding might be leveraged from co-funders, many of whom committed substantial funds to the project during its development phase but whose contributions have still to be realised. These co-funders may be willing to fund stand-alone activities of this nature with a clear beginning and an end, with a discrete workplan and with an autonomous budget that can be easily regulated and managed. These activities would need to be closely coordinated with and through the overall PERSAG project but management and financial arrangements could be effectively separate. The advantages to the project and the countries are obvious.

The project, through its STA and TAG, would develop transparent criteria for the selection process for such demonstration activities which would then be approved through the Task Force.

It should be noted that these are merely some representative examples of what could be targeted within the region. The STA will work with TAG and the Lead Specialists to define some acceptable demonstration concepts. The countries themselves can then build on these concepts by way of concrete proposals to PERSGA, PERSGA would then negotiate with other co-funders to identify and commit funding to the demonstration activities.

Example 1:   Integrated Coastal Zone Management as a model related to specific threats and root causes.

Funding could be provided to develop a specific ICZM for a specific region such as Yanbu (Saudi Arabia) where the issues are clearly focused on industrial development and related threats such as discharges, Another example might be the Gulf Of Aqaba or Gulf of Suez which seem to have nearly all sectoral elements of coastal zone management within a small area (e.g. tourism, industry, development planning, water treatment, etc) and could present good examples for a truly integrated approach within a small area.

Example 2:   Transferred benefits as sustainable approach to ICZM.

In this example, emphasis would be placed on working closely with coastal resource stakeholders to define an acceptable 'user-pays' approach. The tourism industry, for example, accrues many benefits from the coastal area, which manifest themselves as profits to this private sector. They should therefore be fairly supportive (if approached correctly) to transferring some of these benefits back into the welfare of the coastal area. Such transfer of benefits could include funding support for coastal surveys and monitoring, setting up mooring systems along reefs to avoid anchor damage, developing water treatment facilities and better laundry practices to reduce contamination, etc.

Example 3:   Wastewater management as a model, integrated approach to coastal area management.

This example could look at best practices for developing a wastewater management plan for a large urban development. It would incorporate elements of funding sources, best management practices (integrated management through stakeholders), monitoring, micro-grants for individual establishments to connect with the treatment facility, etc.

Example 4:   Fisheries stakeholder management strategy.

The aim here would be to develop an example, in an appropriate area, of self-regulation within a commercial exploitation sector such as fisheries. Funding could be provided to develop landing areas, to teach fishermen best fishing practices with the emphasis on sustainability and cost-effectiveness as well as protection of non-target species, to create simple but effective monitoring programmes within the fisheries community, and to put aside some income from fisheries toward community improvements related to poverty eradication, health and welfare.

Example 5.   Community Management of MPAs.

This example would aim to develop a model MPA through survey, selection, designation, and establishment of a management plan, to active implementation including enforcement, monitoring and public awareness. The emphasis throughout would not just be on community involvement but more specifically on empowering the community to manage the MPA, to monitor its welfare, to ensure compliance to regulations and legislation both within and outside the community. Government would effectively rescind day-to-day management responsibility to the community (who may seek NGO assistance if desired). Within this approach could be included the concept of Alternative Livelihood development with the

community switching from threatening livelihood practices such as fishing, to more sustainable and supportive practices such as tour-guides and awareness centres, etc. The revenues collected from the park could be centrally managed by the community to provide salaries for monitoring and enforcement with consideration being given to a small percentage being made available for community development and improvement.

Example 6.   Sustainable Aquaculture

Either national demonstration projects or one regional pilot programme for sustainable aquaculture could be developed as an on-the-ground 'delivery' example. This would look at integrating community needs vis-à-vis employment and nutritional requirements versus possible public-private sector investments to develop environmentally acceptable and sustainable aquaculture in relevant areas.