Food and Agriculture Organization of the United Nations

Terminal evaluation of the project "Enabling transboundary cooperation for sustainable management of the Indonesian Seas"

Project Evaluation Series
37/2024

Project Evaluation Series
37/2024

Terminal evaluation of the project "Enabling transboundary cooperation for sustainable management of the Indonesian Seas"

Project code: GCP/RAS/289/GFF
GEF ID: 5768

FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
Rome, 2024

Required citation:
FAO. 2024. *Terminal evaluation of the project "Enabling transboundary cooperation for sustainable management of the Indonesian Seas – Project code: GCP/RAS/289/GFF, GEF ID: 5768*. Project Evaluation Series, No. 37/2024. Rome.
https://doi.org/10.4060/cd2349en

Abstract

The "Enabling transboundary cooperation for sustainable management of the Indonesian Seas" project (GCP/RAS/289/GEF), funded by the Global Environment Facility (GEF) with USD 4 000 000, had a total budget of USD 29 114 000 including co-financing. The project started in June 2017 and was completed in January 2024. Indonesia and Timor-Leste were the project countries. The project had three components. The main purpose of the evaluation was to objectively assess progress for accountability purposes for the Food and Agriculture Organization of the United Nations (FAO) partners and stakeholders and to guide future investments.

The final evaluation took place between October 2023 and February 2024, and a mixed-method approach (desk review, interviews, site visits, observations and survey) was used to collect evidence. The main findings indicated that, overall, the project was designed to address strategic issues and priorities of Indonesia and Timor-Leste. This involved the blue economy. The project was relevant to national and regional strategic objectives, including those of the GEF and FAO. A key highlight of the project was the transboundary diagnostic analysis (TDA) and the development of the Strategic Action Programme (SAP) for the Indonesian Seas Large Marine Ecosystem (ISLME), which was endorsed by Indonesia and Timor-Leste. The TDA and SAP addressed environmental concerns, and the project promoted an ecosystem approach to fisheries and aquaculture.

The core of the project aimed to strengthen capacities and institutional frameworks on ecosystem approaches to fisheries and aquaculture, as well as regional and subregional cooperation for sustainable marine resources management. The project's consultative approach ensured that a wide range of stakeholders at various levels were engaged in both countries through various assessments and plan development. The project strengthened monitoring, control and surveillance (MCS) capacity to combat illegal, unreported and unregulated fishing (IUU) through stocktaking and the subsequent development of a strategic plan for the MCS. Environmental sustainability was fundamental to the project. Furthermore, project implementation benefited from FAO technical expertise, oversight and backstopping.

Overall, there is potential for sustainability. However, there is uncertainty in terms of the continuity of various project pilot activities. Besides sociopolitical risks, financial risks are likely to affect the continuity of activities and the rollout and implementation of SAP. Despite a strong government interest in and ownership of SAP, its implementation is subject to a budget commitment from the government and funding from international agencies.

Contents

Abstract ..... **iii**
Acknowledgements ..... **vii**
Abbreviations ..... **viii**
Executive summary ..... **ix**
1. Introduction **1**
1.1 Background and context of the project 1
1.2 Theory of change 3
1.3 Purpose of the evaluation 8
1.4 Intended users 8
2. Methodology **9**
2.1 Scope and objectives of the evaluation 9
2.2 Methodological design 12
2.3 Limitations 14
3. Outcomes **15**
3.1 Relevance 15
3.2 Coherence 17
3.3 Effectiveness and progress towards impact 18
3.4 Cross-cutting issues 31
3.5 Efficiency 34
4. Project implementation and execution **39**
4.1 Project design 39
5. Monitoring and evaluation **43**
5.1 Quality of monitoring and evaluation design 43
6. Sustainability **45**
7. Conclusions, recommendations and lessons learned **49**
7.1 Conclusions 49
7.2 Recommendations 51
7.3 Lessons learned 52
Bibliography **54**
Appendix 1. People interviewed **59**
Appendix 2. The GEF evaluation criteria rating table **64**
Appendix 3. The GEF rating scheme **66**
Appendix 4. The GEF co-financing table **70**
Appendix 5. Evaluation matrix **71**
Appendix 6. Results matrix **80**
Appendix 7. Theory of change **99**
Appendix 8. Glossary **100**

Box, figures and tables

Box 1. Exposure visits in 2023: Timor-Leste delegation to Indonesia 25

Figure 1. The ISLME area 3
Figure 2. Alignment to priorities (n=57) 15
Figure 3. Benefit due to participation in project activities or trainings (n=58) 30
Figure 4. Project consideration of environmental aspects (n=57) 33
Figure 5. Annual and cumulative trend of spending 35
Figure 6. Co-financing confirmed vs materialized 37

Executive summary table 1. The GEF evaluation criteria rating table xii

Table 1. Basic project information 2
Table 2. The project's theory of change 4
Table 3. Evaluation questions by the GEF criteria 10
Table 4. Summary of stakeholders consulted 13
Table 5. Government stakeholder engagement in Indonesia and Timor-Leste 28
Table 6. Examples of training activities 29
Table 7. The PEC concerns from the TDA and SAP objectives 33
Table 8. Budget and projected spending by country until 31 December 2023 36

Acknowledgements

The FAO Office of Evaluation (OED) would like to thank all those who contributed to this evaluation. Special thanks goes to Muralidharan Chavakat Manghat (Regional Coordinator, ISLME) and his team, and Rajendra Aryal (FAO Representative in Indonesia and Timor-Leste) and his team, for providing insights and facilitating the evaluation. The Evaluation Team benefited from invaluable inputs and support from government officials, donor and implementation partners and Project Task Force (PTF) members. The team is grateful to all stakeholders and beneficiaries who made time to attend the meetings and answer the evaluation questions.

The evaluation was managed by Nanae Yabuki from FAO OED. It was led by an independent consultant, Hubert Paulmer (team leader), and supported by two independent consultants, Rijal Idrus (national consultant, Indonesia) and Lusitania Lopez (national consultant, Timor-Leste). A team in FAO Indonesia provided excellent administrative support.

Abbreviations

ATSEA	Arafura and Timor Seas Ecosystem Action
BOBLME	Bay of Bengal Large Marine Ecosystem
EAA	ecosystem approach to aquaculture
EAFM	ecosystem approach to fisheries management
EBFM	ecosystem-based fisheries management
FAO	Food and Agriculture Organization of the United Nations
FMA	Fisheries Management Area
FMP	fisheries management plan
GEF	Global Environment Facility
ISLME	Indonesian Seas Large Marine Ecosystem
IUU	illegal, unreported and unregulated fishing
LME	large marine ecosystem
M&E	monitoring and evaluation
MCS	monitoring, control and surveillance
MPA	marine protected area
MTR	mid-term review
OED	Office of Evaluation
PEC	Primary Environmental Care
PIR	Programme Implementation Report
PPR	project progress report
PSMA	Agreement on Port State Measures to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing
PTF	Project Task Force
RAP	Regional Office for Asia and the Pacific
SAP	Strategic Action Programme
SDGs	Sustainable Development Goals
SILOPI	Fishing Logbook Information System
TDA	transboundary diagnostic analysis
TOC	theory of change
VMA	vessel monitoring aid

Executive summary

Introduction

1. The project, "Enabling transboundary cooperation for sustainable management of the Indonesian Seas" (GCP/RAS/289/GEF), funded by the Global Environment Facility (GEF) with USD 4 000 000, had a total budget of USD 29 114 000 including co-financing. The scope of the evaluation included all aspects of the three project components, covering the entirety of the project from July 2017 to December 2023. The evaluation covered project activities that were implemented and supported in Indonesia and Timor-Leste. It was conducted between November 2023 and February 2024. The bulk of data collection was done between 27 November and 20 December 2023.

2. The primary purpose of the evaluation was to objectively assess progress for accountability purposes for the Food and Agriculture Organization of the United Nations (FAO) partners and stakeholders and to guide future investments. The evaluation had both summative and formative aspects.

3. The evaluation criteria and questions addressed: relevance; coherence; effectiveness; progress towards impact; additionality; project partnership and stakeholder engagement; capacity development; efficiency; co-financing; project implementation and execution; monitoring and evaluation (M&E); and sustainability. The evaluation also examined gender considerations and environmental and social safeguards in project design and implementation.

4. The evaluation was undertaken in a consultative manner and included internal and external stakeholders throughout the process to ensure utilization-focused evaluation findings and recommendations. In addition, the evaluation used a mixed-method approach to ensure triangulation and the validation of data collected. Methods included a desk review (115 documents), semi-structured interviews (104 stakeholders), site visits, observations and a survey.

Main findings

5. The evaluation found that the project was aligned with and highly relevant to national, regional and global priorities. It also aligned with FAO's and the GEF's strategic objectives, priorities and initiatives. The project was relevant and a key part of the Country Programming Frameworks of both Indonesia and Timor-Leste. The project was found to be externally and internally coherent. It was well-designed and complements various ongoing interventions, including the GEF-funded projects and other international agency projects. The project was also synergistic with other FAO initiatives and interventions. Overall, it avoided duplication.

6. The project facilitated a regional agreement on transboundary threats and their root causes. It delivered an endorsed Strategic Action Programme (SAP) signed by the governments of both countries to ensure the long-term protection and sustainability of the Indonesian Seas Large Marine Ecosystem (ISLME) fisheries and marine ecosystem. Evaluation findings indicate that FAO provided support for an ecosystem approach to fisheries management (EAFM) training and the development of EAFM-based fisheries management plans (FMPs). It also supported the review of marine habitat management

and strengthened institutional and individual capacity at various levels to enable measurable capture fisheries and sustainable marine resources management.

7. Training on e-logbook use for coastal small-scale fishers, a pilot on vessel monitoring aid (VMA) use and technical assistance to improve e-logbook compatibility with the Fishing Logbook Information System (SILOPI) strengthened data collection and data management mechanisms. The project's ecosystem approach to aquaculture (EAA) pilots and training activities guided and contributed innovative opportunities and approaches for alternative livelihoods and the blue growth development of coastal communities.

8. The project strengthened monitoring, control and surveillance (MCS) capacity to: combat illegal, unreported and unregulated fishing (IUU) through stocktaking and the subsequent development of a strategic plan for the MCS; train harbour assistants and port officers in Indonesia; provide public information campaigns and technical support to become a signatory to the Agreement on Port State Measures to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing (PSMA) in Timor-Leste; and undertake bilateral cooperation.

9. The evaluation found that knowledge transfer and communications were carried out in various ways. Nonetheless, there was potential to improve and innovate for better visibility. The Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste were the primary stakeholders in consultation during the transboundary diagnostic analysis (TDA) and SAP development process, as well as in conducting studies, the EAFM assessment and the FMP development. However, the project's consultative approach ensured that a wide range of stakeholders at various levels were engaged in both countries. Strengthening institutional and individual capacities was at the core of the project. In fact, the project provided training and technical assistance to strengthen capacities and conducted a capacity needs assessment

10. The evaluation noted that gender aspects were considered in the TDA and SAP, and in various assessments, plans and pilot activities. Women's economic empowerment was considered in some pilot activities. The project was low risk. Environmental sustainability was fundamental. The TDA and SAP addressed environmental concerns, and the project promoted an ecosystem approach to fisheries and aquaculture. The project team was lean, and the project activities were completed within budget. However, the COVID-19 pandemic, key government official turnover in both countries, project staff turnover and a lengthy process to register the project in Indonesia led to three no-cost extensions. As a result, more than 60 percent of funds were utilized in the last two years alone.

11. Overall, the project was successful in mobilizing co-financing. This was largely due to the Governments of Indonesia and Timor-Leste exceeding their confirmed amounts. Despite a long gap between project design and implementation, strong stakeholder engagement at the design stage and flexibility ensure that the project remains relevant to the current governmental priorities in Indonesia and Timor-Leste. Additionally, project implementation benefited from FAO technical expertise, oversight and backstopping. Project execution faced challenges due to the complex implementation arrangements required in Indonesia. The project steering committee managed risks at a holistic level.

12. The evaluation found that the M&E design was adequate and ensured periodic tracking and reporting of the project's results. An appropriate budget was also allocated. Despite

not preparing an exit strategy, the project shows elements that are required for sustainability in terms of strengthening institutional or community capacity and contributing to an enabling environment. The FMPs are an example. However, the continuity of activities at pilot sites is not evident unless additional funding is provided. Overall, there is government interest in and ownership of the endorsed SAP, which includes the costing of various activities in the countries. Nonetheless, this is subject to the implementation of SAP, which is linked to the availability of funding from the Governments of Indonesia and Timor-Leste and international agencies.

Conclusions and recommendations

13. Overall, the project was designed to address strategic issues and priorities of the Governments of Indonesia and Timor-Leste. This involved the blue economy. Pivoting from initial delays and challenges, completing the TDA and delivering the endorsed SAP for the ISLME before the end of the project were key highlights. This also mitigated a reputational risk for FAO. Besides strengthening capacities and institutional frameworks on ecosystem approaches to fisheries and aquaculture, regional and subregional cooperation for sustainable marine resources management was key. The consultative approach to the project ensured good engagement of diverse stakeholders. However, engaging the private sector was an area for improvement going forward. Overall, there is potential for sustainability. However, there is uncertainty in terms of continuity and scaling up various project pilot activities. Beyond sociopolitical risks, financial risks are likely to affect the continuity of activities and the rollout and implementation of SAP.

14. Based on findings and conclusions, the evaluation has five recommendations.

i. FAO (Indonesia and Timor-Leste, Regional Office for Asia and the Pacific [RAP]) and the GEF: continue good stakeholder engagement and practices in SAP implementation. Use the evaluation and good practices from the project to convene and engage stakeholders (including the private sector) to reflect on progress, collectively work on critical next steps for SAP and identify the most productive resourcing options.

ii. FAO (headquarters, RAP and Indonesia and Timor-Leste), the Indonesian Ministry of Marine Affairs and Fisheries, and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste: promote SAP to mobilize funding from the GEF or other international agencies. At the same time, the national budget must be ensured for SAP activities.

iii. FAO (headquarters, RAP and Indonesia and Timor-Leste): be innovative in knowledge management and communications to reach a wider audience.

iv. FAO (Indonesia and Timor-Leste): it is a good practice to start preparing an exit strategy and sustainability plan after completion of the mid-term review (MTR) instead of towards the end of the project.

v. FAO (Indonesia and Timor-Leste), the Indonesian Ministry of Marine Affairs and Fisheries, and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste: raise awareness among government counterparts about co-financing and reporting requirements. Streamline the process.

15. Key lessons from the project that were noted during the evaluation include:

i. Good stakeholder engagement ensured input from diverse stakeholders and broader ownership for the TDA and SAP. This also ensured that various plans could be developed and that assessments could be conducted.

ii. Working with informal groups led to no accountability due to lack of common binding factors once project funding to continue project activities ended.

iii. Interministerial collaboration is required to make some of the SAP activities a success. For example, the involvement of foreign affairs departments and the coast guard can ensure a more integrated approach in the bilateral collaboration to combat the IUU and ensure the MCS. Another instance is to increase the signal strength for radio or satellite and collaborate with the Ministry of Telecommunications.

iv. Vertical collaboration among both governments and institutional mechanisms is required to reach and support small-scale fishers (for example, the Indonesian Ministry of Marine Affairs and Fisheries and provincial or district governments, or the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste and municipalities).

Executive summary table 1. The GEF evaluation criteria rating table

The GEF criteria/dimensions	Rating[i]	Summary comments
A. OUTCOMES (relevance, coherence, effectiveness and progress towards impact, efficiency)	**S**	The project contributed to the improved capacity of stakeholders. It effectively utilized transboundary ecosystem-based approaches to manage marine and coastal resources and ecosystems. It promoted responsible fishing practices. The project was highly relevant and coherent. Despite being slow in the first three years, it was effective in achieving results.
A1. Relevance	**HS**	The project aligned well with national, regional and global priorities. It also aligned with the strategic priorities of FAO and the GEF. The project contributed to several Sustainable Development Goals (SDGs). It addressed strategic issues in the fisheries sector, as well as the priorities of the Governments of Indonesia and Timor-Leste. The project was also an important catalyst to address local and community priorities through policy implementation.
A2. Coherence	**HS**	The project was complementary and synergistic to external and internal interventions. The project added value, and there was no duplication.
A3. Effectiveness	**S**	Strengthening capacities on the EAFM and the EAA in both countries and facilitating the bilateral dialogue on transboundary issues like the IUU were areas in which the project added value. In addition, the project was able to deliver the TDA and endorsed SAP before the end of the project.
A4. Efficiency	**MS**	The project had a lean team, and most of its planned activities were completed within the budget. More than 60 percent of spending happened in the last two years. The project had three no-cost extensions. The implementation in Timor-Leste was slower.
B. SUSTAINABILITY (financial, sociopolitical, institutional and governance, and environmental	**ML**	This was primarily subject to funding availability for SAP implementation. The Bay of Bengal Large Marine Ecosystem (BOBLME) and the Arafura and Timor Seas Ecosystem Action (ATSEA) SAPs were implemented, even

The GEF criteria/dimensions	Rating[i]	Summary comments
dimensions, including risks to sustainability)		after a long gap. There is the likelihood of SAP being implemented at some point in the future. The project strengthened processes and capacities at the institutional level. Individual capacities at various levels were also developed. Furthermore, the project created an enabling environment by supporting the development of the FMPs and harvest strategies. Nevertheless, activities are unlikely to continue at the pilot sites, especially for the EAA. While there is interest and commitment at the technical level, commitment may vary at the political level in terms of an ecosystem approach vis-à-vis economic production. Elections and the change of government and officials could affect governmental priorities in the future, considering the time to implement the BOBLME and the ATSEA SAPs. Besides sociopolitical risks, financial risks are likely to affect the continuity of activities and the rollout and implementation of SAP. Implementation requires funding commitment from both the Governments of Indonesia and Timor-Leste and international agencies.
C. IMPLEMENTATION	**S**	FAO provided excellent oversight, supervision and backstopping during implementation. The project was able to tap into the technical expertise of FAO.
D. EXECUTION	**S**	Despite a series of challenges, the project completed most of its planned activities and delivered an endorsed SAP.
M&E plan	**S**	The results framework of the project served as the planning and monitoring tool. The project objectives and outcome/output indicators were generally specific, measurable, achievable, relevant and time-bound.
M&E implementation	**S**	The project periodically tracked and reported through mandatory reporting formats. Gender-disaggregated data were reported as relevant.
Overall project rating	**S**	

Note: [i] See the GEF rating scheme in Appendix 3.

.

1. Introduction

1.1 Background and context of the project

1. The Food and Agriculture Organization of the United Nations (FAO) implemented the "Enabling transboundary cooperation for sustainable management of the Indonesia Seas" project (GCP/RAS/289/GEF). It targeted the Indonesian Seas Large Marine Ecosystem (ISLME). The project ended in December 2023. A terminal evaluation was undertaken, as required by the Global Environment Facility (GEF) and the FAO Office of Evaluation (OED).

2. The ISLME is a Class 1 ecosystem with high productivity. It is in the heart of the Western Indo-Pacific marine biogeographical region. Here, species richness is greater than any other location on Earth. In fact, it supports more than 500 species of reef-building corals, 2 500 species of marine fish, 47 species of mangroves and 13 species of seagrass. It also supports 10.82 percent and 0.76 percent of the world's coral reefs and seamounts, respectively. The large marine ecosystems (LMEs) are the most productive areas. Ninety percent of the world's fish catch is taken. They are known for high biodiversity. This provides important ecosystem services. The ISLME covers an approximate total of 2.13 million km^2 (213 million ha). Ninety-eight percent is in Indonesia's territorial waters, and approximately 2 percent is in the territorial waters of Timor-Leste (Figure 1).

3. The fisheries sector represents a relatively low percentage of total gross domestic product (Indonesia 3.1 percent and Timor-Leste 1.25 percent). Regardless, it contributes significantly to coastal communities and fishing families in both countries, as well as the populations of many non-coastal communities that are heavily reliant on fish as an affordable source of protein and income. Shipping is extremely important throughout the ISLME. These important socioeconomic and environmental benefits generated by marine and coastal ecosystems in the ISLME are under pressure. Climate change and threats from extreme weather events impact coastal and fishery natural resources and the livelihoods of those who depend upon them. The ISLME sits at the heart of the Indonesian and Timor-Leste archipelagic waters and faces many transboundary issues. Illegal, unreported and unregulated fishing (IUU), including significant transboundary fishing, is a serious threat to fishery resources and the coastal environment. This undermines the functioning of the ISLME's vital ecosystems.

4. The project was designed to strengthen regional cooperation and support the effective and sustainable management of the ISLME (Box 1). The project aimed to play a catalytic role in addressing transboundary concerns. It did so by helping Indonesia and Timor-Leste restore and sustain coastal and marine fish stocks and the associated biodiversity through the collaborative development and subsequent implementation of the Strategic Action Programme (SAP). The SAP is a comprehensive roadmap. It was created through research, in-depth analysis and extensive consultations with various stakeholders. It embodies a shared vision for a future where many coastal area inhabitants depend on a maintained ecological balance, sustainable marine habitats, prosperous livelihoods, thriving economies and improved social welfare. The SAP builds a robust foundation for addressing priority actions to resolve transboundary environmental issues (SAP ISLME, 2023).

Table 1. Basic project information

Project title	Enabling transboundary cooperation for sustainable management of the Indonesian Seas
Recipient countries	Indonesia and Timor-Leste
Project symbol	GCP/RAS/289/GFF
Resource partner	The GEF
FAO project ID	628979
The GEF/Least Developed Countries Fund/Special Climate Change Fund project ID	5768
Executing partner(s)	Indonesian Ministry of Marine Affairs and Fisheries Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste
Start date	20 July 2017 Actual start of work: 2018 Actual implementation start: 2019
End date	31 December 2023 Extension proposed and granted at the second project steering committee meeting
Mid-term review (MTR)	June 2021
The GEF focal area/Least Developed Countries Fund/Special Climate Change Fund	International waters
The GEF/Least Developed Countries Fund/Special Climate Change Fund strategic objectives	International waters 1
Financing plan - The GEF/Least Developed Countries Fund/Special Climate Change Fund allocation - Co-financing - Total budget	 USD 4 000 000 USD 25 114 000 USD 29 114 000

Source: FAO and GEF. 2016. *Enabling transboundary cooperation for sustainable management of the Indonesian Seas – Project document*. Rome.

5. The project, covering Indonesia and Timor-Leste, was executed in close consultation with the respective governments and other partner institutions. The project was led by the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste. The three components of the project involved:

   i. identifying and addressing threats to the marine environment, including unsustainable fisheries;

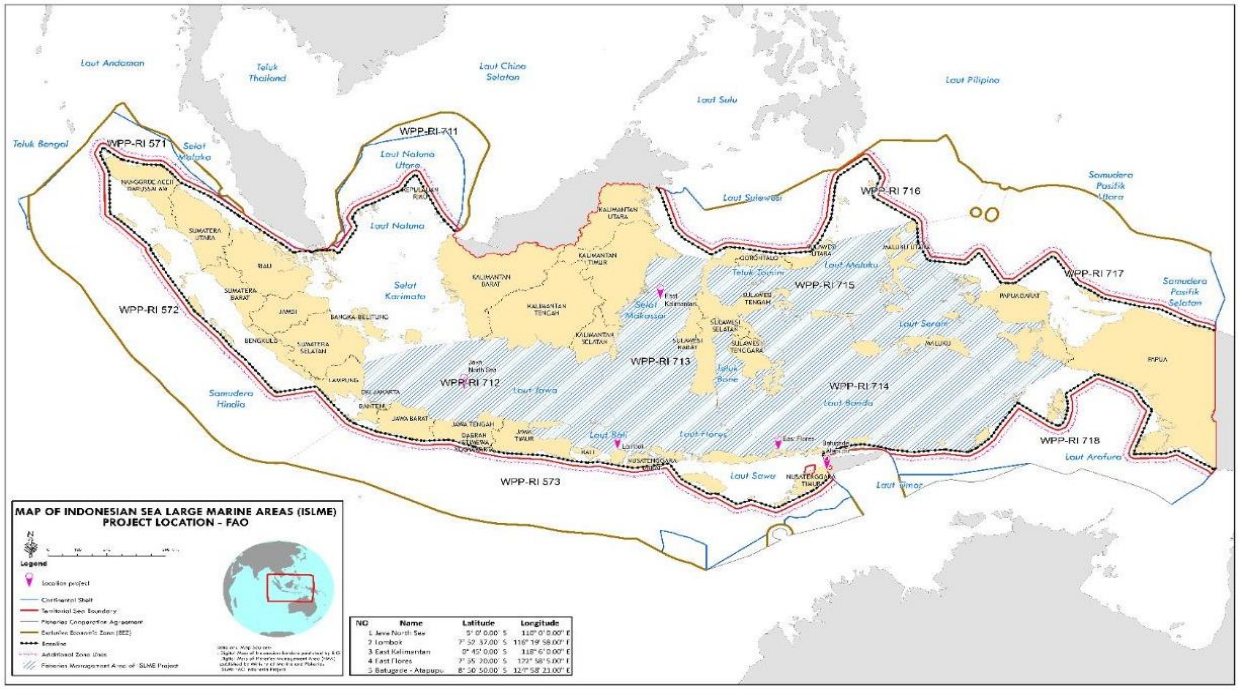
   ii. strengthening the ecosystem approach to fisheries management (EAFM) and ecosystem-based fisheries management (EBFM) capacity for regional and subregional cooperation in marine resources management, including the EAFM and the EBFM pilots; and

   iii. information and knowledge sharing through coordination with regional information networks, the monitoring of project impact, and the dissemination and exchange of information.

6. The project's geographical area broadly covered the Fisheries Management Areas (FMAs) of 712, 713, 714 and 715, and part of 573, as designated by Indonesia, along with the

northern waters of Timor-Leste. The project covered the entire area under the ISLME (Figure 1).

Figure 1. The ISLME area



Source: FAO and GEF. 2016. *Enabling transboundary cooperation for sustainable management of the Indonesian Seas – Project document*. Rome. Map conforms to United Nations. 2004. Map of Indonesia. https://www.un.org/geospatial/content/indonesiaTheory of change

7. The theory of change (TOC) was not developed for the project during the preparation phase. However, it was constructed during the 2021 mid-term review (MTR) using information from the project document. The TOC constructed at the MTR (Appendix 7) was found to be appropriate for the terminal evaluation. However, a simplified TOC based on the MTR version is presented in Table 2 for easier readability.

Table 2. The project's theory of change

OUTPUTS	OUTCOMES	IMPACT
OT1.1.1 Transboundary threats to marine resources and ecosystems and their root causes are identified.	OC1.1 Regional agreement on the transboundary threats and their root cause to the marine environment (including fisheries) in the ISLME.	Improved capacities of stakeholders within the ISLEM to effectively utilize transboundary ecosystem-based approaches to the management of marine and coastal resources and ecosystems and strengthened resilience of coastal communities within the ISLME through promotion of responsible fishing practices and livelihood enhancement and diversification, contributing to food security and poverty reduction.
OT1.1.2 An ecosystem valuation analysis is undertaken, and the benefits and services derived from the marine ecosystems are assessed and valued.		
OT1.1.3 Significant socio-economic drivers and trends that create environmental pressure on ecosystem resources and services in the ISLME region are assessed.		
OT1.1.4 The governance and institutional structures, including stakeholders relevant to the management of fisheries and the ISLME, are in place.		
OT1.1.5 The PSC accepts and adopts a regional TDA incorporating an analysis of the key transboundary issues (including potential climate change), root causes, governance, and stakeholders.		
OT1.2.1 The vision and ecosystem quality objectives for the ISLME, together with the institutional arrangements for cooperation on monitoring and managing natural marine resources in the ISLME, are developed.	OC1.2 An agreed and endorsed SAP to ensure the long-term institutional and financial sustainability of the ISLME fisheries and marine ecosystem signed off by the appropriate ministers in both countries	
OT1.2.2 Management actions and priorities to mitigate identified transboundary issues at the local, national and regional levels are agreed upon.		
OT1.2.3 Inter-intra-Ministerial Working Groups to advise on coordination and institutional arrangements established. Financial and institutional requirements to support and sustain the SAP are identified, and a sustainable financing plan is developed.		
OT1.2.4 The SAP for ISLME is completed and endorsed by the Governments of Indonesia and Timor-Leste.		

OUTPUTS	OUTCOMES	IMPACT
OT2.1.1 One national capacity assessment of relevant institutions needed for fisheries and coastal natural resource management in pilot areas.	OC2.1 Ecosystem Approaches to Fisheries Management (EAFM) and Ecosystem-Based Management (EBM) utilized for sustainable marine management.	
OT2.1.2 Two training courses for 30 Govt. staff and four local training organizations to develop to conduct fisheries management planning consistent with EAFM and within a broader EBM framework.		
OT2.1.3 Strengthened capacities in EBM (multisectoral planning) and EAFM planning are developed through two national pilots at the province level and the creation of 6 EAFM-based fisheries management plans at the site level.		
OT2.1.4 Mainstreaming of capacity development in EBM, EAFM and EAA through curriculum development and adoption of existing training courses in two national universities or training colleges.		
OT2.1.5 Two national reviews of habitat enhancement for fisheries, including artificial reef development, are developed, and policy advice is provided through one regional workshop.		
OT2.2.1 Training of province-level units in two national pilot sites provides institutional support to strengthen capacity to combat IUU fishing and the unsustainable use of coastal natural resources at the provincial level.	OC2.2 Regional and national governance of fisheries and natural resource management (including legal and institutional frameworks) strengthened.	
OT2.2.2 Four training courses in capacity building in Port State Controls for fishing vessels target 40 national and provincial fishery officers and 40 private sector port/fishing company representatives.		
OT2.2.3 Improved capacity of fisher in combatting IUU fishing.		
OT2.2.4 Improved use of e-logbook or logbook by small-scale fishers (<10 GT) and implementation of capture fisheries logbook for small-scale fisheries (<10GT).		
OT2.3.1 Existing unsustainable aquaculture practices are identified in 4 provincial pilots, and solutions for mitigation of environmental impacts are developed through EAA planning workshops.	OC.2.3 Environmental threats from poorly planned aquaculture development are mitigated through the	

OUTPUTS	OUTCOMES	IMPACT
	development of advisory and planning tools and communicated to the aquaculture industry and provincial planning bodies in the ISLME.	
OT2.3.2 Training in planning sustainable aquaculture development provided to 30 provincial officers and private sector producers through EAA; creation of 5 EAA-based aquaculture management plans at the site level.		
OT2.4.1 Regional stocktaking of successful lessons of other initiatives in the ISLME for prospective or alternative livelihood (including responsibly managed aquaculture).	OC2.4 Development policies are guided to support innovative opportunities for alternative livelihoods and blue growth development of coastal communities, especially those dependent upon fishing for their livelihoods.	
OT2.4.2 Policy advice for sustainable small-scale fisheries building on the draft VGSSF SE Asia Action Plan is developed and communicated		
OT2.4.3 Identification and communication of options to reduce the vulnerability of coastal communities in pilot areas to climate variation.		
OT2.4.4 Capacity building in gender mainstreaming for alternative livelihoods undertaken in 4 provinces targeting 30 government representatives of women's groups, the private sector, and NGOs.		
OT2.4.5 Improved management of fishing ports for plastic and marine debris.		
OT2.5.1 Four pilot fishery management plans developed and applied to the management of regional/subregional fishing areas (stocks).	OC2.5 Pilot projects demonstrate improved approaches for fisheries and aquaculture management.	
OT2.5.2 Four pilot plans for aquaculture development and management in provinces where aquaculture has strong potential to contribute to blue growth.		
OT2.5.3 Existing habitat enhancements, including artificial reef sites, are evaluated and are subject to management improvement plans developed.		

OUTPUTS	OUTCOMES	IMPACT
OT3.1.1 Improved monitoring and reporting of IUU and sustainable fishing issues in the ISLME support cooperation with neighbouring LMEs and countries to combat IUU fishing.	OC3.1 Strengthened cooperation between fisheries, marine sciences and natural resource monitoring networks to contribute to ecosystem-based approaches to ISLME management	
OT3.1.2 Coastal environmental remote sensing data generated by initiatives and projects in the ISLME regional I used to monitor threats to fisheries and coastal resources and inform the planning of pilot activities.		
OT3.1.3 Institutional linking provides oceanographic information relating to large-scale processes and climate variability to inform the TDA and inform the planning of pilot activities.		
OT3.2.1 Project monitoring mechanism established and implemented.	OC3.2 Regional ISLME knowledge platform developed to share information between stakeholders.	
OT3.2.2 Communication and information management systems were established for the overall ISLME project, as well as the TDA and SAP.		
OT3.2.3 Policy communication, developed and communicated to national stakeholders (based on outputs delivered under project Component 2).		
OT3.2.4 Information sharing with other LMEs in the region and the Regional LME Caucus.		
OT3.2.5 1% of the GEF project is allocated to regional and global knowledge sharing via cooperation with IW: LEARN Programme, the UNDP (LME/MPA/ICM Governance) and other initiatives.		

Source: FAO and GEF. 2016. *Enabling transboundary cooperation for sustainable management of the Indonesian Seas – Project document*. Rome.

1.2 Purpose of the evaluation

8. The evaluation's main purpose was to objectively assess progress for accountability purposes for FAO partners and stakeholders and to guide future investments. The evaluation had both summative and formative aspects. The summative aspect was in capturing and documenting the progress to date through this investment, with an understanding that context and plans may have changed over time. The formative part of the evaluation provided FAO and stakeholders with evidence on what may be the most productive approaches to this sector in the future for Indonesia and Timor-Leste and, more widely, of interest to FAO and the governments.

1.3 Intended users

9. The primary intended users of the project evaluation include FAO personnel (the GEF Coordination Unit, the GEF project formulators, FAO Representative, Assistant FAO Representative, Lead Technical Officer, other FAO Technical Officers and FAO OED) and other stakeholders that would be expected to consider the findings and outcomes of the evaluation and even use these to account for the investments and shape future initiatives in this sector. Other stakeholders intended as primary users include key government ministries (Indonesian Ministry of Marine Affairs and Fisheries and Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste), the GEF operational focal points in Indonesia and Timor-Leste, provincial and district fisheries offices in the respective countries, and donors and partners (for example, the GEF, WorldFish, Wildlife Conservation Society and Commonwealth Scientific and Industrial Research).

10. Secondary users of the evaluation may include communities or women's groups involved in the project, as well as local officials, other donors, academia, networks and sectoral experts.

2. Methodology

2.1 Scope and objectives of the evaluation

11. The objectives of the evaluation were to:

    i. examine the extent to which the project achieved its stated objectives and outcomes to date and the contribution to the global environmental benefits;

    ii. provide an assessment of the project's performance and achievements on gender and vulnerable or targeted groups, and the implementation of planned project activities and planned outputs against actual results;

    iii. determine the likelihood of the results being sustained due to contributions from the project's interventions, and the contribution of tools and investments made by the project towards that end;

    iv. understand the critical enablers and barriers to achieving the results for future, similar investments; and

    v. synthesize lessons learned that may help in the design and implementation of future FAO and FAO–GEF-related initiatives in this sector or the region, and inform replication and scalability considerations.

12. The scope of the evaluation includes all aspects of the three project components. It covers the project's entirety, from July 2017 to December 2023. The evaluation focused on activities implemented in Indonesia and Timor-Leste in FMAs 712, 713, 714, and 573 of Indonesia, and the pilot sites along the north coast of Timor-Leste. The evaluation engaged with a sample of informants drawn from the key stakeholder groups in consultation with the project team.

13. Table 3 provides a snapshot of the evaluation criteria and questions that were guided by the GEF terminal evaluation guidelines (GEF, 2017). The questions provided in the terms of reference were rearranged to better address various criteria. A few duplicate questions were deleted. Some criteria required a rating as per the GEF Evaluation Office (GEF, 2017). Definitions were used as per the GEF evaluation policy (GEF, 2019a).

Table 3. Evaluation questions by the GEF criteria

Criteria	Dimensions	Evaluation questions
Outcome	*Relevance*	1a. To what extent are the project outcomes congruent with the GEF focal areas/operational programme strategies (in this case, the international waters strategic objective country and regional priorities, and the FAO Country Programming Framework)? 1b. Has there been any change in the relevance of the project since its design, such as new national policies, plans or programmes that affect the relevance of the project's objectives and goals? 1c. If so, were there any changes made to the project to make it more relevant? 1d. What results (outcomes) of the project contribute to achieving goals at the national, regional and global levels?
	Coherence[i]	Covered by a question under efficiency (3c)
	Effectiveness	2a. To what extent were the project objectives achieved, and were there any unintended results? 2b. To what extent did the project deliver in terms of intended outputs and outcomes? 2c. To what extent can the attainment of results be attributed to the GEF-funded component? 2d. Are there any barriers or other risks that may prevent future progress towards and achievement of the project's long-term objectives?
	Progress towards impact (not to be rated)	9a. To what extent may any discernible progress/results towards long-term impact be attributed to the project (including programming and policy areas)? 9b. What existing or potential barriers or other risks can be identified that may prevent long-term impact? 9c. What can be done to increase the likelihood of positive impacts from the project?
	Additionality (not rated)	11a. What can be concluded on the added value of project interventions compared to the alternatives?
	Project partnership and stakeholder engagement	5d. Stakeholder engagement 5da) To what extent were stakeholders, such as government agencies, civil society and the community, including Indigenous Peoples (relevance, considering this is a facilitating and planning project), involved in project formulation and implementation? 5db) What was the effect of their involvement or non-involvement on project results? Did the project learn from other stakeholders and incorporate such lessons in its work? 5dc) How do the various stakeholder groups see their own engagement with the project? 5dd) What mechanisms were in place for stakeholder involvement (including grievance receiving and addressing), and what could have been done better? 5de) What are the strengths and challenges of the project's partnerships?
	Capacity development (not rated)[i]	Covered by questions under effectiveness (2a, 2b, 2c, 2d)
	Cross-cutting issues	<u>Environment and social safeguards</u> 6a. Were other actors – civil society, Indigenous Peoples or the private sector – involved in project design or implementation, and what was the effect on project results?

Criteria	Dimensions	Evaluation questions
		6b. To what extent were environmental and social concerns taken into consideration in the design and implementation of the project? 6c. Was the project implemented in a way to ensure that the environmental and social safeguards mitigation plan (if one exists) was adhered to? 6d. Is there any evidence of setting direction for environmental stress reduction (e.g. in direct threats to biodiversity) or environmental status change (i.e. an improvement in the populations of target species) to reflect global environmental benefits, or any change in policy, legal or regulatory frameworks? <u>Gender</u> 7a. To what extent were gender considerations taken into account in designing and implementing the project? 7b. Was the project designed and implemented in a manner that ensures gender-equitable participation and benefits? 7c. To what extent was gender integrated into the project's objectives and results framework? Did the project have gender-disaggregated targets and indicators?
	Efficiency	3a. To what extent was the project implemented efficiently and cost-effectively? 3b. To what extent was project management able to adapt to any changing conditions to improve the efficiency of project implementation? What were the changes or adaptations made to improve project implementation/delivery? 3c. To what extent did the project build on existing agreements, initiatives, data sources, synergies and complementarities with other projects or partnerships and avoid the duplication of similar activities by other groups and initiatives?
	Co-financing (not rated)	8a. What were the financial management challenges of the project? 8b. To what extent was the pledged co-financing delivered? 8c. Has any additional leveraged co-financing been provided since implementation? 8d. How did any shortfall in co-financing or unexpected additional funding affect the project's results?
Project implementation and execution	*Implementation*	5a. Project design 5aa) Was the project design appropriate for delivering the expected outcomes? 5ab) To what extent were the project's objectives and components clear, practical and feasible within the allowed time frame? 5c. Project implementation 5ca) To what extent did FAO deliver oversight, supervision and backstopping (technical, administrative and operational) during project identification, formulation, approval, start-up and execution?
	Execution	5b. Project execution 5ba) To what extent did the executing agency effectively discharge its role and responsibilities in managing and administering the project? 5bb) What were the main challenges in terms of project management and administration? 5bc) How well have risks been identified and managed?
Monitoring and evaluation (M&E)	*M&E design*	5f. M&E 5fa) Was the project's M&E system practical and sufficient? What could have been done better/differently?
	M&E implementation	5fb) Did the M&E system operate as per the M&E plan? 5fc) Was information gathered in a systematic manner, using appropriate methodologies?

Criteria	Dimensions	Evaluation questions
		5fd) To what extent was information generated by the M&E system during project implementation used to adapt and improve project planning and execution and learning, achieve outcomes and ensure sustainability?
Sustainability		4a. What is the likelihood that the project results will continue to be useful or remain even after the end of the project? 4b. What key risks could affect the sustainability of the project's benefits? Consider financial, socioeconomic, institutional, governance and environmental aspects. 4c. Did the project develop an appropriate exit strategy?
Other dimensions to be assessed/ addressed (not rated)	*Communications, knowledge management* (Stocking *et al.*, 2018) *and knowledge products*	5e. Communications 5ea) How effective was the project in communicating and promoting its key messages and results to partners, stakeholders and the general public? What could have been done better/differently? 5eb) To what extent are the communications products and activities likely to support the sustainability and scaling up of the project's results? Knowledge management 10a. How did the project assess, document and share its results, lessons learned and experiences?

Note: [i] The report addresses coherence and capacity development in separate sections.

Source: Modified and adapted from FAO. [2023]. *Enabling transboundary cooperation for sustainable management of the Indonesian Seas – Terms of reference*. Rome.

14. The evaluation was conducted between November 2023 and February 2024. The bulk of the data collection was done between 27 November and 20 December 2023. The international team leader undertook missions in Indonesia from 27 November to 4 December 2023 and Timor-Leste from 5 to 9 December 2023. The national consultants continued further data collection in their respective countries until 20 December 2023. The Evaluation Team had an international team leader and one national consultant each in Indonesia and Timor-Leste. The evaluation was managed by an FAO OED Evaluation Manager.

2.2 Methodological design

15. The evaluation used mixed methods as a best practice to ensure the triangulation and validation of data from different sources. Various methods to enhance the credibility of findings, conclusions and recommendations were used. Both qualitative and quantitative data were gathered from primary and secondary sources. Evidence was obtained through a combination of the following methods to address the evaluation criteria and questions, as detailed in the evaluation matrix (Appendix 5).

16. Desk review: a comprehensive review of documents was undertaken during the evaluation. This started at the inception phase and continued into the data collection and analysis phase. Documents reviewed include: the Project Identification Form; the project document; the project inception report; six-monthly project progress reports (PPRs); annual Programme Implementation Reports (PIRs) from the GEF; financial reports; letter of agreement arrangements; contribution details on co-financing; the execution agreement; project steering committee, Project Task Force (PTF) and other meeting minutes; back-to-office reports from the PTF and the project team; FAO and the GEF policy and relevant

corporate documents; the GEF tracking tools; and the MTR report and management response.

17. Semi-structured interviews: interviews were carried out to get perspectives and insights on relevance, effectiveness, sustainability, efficiency and impact, in addition to factors affecting performance, knowledge management and lessons learned. Questions were adapted as appropriate to different internal and external stakeholders. Group interviews were conducted. In-person interviews were conducted during the missions to Indonesia and Timor-Leste. The national consultants continued to carry out in-person and virtual interviews as required at the provincial and district levels. FAO personnel members in Rome and Bangkok, as well as external stakeholders in Jakarta, were interviewed virtually by the team leader. A total of 104 stakeholders (75 men and 29 women) were consulted (Table 4 and Appendix 1). Categories of stakeholders consulted during the evaluation were:

i. the project team, plus the regional coordinator and National Project Officers;
ii. FAO personnel, including the FAO Representative, the Assistant FAO Representative, the Lead Technical Officer and relevant personnel at the GEF Coordination Unit in Bangkok;
iii. government ministry representatives and their relevant Directorates in Indonesia and Timor-Leste;
iv. provincial and district officials in the project areas of Indonesia and Timor-Leste;
v. operational focal points for the GEF in both countries;
vi. communities participating in the project;
vii. universities and research organizations;
viii. other development partners (World Bank, Asian Development Bank); and
ix. others, such as non-governmental organizations and the private sector, as relevant.

Table 4. Summary of stakeholders consulted

	Men	Women	Total
FAO personnel	8	5	13
Government stakeholders, **Indonesia**	29	6	35
Other external stakeholders, **Indonesia**	18	14	32
Government stakeholders, **Timor-Leste**	9	3	12
Other external stakeholders, **Timor-Leste**	11	1	12
Total	**75** (72%)	**29** (28%)	**104** (100%)

Source: Compiled from Appendix 1.

18. Site visits: a sample of pilot sites in both countries were selected in consultation with the project's regional coordinator. Criteria used to select the sites were primarily the logistics and feasibility to meet stakeholders within the time frame. In Timor-Leste, sites with completed and incomplete activities were chosen. In Indonesia, all pilot sites had completed project activities, including the sampled sites. Site visits in Indonesia included Indramayu, Cirebon and Lombok. In Timor-Leste, the field visit was to Metinaro. The evaluation's team leader and national consultant conducted the mission from 27 November to 2 December 2023 in Indonesia and from 5 to 9 December 2023 in Timor-Leste. The national consultant later carried out other site visits. During the site visits

(27 November to 16 December 2023), discussions were held with community members who benefited from the project and with local authorities.

19. Semi-structured observations: these were carried out to highlight before and after changes in activities, behaviours, practices and systems. They were done during site visits and complemented other information that had been gathered through other methods.

20. Survey: the evaluation designed and implemented an online survey to gather information from a greater number of government officials and relevant stakeholders in Indonesia and Timor-Leste. The survey was launched on 12 December 2023 and closed on 31 December 2023. At total of 58 responses were received, all from Indonesia (response rate of 27.6 percent, 58/210). The survey links were distributed by the project team. The survey increased the representation of voices from a wider range of stakeholders, including federal and provincial government officials, international non-governmental organizations, community organizations, research institutions and universities, and the private sector. The survey collected information on relevance, sustainability, stakeholder engagement and capacity development.

2.3 Limitations

21. Time constraints were viewed as a major risk to this evaluation. The Evaluation Team planned a consultation with the regional coordinator to scope and sample optimally without compromising quality. This included a careful sampling of site visits. National consultants collected data from the provinces and districts, as well as virtually for communities and project sites that could not be visited within the time frame. The geographical spread of pilots and other activities, particularly in Indonesia, proved to be a challenge in terms of visiting during the time frame.

22. The mission was planned for the last week of November and the first week of December due to the holiday season of Christmas and New Year's. The national consultants continued data collection in Indonesia and Timor-Leste throughout December. The evaluation's team leader covered other virtual interviews.

23. Overall, the Evaluation Team remained flexible and coped with the constraints. They conducted the evaluation with support from FAO OED, the regional coordinator, and the FAO team in Indonesia and Timor-Leste.

3. Outcomes

3.1 Relevance

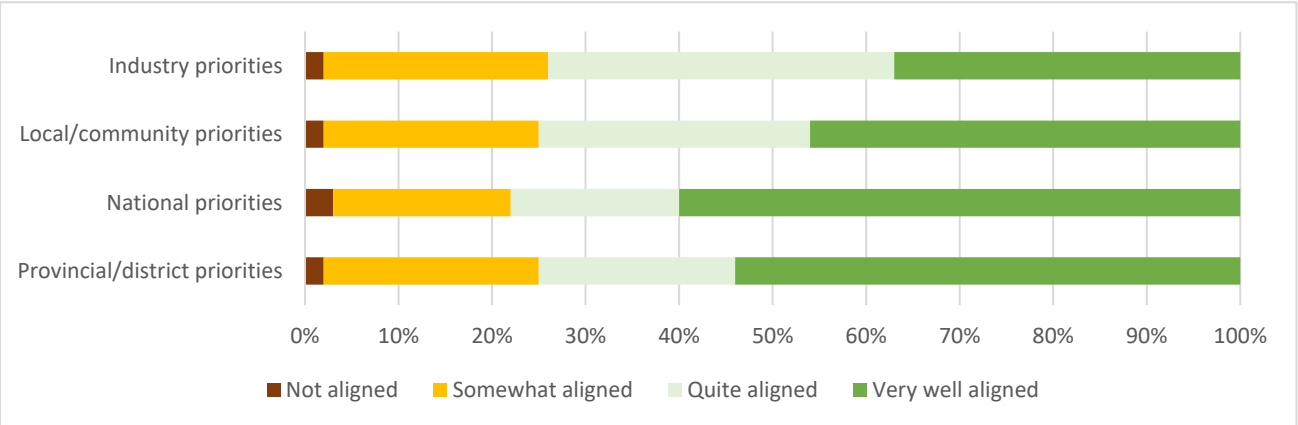
Finding 1. The project aligned with and was highly relevant to national, regional and global priorities.

24. The desk review and discussions with various stakeholders highlighted the catalytic role played by the project to address transboundary concerns. The project did so by assisting the Governments of Indonesia and Timor-Leste to restore and sustain coastal and marine fish stocks and the associated biodiversity. It also helped them to support community livelihoods and improve coordination. In fact, the project was designed to address strategic issues and priorities among both governments.

25. The project aligned to the strategic priority and blue economy Development Framework for Indonesia's Economic Transformation. The framework charts the path towards fulfilling the mandate of Indonesia's 2005–2025 Long-term National Development Plan and Indonesia's 2020–2024 National Medium-term Development Plan, emphasizing the need for good ocean management to achieve sustainable development. The project aligned to national development goals and policies, as reflected in the priority programmes outlined in the Indonesian Ministry of Marine Affairs and Fisheries 2020–2024 Strategic Plan to increase the proportion of catch within the set biological sustainable limit and expand marine protected areas (MPAs). This targeted 10 percent of the marine area under the MPAs by 2030, and 30 percent by 2045.

26. The evaluation's survey responses mirrored discussions from the semi-structured interviews. Given the scope of the project, a higher proportion of respondents indicated that the project was very well aligned to national priorities (60 percent) and provincial and district priorities (54 percent). However, overall, three-fourths of the respondents indicated that the project was quite aligned or very well aligned to priorities at various levels: national priorities (77 percent); provincial and district priorities (75 percent); local and community priorities (75 percent); and industry priorities (74 percent) (Figure 2).

Figure 2. Alignment to priorities (n=57)



Source: FAO. 2023. *GCP/RAS/286/GFF survey, terminal evaluation.*

27. The project also aligned well and was relevant to Timor-Leste's focus on the blue economy, as well as the 2011–2030 Timor-Leste Strategic Development Plan (The Democratic Republic of Timor-Leste, 2011).

28. The Sustainable Development Goals (SDGs) were not established during project design. However, the evaluation noted that the project contributed to SDG 1 (No Poverty); SDG 2 (Zero Hunger); SDG 5 (Gender Equality); SDG 8 (Decent Work and Economic Growth); SDG 12 (Responsible Production and Consumption); SDG 13 (Climate Action); SDG 14 (Life Below Water); SDG 16 (Peace, Justice and Strong Institutions); and SDG 17 (Partnerships).

Finding 2. The project aligned well to FAO and the GEF strategic objectives, priorities and initiatives. The project was relevant to and a key part of the Country Programming Frameworks of both countries.

29. The project aligned well with and was relevant to FAO priorities, programmes and initiatives. The project aligned with and contributed to FAO Strategic Objective 1 (contribute to the eradication of hunger, food insecurity and malnutrition) and Strategic Objective 2 (make agriculture, forestry and fisheries more productive and sustainable). Furthermore, the project aligned with and was relevant to the four betters of the FAO Strategic Framework 2022–2031 (FAO, 2021a), especially better production and better environment. These aspects aimed to: ensure sustainable consumption and production patterns through efficient and inclusive food and agriculture supply chains at the local, regional and global levels; and ensure resilient and sustainable agrifood systems in a changing climate and environment.

30. The project also aligned to FAO's Regional Priority Areas A and C and the regional blue growth initiative. This aimed to achieve a more sustainable use of natural resources, strengthen governance over the use of natural resources, and ensure livelihoods and that the use of marine resources contributes to both human and environmental well-being (PPR from July to December 2023).

31. Additionally, the project aligned and was relevant to the Country Programming Frameworks of both Indonesia (2016–2020) and Timor-Leste (2015–2019). The project remains pertinent and aligned to Indonesia's Country Programming Framework, particularly Priority Outcome 2 (sustainable intensification for crop production and the improved management of forests and fisheries resources) and Priority Outcome 4 (improvement of the policy environment and strengthened partnerships in agriculture, fisheries and forestry for food security and nutrition [FAO and Government of Indonesia, 2016]). The project also aligned with Timor-Leste's Country Programming Framework, particularly Priority Area 4 (support to small-holder fishing and aquaculture households to become more resilient in the face of climate change, and sustainably improve their livelihoods and free themselves from hunger and malnutrition [FAO and the Democratic Republic of Timor-Leste, 2014]).

32. The transboundary diagnostic analysis (TDA) and SAP approach used in the project is seen as a collaborative process. In fact, it has proven to be a major strategic planning tool for the GEF international waters projects over the last 16 years. The project aligned with the GEF international waters approach and Strategy Objective 1 to catalyse the sustainable management of transboundary waters.

33. Overall, the relevance rating is highly satisfactory. The project aligned well to national, regional and global priorities. It also aligned to the strategic priorities of FAO and the GEF. Further, it contributed to several of the SDGs. The project addressed strategic issues in the fisheries sector and the governmental priorities of Indonesia and Timor-Leste. It also served as an important catalyst to address local and community priorities through policy implementation.

3.2 Coherence

Finding 3. The project was externally and internally coherent. It was well-designed and complementary to various ongoing interventions, including the GEF-funded projects and other international agency projects. The project was synergistic with other FAO initiatives and interventions. Overall, it avoided duplication.

34. The project complemented and was synergistic with ongoing projects from the GEF in Indonesia and Timor-Leste: Management of Indonesian and Timor-Leste Transboundary Watersheds (GEF 10679), implemented by Conservation International; Coral Reef Rescue: Resilient Coral Reefs, Resilient Communities (GEF 10575), implemented by the United States of America Chapter of the World Wildlife Fund; and IKAN Adapt: Strengthening the Adaptive Capacity, Resilience and Biodiversity Conservation Ability of Fisheries and Aquaculture-dependent Livelihoods in Timor-Leste (GEF 10181), implemented by FAO. These projects focus on the adjacent geographic scope and area and strengthen capacity and on-the-ground action in fisheries and MPA management, as well as climate change and resilience for communities. The project also complemented the second phase of the GEF-funded regional LME project, Arafura and Timor Seas Ecosystem Action (ATSEA). ATSEA-2 is the implementation of the ATSEA SAP and involves Indonesia, Timor-Leste, Papua New Guinea and Australia in the Arafura and Timor Seas region (ATSEA, 2020).

35. Furthermore, the project complemented the United States Agency for International Development's Sustainable Ecosystems Advanced project in Indonesia that focused on FMA 715 (USAID Indonesia, 2016) and the Accelerating Aquaculture Development Activity project in Timor-Leste (USAID, 2022). The project was synergistic with the World Bank's recent Oceans for Prosperity Project in Indonesia that aimed to enhance the sustainable management of select MPAs and coral reef fisheries, as well as improve access to economic opportunities for local communities in the target areas (World Bank, 2024).

36. In Indonesia, discussions with development partners, like members from the National Blue Agenda Actions Partnership, showed that the project's results and activities were coherent with and useful to their initiative (UN Indonesia, 2022). FAO is part of blue food and blue health in the aforementioned agenda.

37. The project was also pertinent to FAO's Blue Transformation – Roadmap for 2022–2030 (FAO, 2022), which is a vision for FAO's work on aquatic food systems. The roadmap aligned to FAO's 2021 Declaration for Sustainable Fisheries and Aquaculture of the Committee on Fisheries (FAO, 2021b).

38. Furthermore, discussions with the Indonesian Ministry of Marine Affairs and Fisheries highlighted that FAO was preferred due to its technical expertise on this project. Discussions highlighted that FAO's technical units provided assistance on various aspects to several divisions and units of the Indonesian Ministry of Marine Affairs and Fisheries and supported through small grants like the Technical Cooperation Programme. Also,

government officials were involved with many FAO committees and subcommittees like the fisheries committee and reported that FAO's work supported the concerns of the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste. The project was also synergistic with the thematic areas of the IUU and the Agreement on Port State Measures to Prevent, Deter and Eliminate Illegal, Unreported and Unregulated Fishing (PSMA). It was also coherent and synergistic to the FAO Code of Conduct for Responsible Fisheries (FAO, 1995), the Voluntary Guidelines for Catch Documentation Schemes adopted by the 40th FAO Conference (FAO, 2017a) and the United Nations Fish Stocks Agreement (UN, 2024), which came into force in 2001.

39. The coherence rating is highly satisfactory. The project was complementary to and synergistic with external and internal interventions. The project added value, and there was no duplication.

3.3 Effectiveness and progress towards impact

Identifying and addressing transboundary threats to sustainability

Finding 4. The project facilitated a regional agreement on transboundary threats and their root causes. It delivered an endorsed SAP signed by both countries to ensure long-term protection and sustainability of the ISLME fisheries.

40. The development of the TDA and SAP was at the core of the project. Indeed, this outcome is highlighted. The TDA is a scientific and technical fact-finding analysis used to prioritize the relative importance of transboundary water issues and their causes. The SAP is a negotiated policy document that identifies the policy and institutional reforms and actions needed to address priority transboundary issues. Prior to the project, there was an inadequate understanding of transboundary processes and impact. In fact, there was no shared vision, cooperation or coordinated institutional arrangements between the two countries for the ISLME (project document, p. 40).

41. The project's TDA development process ensured strong engagement of stakeholders at various levels. The project commissioned two thematic studies for each country. These covered: oceanography, marine environment and ecosystems, and ecosystem status and impacts; fisheries and aquaculture (resources, production, impacts and trends); socioeconomics, livelihoods and gender; and governance, legal frameworks and institutions. The studies were followed by an economic valuation of the ecosystem services and a causal chain analysis. The causal chain analysis led to identifying five Primary Environmental Care (PEC) concerns (Table 7). In addition to the studies, research and analysis, the TDA process had multiple national and regional consultations. This involved a validation meeting to discuss key points on the evolving TDA document. Furthermore, the project created a national scientific advisory group and a panel of national technical experts and key stakeholders in both countries. This aimed to review and provide inputs on studies and analyses during the TDA development process, as well as the TDA draft. The TDA's drafting team identified the impacts, immediate causes, underlying causes and the root cause for each of the five PEC concerns. The final version of the TDA was completed in June 2023 and approved at the fifth project steering committee meeting in December 2023.

42. The TDA was the foundational document to prepare the SAP. Towards the end of the TDA process, which was initiated in 2019 but completed in 2023, the steps to develop the SAP

were initiated due to the limited time frame of four months to complete it (vis-à-vis eight months). The delays were caused by the initial TDA and SAP consultant, the non-delivery of the required outputs and the COVID-19 pandemic. Nevertheless, a participatory approach was used to develop the SAP, and this included national workshops, consultations and regional-level meetings to get feedback and inputs. The SAP development process started in 2023, and the final revisions to SAP were completed in October 2023. The SAP objectives linked to the five PEC concerns (Table 7). The SAP was initially approved in principle during the fifth project steering committee meeting on 4 December 2023 and was endorsed and signed by the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste on 16 January 2024. The SAP signatories were the Acting Director General of Capture Fisheries (Indonesian Ministry of Marine Affairs and Fisheries) and the Director General of Fisheries, Aquaculture and Marine Resources (PARM) of the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste. The signing was witnessed by the Minister from the Indonesian Ministry of Marine Affairs and Fisheries and the Secretary of Fisheries from the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste.

Vision of SAP – ISLME

"*Sustainable fisheries and healthy oceans in the ISLME region that provide ecosystem benefits for long-term prosperity of the communities.*"

43. The SAP included national action plans and was costed. Overall, SAP envisaged 63 activities for Indonesia, 25 for Timor-Leste and 97 common activities for both countries at a total cost of USD 48.9 million over a period of five years. The stakeholders in Indonesia and Timor-Leste appreciated and were satisfied with both the content and delivery of the endorsed SAP before the end of the project. The endorsement by the countries was seen as a commitment to bilateral cooperation and SAP implementation.

44. Furthermore, an SAP developed for the ISLME envisages interministerial and intraministerial collaboration between Indonesia and Timor-Leste through the proposed governance structure for SAP implementation. Overall, the positive environmental benefits will take time.

Strengthening capacities on an ecosystem approach to fisheries and aquaculture, and regional and subregional cooperation in marine resources management

Finding 5. The EAFM training, the development of EAFM-based plans and the review of marine habitat management strengthened institutional and individual capacity at various levels. This enabled measurable capture fisheries and sustainable marine resources management.

45. The Indonesian Ministry of Marine Affairs and Fisheries endorsed the EAFM. The approach was noted to be relatively new as it was introduced about ten years ago. While there was no EAFM-specific legislation in Indonesia, several laws and policies provided support for the guiding principles of the EAFM. Indeed, the practical application of the EAFM at the local level is still in the early stages. Indonesia has been implementing the EAFM in an incremental manner over the last decade through various projects and programmes, often with technical assistance and support from academics, international agencies and organizations. In fact, Indonesian universities already have the EAFM curriculum. The project supported the Indonesian Ministry of Marine Affairs and Fisheries in carrying out the capacity needs assessment for fisheries management institutions. It conducted the EAFM assessment of lobster fisheries in FMA 573, mud crab in FMA 713, snapper and

grouper in FMAs 712 and 713, and blue swimming crab in FMA 712. Furthermore, the project developed and updated the modules for a training of trainers for planning officers on EAFM planning and implementation.

46. In Timor-Leste, the EAFM was even newer compared to Indonesia. Regarding the capacity needs assessment for the EAFM, the project conducted a training on EAFM in 2019 for participants (26) from relevant government institutions, non-governmental organizations and academia, and a training of trainers for eight selected sites. The project is also working with the Oriental University of Timor-Leste and the National University of East Timor to develop an EAFM for the undergraduate level. The project also supported the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste in boat marking and providing fishing inspector identification cards. The marking of boats was done to facilitate licensing and identify illegal fishing vessels. In addition, based on a scoping study done on fisheries management in three pilot areas in Timor-Leste, draft EAFM plans were developed for them by the project.

47. The fisheries management plans (FMPs) are mandated by Indonesian Government regulation: No. 27 of 2021 on the Implementation of the Marine and Fisheries Sector, Article 41 (The Republic of Indonesia, 2021). The project reviewed and updated the FMPs for FMAs 712, 713, 714 and 573. However, it was noted that the final documents have not been enacted in the form of a ministerial decree. The project also reviewed and updated the FMP for a species: lemuru. The project developed new FMPs for mud crab (FMAs 712 and 714) and lobster (FMA 573). The Indonesian Ministry of Marine Affairs and Fisheries reported the intention to use the FMPs developed by the project as the benchmark or model to develop and update the FMPs in other FMAs not covered by the project. There are 11 FMAs in Indonesia. Four of them were covered under the project.

48. The project assisted the Indonesian Ministry of Marine Affairs and Fisheries in strengthening of the harvest strategies for blue swimming crab, snapper and grouper through a series of expert and stakeholder consultations based on scientific data. The project also supported the Indonesian Ministry of Marine Affairs and Fisheries in the national launch of harvest strategies of blue swimming crab, snapper and grouper.

49. The project was also instrumental in supporting the Indonesian Ministry of Marine Affairs and Fisheries with stakeholder consultations to develop a snapper and grouper harvest strategy for FMA 713. It was highlighted that the harvest strategy for snapper and grouper at FMA 713 was very critical in the framework of sustainable fisheries management. The preparation of harvest strategies was also mandated by regulations in Indonesia. The process of harvest strategy formulation was based on the Directorate General of Capture Fisheries Regulation No. 17/2017.

50. The review and preliminary assessment on the north coast of Timor-Leste was facilitated by the project in 2022. This is expected to be used as a basis for the development of new MPAs or the sustainable development of marine and coastal resources in the country, particularly on the north coast. Additionally, in Timor-Leste, the project collaborated with the Coral Triangle Center to develop an outline for establishing the Metinaro MPA. In 2021, the project conducted a scoping study of the potential for sustainable fisheries management and EAFM on the north coast in two districts, Bobonaro and Metinaro/Dili in Timor-Leste.

51. The project also conducted reviews of marine habitat management in Indonesia (FMA 714) and Timor-Leste (north coast). It was noted that the EAFM assessment formed the foundation for the development of evidence-based FMPs and harvest strategies.

Finding 6. Training on the e-logbook use for coastal small-scale fishers, pilot on the vessel monitoring aid (VMA) and technical assistance to improve e-logbook compatibility with the Fishing Logbook Information System (SILOPI) strengthened data collection and management mechanisms.

52. An e-logbook was introduced to Indonesia in 2014. This was done prior to the project. The Indonesian Ministry of Marine Affairs and Fisheries Ministerial Decree No. 48/2014 (Minister of Marine Affairs and Fisheries, 2014) refers to the logbook as a landing declaration by captain or a statement about fishing activities conducted and catch landed. The regulation only requires logbooks for fisheries with vessels equal to and above 5 gross tonnage (GT). Small-scale fisheries with boats below 5 GT are expected to be compliant. Also, there is no sanction mechanism for vessels sized below 30 GT. However, implementation of the e-logbook by coastal small-scale fishers was quite low. Based on data from the Indonesian Ministry of Marine Affairs and Fisheries, only 1 percent of the 6 930 users were fishers operating <5 GT vessels. This grew to 2 percent of the 7 970 users in 2022 and 2.27 percent of the 9 475 total users in 2023. A key challenge for the low uptake was that small-scale fishers lacked appropriate and affordable equipment (Android-based smartphone) or a data plan. It was noted that many fisher households may have only one smartphone. In 2019, the project supported the Indonesian Ministry of Marine Affairs and Fisheries (Directorate of Fisheries Resources Management of the Directorate General of Capture Fisheries) to develop the User Guidelines for the Capture Fisheries E-logbook (Ministry of Marine Affairs and Fisheries, 2014; 2023a; 2023b). Upon request of the Indonesian Ministry of Marine Affairs and Fisheries, the project, in collaboration with Destructive Fishing Watch Indonesia, facilitated the implementation of a capture fisheries e-logbook and training activities on e-logbook use for coastal and small-scale fishers at six pilot sites (Cirebon, Cilacap, Indramayu Lamongan, Pati and Probolinggo) among 226 participants (186 men and 40 women). Data from the project indicated that there was a marginal increase in the number of vessels reporting e-logbook use. Among other challenges, limited regional participation in supporting the implementation of the e-logbook at fishing ports managed by local governments was seen as a hindering factor for e-logbook implementation. Another challenge in scaling up was that the regionally managed fishing ports lacked facilities, equipment, internet connection and human resources. The e-logbook outreach at fishery ports managed by the central government was noted to be good. The Evaluation Team visited the Cirebon fishing port and the facilities managed by the Indonesian Ministry of Marine Affairs and Fisheries. Also, there was no sanction mechanism for vessels below 30 GT, for which permits are given by region.

53. In 2022, the project, in collaboration with Padjadjaran University, implemented a pilot to improve the capacity of small-scale fishers through the VMA for vessels under 30 GT. Capacity building was carried out at three locations: Cirebon; Indramayu; and Lebak. At each location, the VMAs were given to 20 boats, and a total of 40 fishers were trained (two people per boat; one boat owner plus one skipper or crew member) at each location. Sixty VMAs were given, and 120 fishers were trained (all men). The capacity building included training to use the VMA, technical assistance and mentoring. The university was available and approachable to provide clarifications after the training and created a WhatsApp group. It was also highlighted that the university involved students on fishing trips at sea alongside the fishers to observe and provide tips on VMA use. Through discussions with

fishers, the evaluation highlighted 50 percent less time to search for fish during fishing trips. This helped to save on fuel. In time, the savings helped them to better maintain the vessels. A moderate increase in the average catch per trip was also reported. Here, no data were available to triangulate. Some challenges include the lack of signal for VMA use after 7 nautical miles. Although small-scale fishers can go fish at up to 12 nautical miles, most fishers could use only some available aspects from the VMA. Further, VMA data were not integrated into the Indonesian Ministry of Marine Affairs and Fisheries and the SILOPI systems. It was also the first time that these fishers used a VMA.

54. In 2023, the project provided technical assistance to improve the capacity of the Indonesian Ministry of Marine Affairs and Fisheries e-logbook compatibility with SILOPI and other applications or devices to support fisheries management. The technical assistance identified and addressed issues within the e-logbook and the SILOPI system so that it could align with Indonesia's transition to a quota-based fisheries management system: Government Regulation No. 11 of 2023 on Quota-based Sustainable Fisheries (The Republic of Indonesia, 2023). The project laid the groundwork for expanded compatibility. Connecting with other platforms could enable the potential tracking of fishing activities, the cross-verification of data, and a more effective monitoring and management of fishing quotas. Moving forward, the e-logbook and the VMA will be fundamental to quota-based fishing. The project also provided technical support to strengthen fisheries and coastal resources monitoring by enhancing the Indonesian Ministry of Marine Affairs and Fisheries data system dashboard.

55. The project supported the strengthening of blue swimming crab data collection in a continuous and sustainable manner for harvest control at three pilot areas in Indonesia in the Pati, Pemalang and Rembang regencies. It was highlighted that this activity also facilitated the development of a blue swimming crab harvest strategy, particularly FMA 712.

56. The project provided support to the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste in boat marking and providing fishing inspector identification cards.

Finding 7. The project's ecosystem approach to aquaculture (EAA) pilots and training activities guided and contributed innovative opportunities and approaches for alternative livelihoods and the blue growth development of coastal communities.

57. Indonesia had developed guidelines for the EAA. Therefore, the project supported the Indonesian Ministry of Marine Affairs and Fisheries to strengthen the process and move it to pilot-level activities.

58. The pilot on community-based integrated multi-trophic aquaculture systems in the Central Lombok and East Lombok Districts of the West Nusa Tenggara Province (FMA 573) was implemented in collaboration with the Directorate General of Aquaculture, the Indonesian Ministry of Marine Affairs and Fisheries, and the Learning Centre of Mataram University in April 2022 and February 2023. On-the-job training was held at both sites for 31 seaweed farmers (16 men and 15 women). The concept of integrated multi-trophic aquaculture systems was introduced for the first time in Indonesia. In fact, it is viewed as a blue growth innovation that increases the biomass of fish culture. At the same time, it reduces the potential of high nutrient aquaculture residues entering the water column (Report on integrated multi-trophic aquaculture systems). The pilot involved cultivation activities of more than one type of biota, using four biotas, namely: abalone; silver pompano; lobster;

and seaweed. The pilot indicated that the groups increased their income. There are challenges, however, in implementing which ones need to be addressed to ensure success, replication and more significant impact. Some of the challenges noted from the review of project documents and discussions with the Indonesian Ministry of Marine Affairs and Fisheries and community stakeholders include the high cost of feed and seed availability in terms of quality and quantity. In the case of lobster, the survival rate was only 80 percent (against the >90 percent). The issue of group dynamics and a gap in communications between group leaders and members was also reported. Discussions also highlighted the time needed to gain social acceptance of the new concept of integrated multi-trophic aquaculture systems and work together as a group.

59. An EAA-based seaweed pilot was implemented in Seriwe Bay, East Lombok in West Nusa Tenggara Province with World Wildlife Fund Indonesia. Seaweed farming in Seriwe Bay was established in 1987 and is still practiced. An EAA pre-assessment was done in 2021, and an assessment was done in 2022 to understand the extent of adoption of the EAA principles due to various pilot activities, including training for 62 seaweed farmers.

60. A three-day EAA training was conducted in August 2023. It was attended by participants from provinces, regencies and city marine and fisheries offices, as well as aquaculture centres throughout Indonesia. A total of 345 participants (184 men and 161 women) attended the training. The training was reported to be effective by the pre- and post-evaluations of the training and during discussions.

61. In 2021, the project supported the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste in conducting a scoping study on coastal aquaculture in Batugade, Beacou and Metinaro. Also, in 2020, the project supported the survey on the marine fisheries resources and environment in the territorial waters and exclusive economic zone of Timor-Leste (north coast). It was undertaken by the Thai Department of Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste to understand the stock, biomass, species, composition, distribution and catch rate. It also studied the characteristics of fish species, oceanography and hydrobiological factors to ensure sustainable management in the area.

62. During the evaluation in Timor-Leste, the pilots on seaweed farming had not started due to various bureaucratic and process delays. The project received approval from the government towards the end of December 2023.

63. Women's groups at two seaside and fishing centre-linked pilot sites, Beacou and Metinaro, were trained by gender experts from the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste to produce diversified seaweed products like candy, sweets and brownies. The recipe was provided by the Research and Development Department of the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste. The products had a market and targeted schoolchildren. Stakeholders viewed the activity as a success. However, lessons learned include the need to register groups that are committed to the activity, the availability of seaweed (no centralized market) and women not taking this production process on as a continuous commercial activity. Women's groups at three pilot sites (Beacou, Batugade and Saniri) were trained on diversified post-harvest fishery products like dried fish and fish balls as an alternative livelihood. Despite an interest to keep going, the lack of group coordination after the project limited continuity.

64. In 2022, a sea cucumber pilot was completed in Metinaro by ten fishers (all men) on a total area of less than 1 ha. Sea cucumber growth was new to Timor-Leste and faced challenges, including limited technical knowledge in the country. A full cycle could not be completed due to damage by wind and tides. Lessons learned include the need for regular availability and the supply of better quality equipment, such as stronger nets and iron dividers to protect against tides, and the availability of fingerlings for growers.

65. The project supported the drafting of an aquaculture decree in Timor-Leste and is in the process of translating it so that it can be approved at the Council of Ministers.

Finding 8. The project strengthened monitoring, control and surveillance (MCS) capacity to combat the IUU. It did so through: stocktaking and the subsequent development of a strategic MCS plan; the training of port master assistants and officers in Indonesia; the development of public information campaigns and provision of technical support to become a signatory to PSMA in Timor-Leste; and bilateral cooperation.

66. The IUU not only affects the livelihoods of fishers but also poses a major challenge to the government's effort to promote and implement quota-based fishing.

67. The project supported the Indonesian Ministry of Marine Affairs and Fisheries in stocktaking of the MCS in FMAs 712, 713, 714 and 573 to strengthen institutional capacity, boost measurable fisheries and combat the IUU at the provincial level. Subsequently, the stocktaking report was the basis to develop the roadmap (strategic plan) for the MCS at the four FMAs (712, 713, 714 and 573). This served as a reference for planning and mitigating the issues related to the IUU at the FMAs and for supporting the Indonesian Ministry of Marine Affairs and Fisheries in measurable fisheries.

68. The project supported a training course for port master assistants and officers on the MCS. In Indonesia, a national coordination meeting was held to develop alignment surveillance mechanisms that combat the IUU and improve fisheries regulation compliance at FMA 713. Also in Indonesia, the project facilitated a fisheries management council meeting for FMAs 573 and 713 on quota-based sustainable fisheries in Lombok, West Nusa Tenggara.

69. For the MCS in Timor-Leste, the project supported the Ministry of Agriculture, Livestock, Fisheries and Forestry in conducting a 2021 public information campaign on the IUU and safety at sea for the north coast in six municipalities: Baucau; Bobonaro; Dili; Liquiçá; Lospalos; and Manatuto. This involved 12 fishing centres, so 2 centres in each municipality. The local authorities participated alongside local fishers. Discussions with government officials and fishers indicated that the campaigns increased awareness and were appreciated. This also provided an opportunity for fishers to share their experiences, concerns and suggestions. Among other disseminated materials, the project also developed a pamphlet for fishers to use as reference in identifying endangered or threatened species during their fishing activities. The Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste reported a reduction – largely a rough estimate by sight. There was no quantitative number, but rather a qualitative estimate of more or less. It also stated that there had been no systematic approach, including a baseline, to start monitoring a reduction in endangered or threatened species in the catch. Overall, discussions with the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste highlighted a lack of equipment. In fact, vessels were noted as a key impediment to the MCS.

70. The project provided technical support to Timor-Leste in signing the PSMA to combat the IUU. The project facilitated the translation of the PSMA guidelines to ensure better use and understanding in the country. The project also supported Timor-Leste through a regional plan of action. The regional plan of action promoted responsible fishing practices to combat the IUU. It was endorsed as a regional commitment by Ministers from 11 countries who were responsible for the fisheries sector, including Indonesia and Timor-Leste.

71. The project supported the bilateral meeting between Indonesia and Timor-Leste to discuss transboundary fisheries, marine ecosystems and the IUU. The first preparatory meeting in Indonesia for the bilateral meeting was held in 2019. A two-day bilateral meeting between Indonesia and Timor-Leste was held in Bogor, Indonesia in September 2023. The gap between the two meetings was attributed to the COVID-19 pandemic. Delegates at the 2023 bilateral meeting came out with recommendations for actions to be taken. A memorandum of understanding is also being finalized. Each country held national focus group discussions before each bilateral meeting in 2019 and 2023. It was noted that the project was a catalyst. Before these meetings, the two countries had not met bilaterally. Both Indonesia and Timor-Leste had discussed these issues with other countries during a regional plan of action meeting, but not bilaterally. During the bilateral discussions, the need for a law to mandate interministerial and other agency involvement was underscored. The project supported bilateral cooperation between Indonesia and Timor-Leste to improve the monitoring and reporting of the IUU and unsustainable fishing issues in the ISLME.

Facilitating knowledge transfer through regional networks and forums

Finding 9. Knowledge transfer and communications were carried out through a variety of ways. Nonetheless, there was potential for improvement and innovation so that better visibility could be achieved.

72. In 2023, the project organized an exposure visit for Timor-Leste officials to Indonesia as part of South–South knowledge sharing and learning. Besides site visits (Box 1), the Timor-Leste officials attended sessions that highlighted lessons learned from EAFM implementation, the e-logbook, quota-based fishing, FMP development and implementation, and harvest strategies.

Box 1. Exposure visits in 2023: Timor-Leste delegation to Indonesia

- Visit to pilot site on integrated multi-trophic aquaculture systems in Central Lombok, West Nusa Tenggara
- Visit to the seaweed aquaculture pilot site (with the EAA) in Seriwe Bay, East Lombok
- Visit to the Nizam Zachman oceanic fishing port (North Jakarta) to discuss port management implementation of the PSMA to end the IUU
- Visit to the Karangantu archipelagic fishing port in Banten

Source: Elaborated by the Evaluation Team.

73. Stakeholders also appreciated and benefited from knowledge exchange during the project steering committee meetings and through the national project steering committee. In particular, officials from Timor-Leste learned from Indonesia. The national scientific advisory groups also contributed to knowledge exchange and sharing during the input process for SAP development, providing them with a macro picture.

74. The project developed a communications strategy in 2019. The ISLME project website (FAO, 2023) was created in 2023. It featured various project reports, newsletters and policy briefs. Although the website was updated by project closure, it was noted that the project was

dependent on FAO headquarters to do so. This was a challenge as it was one of many websites that FAO headquarters had to update. The project team, however, was able to track website visitor information. Further, the project produced eight newsletters during its lifetime: March and December 2020; June and December 2021; June and December 2022; and June and December 2023 (FAO, 2023). The newsletters were circulated by email to key stakeholders and through the GEF's International Waters Learning Exchange and Resource Network. However, readership and secondary circulation were noted be limited during various discussions. The project produced three policy briefs. Two were in 2022 and one was in 2024 on: improving vertical and horizontal governmental collaboration as a key element in strengthening fishery surveillance in the ISLME (August 2022); a policy summary on a capacity needs assessment and a gap analysis to support the Indonesian Ministry of Marine Affairs and Fisheries in its advanced fisher village programme in the ISLME (October 2022); and a technical plan for the MPA to support fisheries management in FMA 714 (January 2024). The policy briefs were developed based on project outputs and distributed among primary stakeholders. There were delays in the publication of reports and briefs as they had to meet FAO requirements. Therefore, all project output reports may not be on the project's website. Also, the project developed communications and knowledge products like brochures and videos. The videos addressed boat registration, the IUU, blue swimming crab harvest strategies, and the TDA and SAP. Discussions highlighted that most of the knowledge products were only in English and not in local languages for wider update and use.

75. In terms of visibility, the project had a social media presence on X, formerly Twitter. The project also received print coverage on various occasions throughout its life cycle. However, key national stakeholders highlighted the need for a better social media presence to disseminate and generate awareness of the project among a wider audience, including younger demographics. In addition, project information was available on the International Waters Learning Exchange and Resource Network website.

76. Survey results show that 63 percent of respondents indicated that communications (newsletters, policy briefs, brochures and social media) and project visibility were adequate. Another 23 percent indicated that it was only somewhat adequate. At the same time, 83 percent of respondents indicated that they were highly satisfied (21 percent) or satisfied (62 percent) with the project's knowledge sharing.

77. The endorsement of SAP by both countries was a project highlight. This final project event was attended by more than 100 stakeholders from the Indonesian Ministry of Marine Affairs and Fisheries units and directorates, provincial districts and local governments from Indonesia, a delegation from Timor-Leste, academics and partners. It was covered by several local media outlets. The evaluation noted links to at least 21 media articles.

Additionality

78. On whether or not the ISLME activities would have happened in both countries without the project's interventions, it is likely that the activities would have happened in Indonesia but not necessarily during the project's time frame. Capacities and development in Indonesia could have enabled taking it on over a period of time. However, in Timor-Leste, limited capacities and development progress made the probability of the project's activities being undertaken lower over a longer period of time. Timor-Leste, which is classified by the World Bank as a low-income country, would also require resources and support from

development partners and international agencies to undertake new initiatives like the TDA and SAP. Although many other projects undertake complementary activities, this initiative was the only one mandated to undertake the TDA and develop SAP. Also, the FMPs developed by the project are being used as a model for other FMAs not covered by the project.

79. The project supported the drafting of an aquaculture decree in Timor-Leste. The draft decree is in the process of being translated and approved. The decree will be approved at the Council of Ministers. This was not initially a planned activity of the project. Nonetheless, the project was flexible in supporting the government when needed.

80. The project ensured that the developed TDA and SAP aligned with the GEF's LME concept to make it comparable. The development and endorsement of SAP is expected to bring additional funding from the GEF and other development partners to complement respective government activities – without which the project would not have grown to scale as planned over the next five to ten years.

Project partnerships and stakeholder engagement

Finding 10. The Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste were the primary stakeholders in consultations during the TDA and SAP development process and in conducting studies, the EAFM assessment and FMP development. The project's consultative approach also ensured that a wide range of stakeholders at various levels were engaged in both countries.

81. The primary stakeholders were the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste. The project collaborated with stakeholders from various departments and directorates from both ministries. While stakeholder engagement from both was viewed as active and good, the degree of such engagement beyond them varied at the national level. The Indonesian Ministry of National Development Planning was not directly involved in the project and did not participate in the TDA and SAP process. Nevertheless, they were aware of the activities and how the project helped Indonesia. They participated in the final project steering committee meeting. The GEF operational focal points in both countries were involved in the TDA and SAP process, attended the national project steering committee meeting and were involved in monitoring. They did not, however, have the opportunity to visit the pilot sites. Strong government stakeholder engagement ensured government ownership and institutional support, especially from the project's executing partners: the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste (Table 5).

Table 5. Government stakeholder engagement in Indonesia and Timor-Leste

Indonesia	Timor-Leste
Indonesian Ministry of Marine Affairs and Fisheries - Directorate of Fisheries Resources Management - Directorate of Fisheries Surveillance - Directorate of Seedling of Brackish Water - Directorate of Aquaculture Area and Fish Health - Directorate of Marine Biodiversity and Conservation - Planning Bureau - Foreign Cooperation Bureau Coordinating Ministry of Maritime Affairs and Investment Ministry of Environment and Forestry - The GEF operational focal point Ministry of National Development Planning	Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste - Department for Fisheries Management - Department for Aquaculture - Department of Fisheries Inspection Ministry of Tourism and Environment - The GEF operational focal point

Source: Compiled by the Evaluation Team.

82. The project engaged with various universities in Indonesia. For example, the TDA and SAP were developed by a gender-balanced team from Padjadjaran University in 2023. This was done after the initial consultant hired by the project did not deliver the TDA and SAP product as required, even after three years. The project also partnered with Padjadjaran University to train the fishers on the use of VMA devices, and with Mataram University on the community-based integrated multi-trophic aquaculture systems pilot and the EAFM assessment of lobster fisheries. Other universities in Indonesia that were engaged in various scoping studies and assessments include IPB University, Lambung Mangkurat University and Hasanuddin University. Partnerships with university learning centres in Indonesia also strengthened the organizations. This was seen as a good model to not only tap into the knowledge and expertise of academics in the country but also involve students. In fact, academics from the Oriental University of Timor-Leste and National University of East Timor conducted various studies.

83. The project established a national scientific advisory group in both countries as part of the TDA and SAP process. This involved academics, experts, government officials and other relevant stakeholders in reviewing the products. Research institutions like the National Research and Innovation Agency helped to develop the TDA and SAP. The project engaged and consulted with appropriate stakeholders in the development of various FMP and EAFM plans. The national scientific advisory group may not continue as such after the project. However, several members are likely to be part of the new governance and coordination structures for the implementation of SAP.

84. Furthermore, the project involved officers from the Indonesian Ministry of Marine Affairs and Fisheries at the provincial and district levels and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste at the municipality level for pilot sites and areas where assessments and studies were conducted. Local and community leaders were also consulted on various project activities. At the community level, the direct beneficiaries were fishers and women through pilot site activities and training.

85. Private sector engagement was primarily through fisher associations (mud crab entrepreneur associations and the Indonesian Blue Swimming Crab Association). Furthermore, private sector involvement was noted on marine debris collection with Yayasan GOT BAG and for the MCS studies with the Ocean Solutions Initiative. It was important to get private sector perspectives for a practical and realistic understanding. This

is because fishing and aquaculture activities are carried out by private sector operators. In fact, they were consulted in the preparation of various studies.

86. Most survey respondents (88 percent) view that relevant partners and stakeholders were involved in the project. Another 9 percent view that relevant partners and stakeholders were only somewhat involved in the project.

Capacity development

Finding 11. Strengthening institutional and individual capacities was at the project's core. The project provided training and technical assistance to do so. It also conducted a capacity needs assessment.

87. Besides several trainings, the project conducted a capacity needs assessment and a gap analysis to support the Indonesian Ministry of Marine Affairs and Fisheries. Table 6 presents training activity examples to strengthen capacities.

Table 6. Examples of training activities

Name of training	Dates of training[i]	Number of participants[ii]
Indonesia		
Basic port management training for harbour master assistants at fishing ports	From 11 to 16 July 2023	22
EAA training (345 total: 184 males and 161 females)	From 9 to 11 August 2023	Online: 283 (143 males and 140 females) In-person: 62 (41 males and 21 females)
Improving the capacity of small-scale fisheries through VMA use for <30 GT boats at Cirebon, Indramayu and Lebak	From 26 August to 26 December 2022	153 (141 males and 13 females)
Training to strengthen the capacity of small-scale fishery organizations (lobster fisher groups) in Lombok, FMA 574	From 17 to 21 October 2022	82 (74 males and eight females)
Training and education for fishery supervisors/inspectors, FMA 712, 713 and 573	From 26 September to 1 October 2022	30 (26 males and four females)
Training on standard operating procedures for seaweed cultivation, Seriwe Bay	From 30 to 31 July 2021	62
EAFM advanced training for EAFM planning, training of trainers	From 23 to 30 November 2020	25
E-logbook training for small-scale fishers at six locations	From 15 September to 17 December 2019	226 (186 males and 40 females)
Timor-Leste		
Training on seaweed processing for women at two pilot sites, Beacou and Metinaro	October 2022	30 females
Training, designing and fabricating fishing technology: bottom longline in Metinaro, Hera Beto Tasi and Bidau Santana	From 14 to 16 September 2022	57 (47 males and ten females)
Public information campaign on MCS at 12 fishing centres, 2 fishing centres in six municipalities	From 19 July to 5 August 2021	328 (310 males and 18 females)
Essential EAFM	From 25 November to 2 December 2019	26 (16 males and ten females)
EAFM training of trainers	From 3 to 4 December 2019	Eight (six males and two females)

Notes: [i] At multisite locations, this indicates the first day of training at the first location and the last day of training at the last location.
[ii] Some participants responded to the survey or participated in key informant interviews.

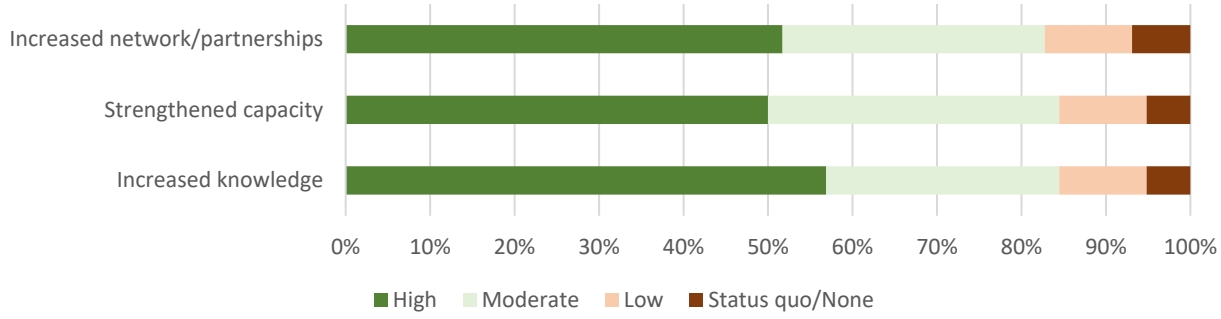
Source: Compiled from various project reports.

88. In addition to the training sessions and workshops, the project provided technical assistance to improve the capacity of the Indonesian Ministry of Marine Affairs and Fisheries e-logbook compatibility with other possible device applications for fisheries management. It also supported the development of User Guidelines for the Capture Fisheries E-logbook (Ministry of Marine Affairs and Fisheries, 2014; 2023a; 2023b), and provided technical support to strengthen fisheries and coastal resources monitoring by enhancing the Indonesian Ministry of Marine Affairs and Fisheries data system.

89. Furthermore, the project did a capacity needs assessment and a gap analysis to support the Indonesian Ministry of Marine Affairs and Fisheries advanced fisher village programme. This involved a gender-inclusive approach, especially among the 13 villages in the project area. In Timor-Leste, the project conducted a capacity needs assessment on relevant institutions that are needed for fisheries and coastal natural resources management. The project also worked with two universities in Timor-Leste to incorporate the EAFM curriculum into undergraduate programmes.

90. Overall, results from the evaluation's survey indicate that participation in the project activities and trainings strengthened capacities (84 percent, 50 percent as high and 34 percent as moderate) and increased knowledge (85 percent, 57 percent as high and 28 percent as moderate), either individually or organizationally (Figure 3). Further, 83 percent of respondents indicated that participation in the project's activities and trainings helped to increase networks and partnerships (52 percent as high and 31 percent as moderate). The survey reflects discussions during key informant interviews or focus group discussions. Many respondents were government officials at the national, provincial and district levels. However, there were also respondents from community organizations, universities and the private sector.

Figure 3. Benefit due to participation in project activities or trainings (n=58)



Source: FAO. 2023. *GCP/RAS/289/GFF survey, terminal evaluation.*

Progress towards impact

91. The project contributed to an agreed upon and endorsed SAP with a national action plan. In addition, the project's activities boosted EAFM and EEA activities and strengthened capacities in both countries. These initial steps should be seen as progress towards the long-term impact of sustainable and responsible fishing practices. Indeed, it involves livelihood enhancement and diversification, which contributes to food security and poverty eradication.

92. In this regard, SAP implementation is critical in realizing the impact. Besides mobilizing funds (government and international agencies), continued government ownership and political will are also critical in progress towards impact.

93. Overall, of the 84.3 percent of survey respondents, 63.2 percent were satisfied and 21.1 percent were highly satisfied with the project and its activities. Another 12.3 percent were somewhat satisfied. This mirrored reflections during discussions with different key stakeholders at various levels in the country (national, provincial and municipality officials, and other stakeholders at the community level).

94. Effectiveness overall, in terms of achieving objectives and the intended results, was satisfactory. The project's activities aligned with government priorities and integrated with their plans. Strengthening the EAFM and the EAA capacities in both countries and facilitating bilateral dialogue on transboundary issues like the IUU were areas in which the project added value. In addition, the project was able to deliver the TDA and endorsed SAP before the end of the project.

3.4 Cross-cutting issues

Gender

95. Women are key in contributing to fishing community economies. They play an important role in the post-harvest processing and marketing of fishery products. In the case of seaweed culture, they are key in production and a target group for the adoption and sustainability of alternative livelihoods. A review of documents and discussions with stakeholders in Indonesia and Timor-Leste highlighted that FAO and the project recognized the existing differences between men and women in roles, responsibilities, access and opportunities in the fisheries sector.

Finding 12. Gender aspects were taken into account in the TDA and SAP, and in various assessments, plans and pilot activities. Women's economic empowerment was considered in some pilot activities.

96. The project did not do a detailed gender analysis during its life cycle. However, a brief gender analysis was done within the studies of the TDA process for Indonesia and Timor-Leste. A gender specialist was part of the team to address gender perspectives in the development of SAP. Both the TDA and SAP focused on gender equality. The team that drafted the TDA and SAP, which was approved and endorsed, was gender balanced.

97. Both the EAFM assessments and the review and development of the FMPs ensured specific gender-responsive indicators to address gender gaps and to promote gender equality and women's empowerment. In the project's EAFM assessments on five commodities (lobster, mud crab, snapper, grouper and blue swimming crabs), gender aspects were covered. An EAFM mapping was also done. Additionally, the project ensured a gender-inclusive approach in the development of village plans for 13 coastal villages. The villages were part of the advanced fisher village programme from the Indonesian Ministry of Marine Affairs and Fisheries.

98. Although women were invited and included in the activities, their participation and focus varied depending on the activity. Specific pilot activities and trainings were organized in collaboration with the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-

Leste, and there was a gender focal point on post-harvest activities and product diversification for seaweed processing. This facilitated women's economic empowerment at two pilot sites. At the seaweed pilots in Timor-Leste, the majority of participants were expected to be women. The pilot was to be conducted at two locations and received approval from the Government of Timor-Leste to start during this evaluation's data collection phase in December 2023. Women also participated in the EAA pilots in Indonesia.

99. The Indonesian Government has a gender mainstreaming policy, and it was noted that the Indonesian Ministry of Marine Affairs and Fisheries was a three-time award winner on gender mainstreaming. In Timor-Leste, the project supported the development and validation of a draft gender equality policy for the Ministry of Agriculture, Livestock, Fisheries and Forestry.

100. Most personnel members at FAO Indonesia and FAO Timor-Leste are women, including both Assistant FAO Representatives at FAO Timor-Leste. At the time of this evaluation, the project team had three men based in Indonesia, including the regional coordinator, and two women, one in Indonesia and one in Timor-Leste.

101. Gender-disaggregated data were collected as part of the project's monitoring and evaluation (M&E) for project activities, stakeholder meetings and discussions. An analysis of 2022 events as reported in the PPR indicates that 26.1 percent (204 out of 786) of participants were women in Indonesia (14 events) and 33.1 percent (47 out of 142) of participants were women in Timor-Leste (5 events).

102. In general, the project contributed to the GEF and FAO gender priorities relating to participation and decision-making. The project made efforts to ensure the adequate representation of women. Of the 72 percent of survey respondents, 24.6 percent stated that there was very good female representation at project activities and trainings, and 47.4 percent stated that there was good representation: very good participation of women (50 percent and above); and good participation of women (from 30 to 49 percent). All survey respondents were from Indonesia.

Environmental and social safeguards

Finding 13. The project was low risk. Environmental sustainability consideration was fundamental. The TDA and SAP addressed environmental concerns, and the project promoted an ecosystem approach to fisheries and aquaculture.

103. The project was classified as Category 3, low risk (project document, p. 108). Environmental and social impact was either minimal or had no adverse impact for Category 3 projects (FAO, 2012). It also meant that no further environmental and social analysis or assessment was required.

104. The key outcome of the project was the TDA and the development of SAP for the ISLME. As part of the TDA process, the project conducted a causal chain analysis. This led to identifying the five PEC concerns (Table 7). The SAP objectives addressed the challenges due to the PEC concerns. These PEC concerns and the SAP objectives, agreed upon by the two governments, demonstrate the project's focus on environmental aspects.

Table 7. The PEC concerns from the TDA and SAP objectives

The PEC concerns prioritized by the TDA	Main SAP objectives[i]
Decline of productivity and sustainability in the ILSME fishery and aquaculture	- Recovery and the sustainable management of fisheries resources - Strengthening sustainable aquaculture (mariculture) practices, including the EAA and good agricultural practices
Degradation and loss of marine habitats	- Restoration and conservation of marine habitats (mangroves, seagrass and coral reef ecosystems)
Marine and land-based pollution	- Improved water quality
Decline of biodiversity and key species	- Biodiversity of coastal and marine ecosystems recovered and maintained
Impacts of climate change	- Resilience of coastal and marine ecosystems against climate change strengthened

Note: [i] The main objectives have sub-objectives, and each objective or sub-objective has specific targets for Indonesia and Timor-Leste.

Source: FAO, Government of Indonesia and the Democratic Republic of Timor-Leste. 2023. *Strategic Action Programme: Indonesian Seas Large Marine Ecosystem (ISLME)*. Jakarta..

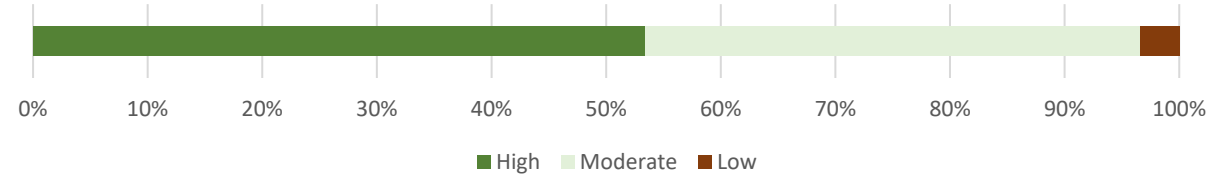
105. Furthermore, the project promoted the EAFM and the EAA through capacity building and pilots in Indonesia and Timor-Leste. The potential impacts related to the pilot sites that had been identified during project design were minimized and mitigated through the involvement (consultations and participation) of local communities. They participated in project site identification and stakeholder awareness and capacity building.

106. The SAP developed for the ISLME also followed an ecosystem approach. The project addressed threats to fish stocks due to overfishing and the IUU. The project's FMPs addressed the threatened and exploited species. As underscored, climate change impact was a focus in the TDA and SAP. Climate adaptation plans were incorporated into each of the 13 coastal village plans developed by the project. The positive environmental benefits will take time.

107. The project facilitated the adoption of an economic circularity approach for waste management and disaggregated waste data collection based on types of improved garbage collection. This involved providing waste bins for organic and plastic materials at several points around the Morodemak port in Indonesia for easy collection and recycling. The Morodemak fishing port authority now cooperates with the German organization, GOT BAG, to further process the plastic waste. As of October 2023, 22.8 tonnes of plastic waste were reported to be collected for recycling and repurposing.

108. Most of the evaluation's survey respondents (96 percent) viewed the project's consideration of environmental aspects as either high (53 percent) or moderate (43 percent) (Figure 4). All survey respondents were from Indonesia.

Figure 4. Project consideration of environmental aspects (n=57)



Source: FAO. 2023. *GCP/RAS/289/GFF survey, terminal evaluation*. Rome.

109. The only connection to grassroots communities was through pilot site activities. Although local communities were involved at various pilot sites, no Indigenous Peoples were involved at the project sites. In fact, the PIRs indicated that no Indigenous communities were directly involved at the project sites. The Indigenous communities were not targeted due to the nature of the project.

3.5 Efficiency

Finding 14. The project team was lean, and the project activities were completed within budget. However, the COVID-19 pandemic, the turnover of key government officials in both countries, project staff turnover, and a lengthy process to register the project in Indonesia led to three no-cost extensions. As a result, more than 60 percent of funds were utilized in the last two years.

110. Despite initial slow progress and delays, the project was implemented efficiently. No cost comparisons were made by the evaluation due to a lack of comparable data. The project had a lean structure and team. Despite a heavy workload, especially in Indonesia, the project was able to complete most of its activities within the allocated budget.

111. Delays in project implementation occurred due to government procedures on implementation agreement, especially in Indonesia, and the recruitment of a regional coordinator for the Indonesian Government. The implementation agreement was signed on 17 January 2019. A revised implementation agreement was signed in January 2021: on 19 January by FAO and on 28 January by the Secretary General of the Indonesian Ministry of Marine Affairs and Fisheries. In Timor-Leste, there was no requirement for an implementation agreement. The turnover of ministers and director generals further delayed activities in both countries.

112. National Project Officer turnover in Timor-Leste (two in the first two years), the death of a National Project Officer in Indonesia in the final year, issues of the initial TDA and SAP consultant, the COVID-19 pandemic and the demands of FAO processes all proved challenging. One of the reasons for the delayed recruitment of the regional coordinator was due to the lengthy process and time taken to register the project with the Indonesian Ministry of Finance in February 2019. This is a requirement of the Indonesian Government to start implementing activities. The issues with the initial TDA and SAP consultant had stalled the TDA and SAP development process until 2022. The decision to pivot from the initial consultant and hire a new team to work on the TDA and SAP development during the 2022 project steering committee meeting was critical to the project's success.

113. The project was able to cope and adapt to various challenges to deliver 93 percent in Indonesia and 82 percent in Timor-Leste by December 2023. Overall, progress was indicated by the utilization of funds: 65 percent by the end of 2022 to 89 percent by December 2023 (Figure 5). Implementation was more efficient in Indonesia than Timor-Leste, where it was reported that the availability of good consultants and organizations was limited (more activities per USD spent).

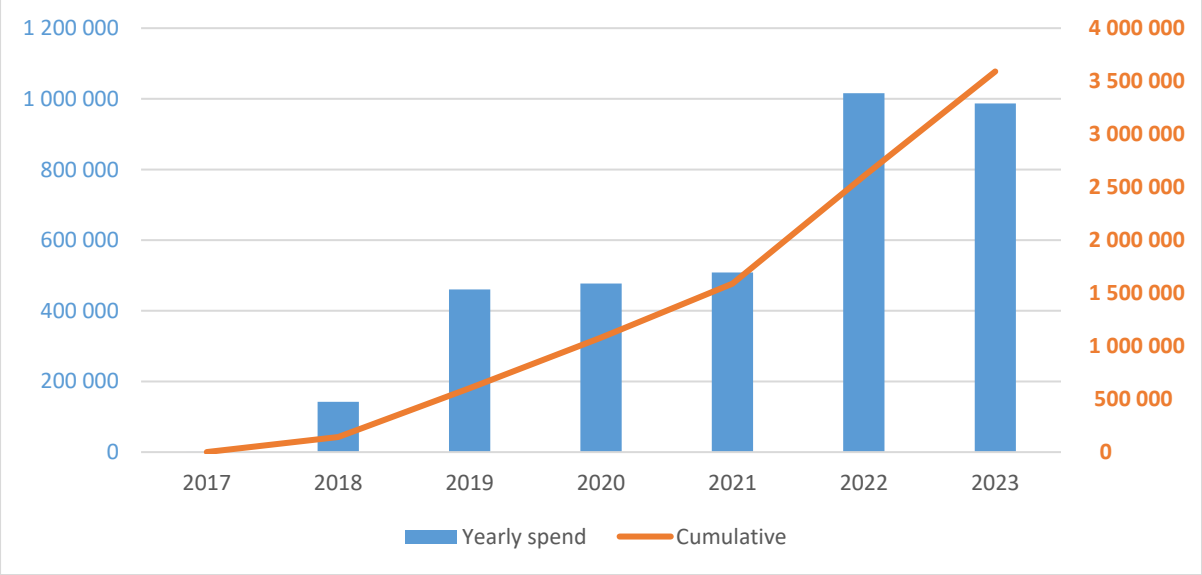
114. As per the project document, the project was to start in June 2016 and end by May 2020. Due to various government requirements, especially in Indonesia, and implementation activities that had started around mid-2018, the project end date was revised to 19 July 2021 and then extended to 31 December 2022. A further no-cost extension of one year to finish the project was to last until 31 December 2023.

Financial management

115. The project allocated 70 percent of the budget to Indonesia and 30 percent to Timor-Leste. The Component 1 budget was managed by Indonesia for both countries. The budget for Components 2 and 3 was managed by the respective countries. FAO Indonesia was able to maintain and account for component-wise budget and spending, but FAO Timor-Leste was not able to do so throughout the project's life cycle. Discussions at FAO Timor-Leste indicated that their system did not facilitate it. Even at the fifth and final project steering committee meeting, only aggregated numbers were presented. Also, the Indonesian Government wanted to know how much was being spent under each component.

116. In terms of reporting against budget line items, the project reported actual spending on professional salaries (5011) with consultants (5013) – even though they were budgeted as two separate lines. In terms of budget utilization, the COVID-19 pandemic and other delays meant that the project had spent only USD 1 302 469 (32.6 percent) of the overall budget as reported in the MTR (as of 30 June 2021). At the time of the MTR, the TDA and SAP process (Component 1) had not progressed as planned and got stalled. Also, many of the Component 2 pilot activities did not take place. The lack of progress for Components 1 and 2 affected knowledge sharing and management, and Component 3, communications. However, in recovering from the COVID-19 pandemic restrictions, the project pushed its pace of activities and utilized a cumulative USD 2 604 437 (65.1 percent of the overall budget) – almost double the spending in 18 months since MTR reporting (Figure 5).

Figure 5. Annual and cumulative trend of spending



Sources:
TierraMar. 2021. *Final report MTR: Enabling Transboundary Cooperation for Sustainable Management of the Indonesian Seas*. The project progress reports from 2022 and the fifth project steering committee presentation.

117. As presented during the fifth project steering committee meeting, the projected cumulative spending at the end of December 2023 was USD 3 591 435 (89.8 percent) of the overall budget (Table 8). Since the MTR, the project has accelerated its delivery and spent 67.4 percent of the overall budget in 30 months as against 32.6 percent since inception in 45 months. Overall, the project spent USD 2 598 687 (72.4 percent) as of December 2023 in Indonesia. The rest, USD 992 748 (27.6 percent), was spent in Timor-Leste. The project utilized 89.8 percent of the overall budget: 93.2 percent of the budget for Indonesia; and

81.9 percent of the budget for Timor-Leste (Table 8). The overall slow progress in Timor-Leste, relative to Indonesia, also limited the overall project spending to some extent. Timor-Leste had spent only 60 percent of its allocated budget as of June 2023.

Table 8. Budget and projected spending by country until 31 December 2023

Details	Indonesia	Timor-Leste	Overall project
Total budget	2 788 294	1 211 706	4 000 000
Estimated spending, including all signed or assured commitments and project staff salaries until 31 December 2023	2 598 687	992 748	3 591 435
Percentage spent (to respective budget)	93.2%	81.9%	89.8%
Estimated balance after December 2023	189 633	218 958	408 565
Balance percentage	6.8%	18.1%	10.2%

Source: Presentation made by the project task force during the fifth project steering committee on 4 December 2023.

Co-financing

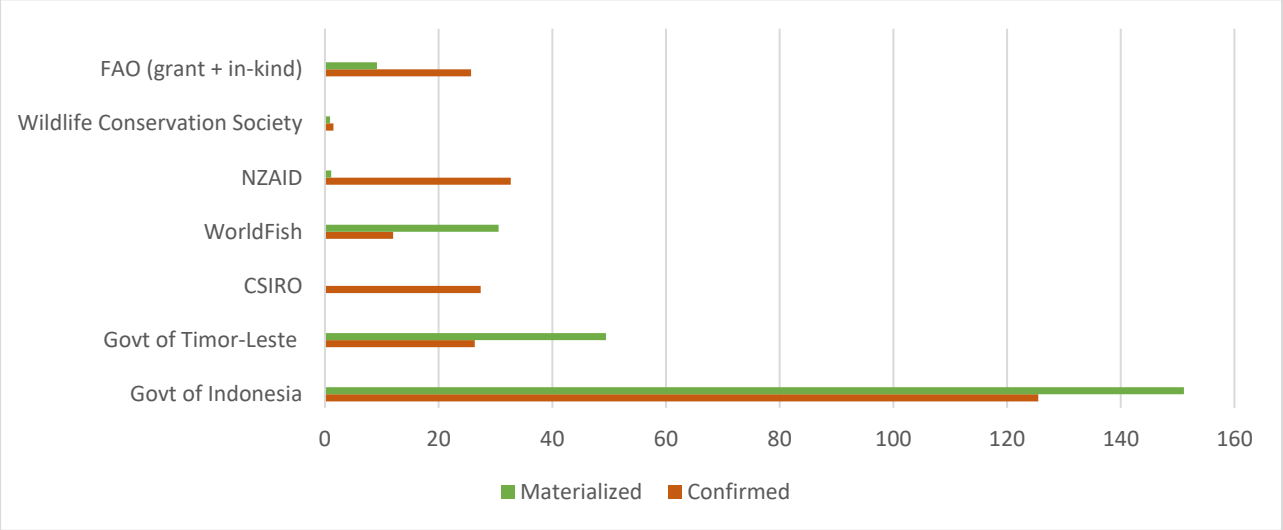
Finding 15. Overall, the project was successful in the mobilization of co-financing. This was largely due to the Governments of Indonesia and Timor-Leste exceeding their confirmed amounts.

118. As of June 2023, the project's reported co-financing materialized at USD 24 225 008, which was 96.5 percent of the confirmed co-financing (USD 25 144 000) at the time of CEO endorsement. This was a significant improvement compared to just USD 2 235 107 (8.8 percent) of co-financing materialized during the MTR, as per the October 2023 PIR. Discussions and the MTR highlighted potential under-reporting that was initially due to the late confirmation of the commitment and a lack of coordination and understanding of co-financing reporting within the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste. In any case, this was largely due to the significant increase in co-financing reported by the Government of Indonesia (20.4 percent more than the initial commitment) and the Government of Timor-Leste (87.7 percent more than the initial commitment).. A key lesson is to educate and ensure a common understanding among government counterparts about co-finance reporting and have a streamlined process to collect the information.

119. Although FAO exceeded by more than 200 percent on its in-kind co-financing commitment, overall, it met only 35.5 percent of its commitment due to lower grant contributions. For bilateral agencies, the Commonwealth Scientific and Industrial Research Organisation did not report any amount against its initial co-financing commitment, and New Zealand's International Aid and Development Agency reported only 3.4 percent against its commitment (Figure 6). It was noted that this was largely due to a change in priorities for these two agencies: a long gap between commitment at the time of project document preparation and the start of project implementation. It may be a good practice to reconfirm the commitments at the start of implementation in case of long delays.

120. Among the international non-governmental organizations, WorldFish exceeded its commitment by 255 percent. However, only 60 percent of the co-financing was materialized from the Wildlife Conservation Society (Figure 6).

Figure 6. Co-financing confirmed vs materialized



Notes: NZAID – New Zealand's International Aid and Development Agency; CSIRO – Commonwealth Scientific and Industrial Research Organisation

Source: Compiled from FAO. 2022–2023. *Terminal evaluation of the project "Enabling Transboundary Cooperation for Sustainable Management of the Indonesian Seas" – Programme Implementation Report*. Rome.

121. Efficiency was moderately satisfactory. The project had a lean team and most of the planned activities were completed within the overall budget. More than 60 percent of spending happened in the last two years. The project had three no-cost extensions. Implementation in Timor-Leste was slower.

4. Project implementation and execution

4.1 Project design

Finding 16. Despite a long gap between project design and implementation, strong stakeholder engagement at the design stage and flexibility ensured that the project remains relevant to the current governmental priorities in Indonesia and Timor-Leste.

122. The project was designed with strong stakeholder engagement. The design ensured that there is flexibility in terms of implementing the components, considering delays from design to approval and implementation on the GEF projects. This flexibility ensured that the project remained viable and relevant to the current priorities of the Governments of Indonesia and Timor-Leste. This meant adapting to the advancement made in fisheries management in the respective countries and to the readiness in each country. It also ensured knowledge transfer to strengthen capacities in Timor-Leste. Indeed, the project was designed to focus on how both countries cooperate on transboundary issues and knowledge sharing. It was appropriate in delivering the intended outcomes.

123. The project objectives and components were noted to be clear, practical and feasible within the allowed time frame. According to the project document, the initial expected start date was June 2016, and the expected end date was May 2020. However, the COVID-19 pandemic and several other delays, as discussed in other sections of this report, led to multiple no-cost extensions – initially until 19 July 2021, then 31 December 2022 and then 31 December 2023.

124. Project design was satisfactory. It remained relevant despite the delayed implementation. The project was also designed with good stakeholder engagement.

Finding 17. Project implementation benefited from FAO technical expertise, oversight and backstopping. Project execution faced challenges due to complex implementation arrangements required in Indonesia. The project steering committee managed risks at a holistic level.

Quality of implementation

125. The CEO endorsement was on 6 September 2016. The project's implementation start was noted as 20 July 2017. The first PIR was submitted in 2019 for the period from 1 July 2018 to 30 June 2019. The inception workshop at the regional level for both Indonesia and Timor-Leste was conducted from 17 to 18 July 2018.

126. During the evaluation, discussions with national government and provincial and municipality officials highlighted that FAO provided excellent oversight, supervision and backstopping during project implementation. The regional coordinator, project management, national staff, the FAO Regional Office for Asia and the Pacific (RAP) in Bangkok and FAO headquarters in Rome reported that excellent and timely support, technical advice and communication had been received. Effective communication among the Budget Holder, the Project Management Unit and the GEF Funding Liaison Officer was noted. This facilitated the timely resolving of issues. While the project was able to deliver the TDA and SAP before project closure, some stakeholders, in hindsight, noted that waiting until the 2022 project steering committee to make a decision on the initial TDA and SAP consultant had been risky. The TDA process stalled and there was no commitment by the initial TDA and SAP consultant, even by mid-2022, to deliver the TDA. During

discussions, it was noted that the TDA process was expected to be for 6 months, and SAP development was expected to be from 8 to 12 months.

Quality of execution

127. FAO's execution was appreciated despite several challenges faced by the project. One of the key challenges faced by FAO was the complex implementation arrangement required for all projects in Indonesia. This included registering the project, establishing the implementation arrangement and then the execution requirements with the Ministry of Finance. The project's official registration with the Indonesian Ministry of Finance was completed on 6 February 2019. This was a key milestone for Indonesia to start the implementation of activities. The registration also had administrative implications in terms of reporting activities and handover via a specific handover report. There was a significant delay in finalizing the implementation arrangement. This involved being specific on the percentage of funding available for Indonesia and adjusting project activities to the Indonesian Ministry of Marine Affairs and Fisheries' interests and priorities.

128. Furthermore, it took time to convince the Indonesian Government about the need to have an international consultant as the regional coordinator for the project. Partly, this was to bring international expertise and experience into similar projects, and partly because it involved two countries. During the project's life cycle, there were three Director Generals and two National Project Coordinators from the Indonesian Ministry of Marine Affairs and Fisheries. Also, any acting National Project Coordinator below director level had less authority. This delayed decision-making. The project team also had to manage FAO and the GEF reporting and meet the Indonesian Government's requirements. Despite some initial challenges, FAO, overall, streamlined and executed the project well and had a good working relationship with the Indonesian Ministry of Marine Affairs and Fisheries. There was no implementation agreement in Timor-Leste. It was therefore reported that it was easier to resolve issues in Timor-Leste, even though it had its own challenges.

129. The biggest risk faced by FAO in project management and administration was due to the inability of the initial TDA and SAP consultant to deliver the TDA and SAP by mid-2022. The Indonesian Government preferred local consultants. Discussions in Timor-Leste among government officials highlighted that they had red-flagged the hiring of this particular consultant due to a bad experience. This led to discussions at the third project steering committee meeting in 2022 and a decision to hire a new team to move forward in developing the TDA and SAP. However, the FAO contract process took six months. This further delayed the start of the work.

130. The project document had identified risks for the project. It was noted that the risks were assessed at the project steering committee level and, periodically, at the Project Management Unit level. The project steering committee met annually. The risk assessment started at the third project steering committee meeting. Prior to that, it had been presented for information due to the late start of activities. It was also noted that mitigation measures were not always taken in a timely manner.

131. The project was managed by the regional coordinator, who had joined in 2019, with support from the National Project Officers, one each in Indonesia and Timor-Leste. The National Project Officer in Indonesia joined in 2018. However, with his demise in 2023, a new National Project Officer was hired that same year. In Timor-Leste, the first two years had a turnover of two National Project Officers, and the third one has been there since

2021. Administrative assistant turnover was also noted – twice during the project period. Although, as per the project document, an initial, adequate budget had not been allocated for National Project Officers, appropriate budget adjustments were made with ratification from the project steering committee before their recruitment. The MTR recommended hiring an assistant for the National Project Officer in Indonesia, as well as a dedicated communications person who joined in 2022 and had not been budgeted in the project document. While the project was able to allocate the budget and recruit a communications person, an assistant to the National Project Officer in Indonesia was not hired due to various reasons. In fact, the Indonesian Ministry of Marine Affairs and Fisheries did not support the proposal.

132. The quality of implementation and execution was satisfactory. Despite a series of challenges, the project could complete most of the planned activities and delivered an endorsed SAP.

5. Monitoring and evaluation

Finding 18. The M&E design was adequate and ensured the periodic tracking and reporting of project results. An appropriate budget was also allocated.

5.1 Quality of monitoring and evaluation design

133. The project's results framework served as the planning and monitoring tool. The project's objectives and its outcome and output indicators were, in general, specific, measurable, achievable, relevant and time-bound. The availability of baseline information varied depending on the output. The project commissioned an MTR and a terminal evaluation as per the project document. The evaluation noted that the project had a good tracking system to ensure appropriate reporting requirements. The M&E plan tracked progress on the achievement of project outputs and direct outcomes.

Monitoring and evaluation implementation

134. The project periodically tracked and reported through formal reporting formats, the PPRs and PIRs. The PIRs were prepared annually (July to June) for submission to the GEF. The PPRs are internal FAO reporting and covered the period from July to December. The project also reported on the GEF tracking tool, which was last updated in June 2021.

135. Gender-disaggregated data were reported as relevant, especially in the PPRs. It was noted that not all project documents clearly indicated gender-disaggregated data. Also, not all training reports presented a pre- and post-evaluation assessment. During discussions with the project team, it was noted that there was no specific M&E person on the project. The role and responsibility of the M&E was reported to be with the National Project Officers and the regional coordinator.

136. Additionally, the project steering committee had key stakeholders from Indonesia and Timor-Leste. The project steering committee met five times during the project's life cycle, including the final one in Bali, Indonesia on 4 December 2023. Three of them were in Indonesia and two were in Timor-Leste: the first project steering committee meeting was on 19 July 2018 in Jakarta; the second was on 30 September 2019 in Dili; the third was on 23 August 2022 in Bali; the fourth was on 22 August 2023 in Dili; and the fifth was on 4 December 2023 in Bali. The project presented progress on results and challenges during the project steering committee meetings, and corrective action decisions were made, if required. Furthermore, the national project steering committees were established and met among the other project steering committees at least once a year to review progress, achievements and challenges.

137. The quality of the M&E design and implementation was satisfactory. The project had systematic and up-to-date tracking on progress, the achievement of results and reporting. However, the project did not have dedicated staff for M&E.

6. Sustainability

Finding 19. The project did not prepare an exit strategy. Regardless, it has elements of sustainability in terms of strengthening institutional or community capacity and contributing to an enabling environment. The FMPs are an example. However, the continuity of activities at the pilot sites is not evident unless additional funding is provided. Overall, there is government interest in and ownership of the endorsed SAP, which is costed. Nonetheless, this is subject to funding availability from the governments and international agencies.

138. Section 5 of the project document stated the sustainability of results. However, several assumptions were made that would preclude sustainability. Although the project document indicated that sustainability considerations were integrated into the project design and would be mainstreamed across the three components during implementation, the MTR rated project sustainability as moderately unlikely. The 2021 MTR rating was due to the fact that the TDA process (Component 1) had stalled and that the project was coming to an end in December 2022. The stalled TDA process also meant that there was uncertainty about the start of SAP development (Component 1). Also, many pilot activities under Component 2 had not taken place at the time of the MTR. The lack of adequate progress for Components 1 and 2 affected knowledge management and sharing, as well as communications for Component 3. This also meant that there was no exit strategy in place. As in the MTR, the terminal evaluation also considered socioeconomic, political, institutional and governance, and environmental aspects related to risks in assessing sustainability.

139. As in other SAPs of the Bay of Bengal Large Marine Ecosystem (BOBLME) and ATSEA, there was the intention and government ownership to implement SAP. The SAP endorsement by both the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste in January 2024 was a positive indication of ownership of both the ministries, and this is important for sustainability. At the same time, the results of the February 2024 election may be a political risk in Indonesia as the new government could change priorities and delay activities. No change in government is expected in Timor-Leste since the last election was in May 2023.

140. The SAP implementation will depend on how soon the funding can be mobilized from the government and international agencies. Discussions highlighted that the gap between the first phase (developing SAP) and the second phase (implementation of SAP) for BOBLME and ATSEA was eight and five years, respectively. The length taken to mobilize funding so that the respective SAPs could be implemented also meant a change in context, revising baselines and targets, and re-orienting and getting the commitment of government officials.

141. Discussions indicated that the share of government funding to implement the SAP activities in their respective countries for the BOBLME and ATSEA was approximately 20 percent to 25 percent. Integrating the SAP activities into the national annual plan for 2025 and a medium-term plan will be critical to access the national budget in both countries. Advocating with the GEF or other donors to fund through the GEF-8 and seeing whether other international agencies can fund the various activities of SAP could be an alternative or complementary funding source. This is important for sustainability. Without financial resources, especially from international agencies, some SAP activities may be undertaken. However, it may prove to be a challenge to achieve the objectives set out in SAP. In

addition, governance structure and institutional arrangements suggested in SAP will not exist unless SAP is implemented.

142. The project's activities focused on strengthening the processes of government priorities in both countries on the implementation of the EAFM and the EAA. In addition to strengthening institutions, the project also developed the capacities of individuals. Furthermore, in supporting the FMPs and harvest strategies, the project created an enabling environment. The intention of the Indonesian Ministry of Marine Affairs and Fisheries to use the FMPs developed by the project as a reference to develop the FMPs for non-project FMAs is positive. Also, the developed manuals and guidelines are likely to be used. In Timor-Leste, the project supported the review and drafting of an aquaculture decree. Also, bilateral cooperation to combat the IIU will likely continue. The pace may vary until SAP implementation starts.

143. However, pilots (implemented and ongoing) are standalone projects, especially in Timor-Leste. The continuity and replication of pilot activities are not evident unless supported when SAP implementation begins. Lessons from the pilot sites have to be addressed for activities to continue, replicate or scale up. At most of the pilot sites, activities ended with the end of project funding. This was due to a lack of institutional arrangements. Additionally, the projects worked with informal groups that were not formally registered, especially for the EAA pilot activities. This affected the continuity of activities once project support and supervision ended. As mentioned, despite an interest to keep going, the lack of group coordination after the project ended limited continuity.

144. Transboundary issues were discussed bilaterally, and recommendations were proposed for actions. However, this would require interministerial collaboration beyond the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste. In order to be successfully addressed, they have to not only remain a priority for the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste but also require diplomatic action and the involvement of foreign affairs departments. It is expected that SAP implementation will help move in this direction to address transboundary issues.

145. Some consider the ISLME SAP as the project's exit strategy. Others consider the need for an exit strategy to tie into various activities on how they can continue after project closure, especially at pilot sites for scaling up, replication and institutional arrangements. The MTR highlighted the urgency to prepare the project's exit strategy. Although no exit strategy was prepared, the fifth project steering committee (December 2023) discussed final steps before handover in Indonesia. This involved the preparation of a handover report, as per the implementation agreement in Indonesia. It indicates work completed and funds utilized for the project. It will be signed by the Indonesian Ministry of Marine Affairs and Fisheries and FAO before it is submitted to the Ministry of Finance. It is mandatory for each ministry to submit such a report on any goods and services received through an external grant. There was no such requirement in Timor-Leste, which highlighted the need to prepare an exit strategy. The SAP is costed for each activity by objective. The SAP envisages governance cooperation and coordination, but this will come together only upon implementation. In addition, institutional responsibility at the micro level for each SAP activity is not explicit.

146. Sustainability is moderately likely and primarily subject to funding availability for SAP implementation. The BOBLME and ATSEA SAPs were implemented, even though it was after a long gap. The project strengthened processes and capacities at the institutional level. Individual capacities at various levels were also developed. Furthermore, the project created an enabling environment by supporting the development of the FMPs and harvest strategies. Nevertheless, activities are unlikely to continue at the pilot sites, especially for the EAA.

7. Conclusions, recommendations and lessons learned

7.1 Conclusions

Conclusion 1. The project was designed to address strategic issues and priorities of the Governments of Indonesia and Timor-Leste. This included the blue economy. In addition, the project also contributed to regional and global priorities, including several of the SDGs. It also aligned with the strategic objectives, programmes and initiatives of FAO and the GEF. The project added value and was complementary.

147. The project served as an important catalyst to address local and community priorities through interventions (pilots and studies) to implement relevant policies in the fisheries sector. High stakeholder engagement highlights the interest in and relevance of the project.

148. The project was externally coherent with other initiatives from the GEF in Indonesia and Timor-Leste. It also complemented other international agencies and financial institution projects. It complemented FAO's Blue Transformation. FAO's technical expertise and work in the sector addressed the concerns of the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste.

Conclusion 2. Pivoting from the initial TDA and SAP consultant after three and half years and then completing the TDA and delivering the endorsed, costed SAP for the ISLME with a new team before project closure was a highlight. This also mitigated a reputational risk for FAO.

149. The TDA and SAP development was fundamental and at the core of the project. This is because there was an inadequate understanding of transboundary issues, their root causes and their impact. Also, there was no shared vision, cooperation or institutional arrangement between the two countries for the ISLME.

150. The signing of SAP in January 2024 by the Acting Director General of Capture Fisheries (Indonesian Ministry of Marine Affairs and Fisheries) and the Director General of PARM (Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste) was witnessed by the Minister from the Indonesian Ministry of Marine Affairs and Fisheries and the Secretary of Fisheries from the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste. This is a good start as it highlighted the governments' interest and ownership. Funding is required to implement SAP and its National Action Plans.

Conclusion 3. Strengthening capacity, processes, the institutional framework on ecosystem approaches to fisheries and aquaculture, and regional and subregional cooperation for sustainable marine resources management was central to the project.

151. Indonesia was relatively more advanced than Timor-Leste in ecosystem approaches to fisheries and aquaculture. Timor-Leste was relatively new to the concept.

152. The project conducted EAFM trainings and EAFM assessments, developed an EAFM-based FMP review of marine habitat management, and strengthened institutional and individual capacities to enable measurable capture fisheries and sustainable resources management. Training on the use of the e-logbook and the VMA for coastal small-scale fisheries, as well as technical assistance to improve e-logbook compatibility with SILOPI, enhanced reliable data for fisheries management.

153. Pilots and training activities on the EAA guided innovative approaches for alternative livelihoods, especially for women and the blue growth of coastal communities.

154. For the first time, project activities and support led to bilateral cooperation between Indonesia and Timor-Leste on the MCS to combat the IUU. Timor-Leste also became the most recent signatory to the PSMA.

Conclusion 4. The consultative approach of the project ensured good engagement of diverse stakeholders and should be seen as a good approach to increase ownership. Nevertheless, engaging stakeholders from the private sector is an area for improvement going forward.

155. Although the primary stakeholders were the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste, officials from various departments and directorates of the ministries were engaged in various project activities. Stakeholders from other ministries, including the GEF operational focal point, were involved to varying degrees in different project processes. Provincial- and district-level officials of the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste were also involved in various pilot activities, and studies and assessments were conducted in some areas.

156. Engaging the universities to conduct studies and assessments or pilot site activities and trainings was seen as a good practice as it brought appropriate expertise. This also provided learning opportunities for students. Appropriate stakeholders were consulted in developing various plans like the FMPs and the TDA and SAP processes. Women were involved in various activities and trainings, as relevant.

Conclusion 5. The COVID-19 pandemic, the turnover of key government officials and project staff, and the lengthy government process in Indonesia for registering projects led to three no-cost extensions. More than 60 percent of the funds spent in the last two years of the project indicated varying degrees of efficiency at various points in time and between the two countries.

157. Although the project picked up pace for implementation during the final two years, the implementation in Timor-Leste was slower compared to Indonesia. This was reflected in spending and the activities completed. However, overall spending for both countries was 89 percent in December 2023.

Conclusion 6. The project successfully materialized co-financing due to higher contributions from the governments of both countries. Reporting on co-financing was better after the MTR.

158. The reported co-financing was 96.5 percent of commitment in June 2023 compared to 8.8 percent at the MTR. Initially, there was potential under-reporting, late confirmation and some lack of coordination and understanding about co-financing reporting within the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste.

Conclusion 7. The project undertook knowledge management and communications through various channels. This could have been better.

159. Newsletters have been a constant since the beginning of the project. However, knowledge products based on project outputs were shared only in the last two years. This was largely due to the COVID-19 pandemic and lengthy FAO publication processes. Most knowledge products were in English. Furthermore, not all project outputs (reports) were publicly available. The project website was just launched in 2023.

160. Press coverage on various activities gave visibility to FAO and the project. There is a potential to be more active through different social media.

Conclusion 8. Overall, there is potential for sustainability. This should be seen as mixed for various activities of the project. Besides sociopolitical risks, financial risks are likely to affect various activities and SAP implementation. An exit strategy was only discussed during the fifth project steering committee. The MTR recommended the preparation of an exit strategy.

161. Although the SAPs of the BOBLME and ATSEA were implemented even after a long gap between the first and second phases, it is likely that the ISLME SAP will be implemented. However, this will depend on funding from the government, the GEF or other international agencies.

162. The project had elements to strengthen institutional or community capacity, which may have some level of continuity. However, the EAA pilot site activities are unlikely to continue after project closure due to various reasons like working with informal groups that are not formally registered.

7.2 Recommendations

Recommendation 1. FAO (Indonesia, Timor-Leste and RAP) and the GEF: continue good stakeholder engagement and practices in SAP implementation. Use the evaluation and good practices from the project to convene and engage stakeholders, including the private sector, to reflect on progress, collectively work on critical next steps for SAP and identify the most productive resourcing options.

163. Map the private sector as relevant to the project activities and have a clear engagement strategy. Involve them in the design or inception stage as feasible yet beyond inviting them to attend the inception workshop. The private sector can bring unique skill sets, perspectives, and innovations and add value.

Recommendation 2. FAO (headquarters, RAP, Indonesia and Timor-Leste), the Indonesian Ministry of Marine Affairs and Fisheries, and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste: promote SAP to mobilize funding from the GEF or other international agencies. At the same time, ensure that the national budget is available for SAP activities.

164. The Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste must ensure that SAP activities are included and mainstreamed into their respective annual and medium-term plans. This will ensure that the national budget is allocated. The government contribution to other SAP implementations was around 20 to 25 percent of the overall requirement. The Indonesian Ministry of Marine Affairs and Fisheries has to start work immediately (after the elections) if it has to avail of the national budget for the 2025 annual plan.

165. FAO should start working on concept notes and the Project Identification Form to tap into funding for the next phase. This can be done until implementation starts for the GEF projects. Also, this can reduce the gap between the two phases – in this case, between SAP development and implementation.

166. FAO can explore using part of the Technical Cooperation Programme funding for countries to carry out selected SAP activities until funding for the next phase of SAP is secured. Concept notes and Project Identification Forms can be prepared as required.

Recommendation 3. FAO (headquarters, RAP, Indonesia and Timor-Leste): be innovative in knowledge management and communications to reach a wider audience.

167. Explore how the project's knowledge products like studies and reports, which are not in FAO publication format, can be accessed after the project ends. Plan to translate at least the key knowledge products. This may require some budget allocation from the project or part of the communications budget.

168. Ensure project websites are created at the start of the project and not in the last year.

169. Work with government counterparts and their communications specialists to be active on various social media platforms.

Recommendation 4. FAO (Indonesia and Timor-Leste): as a good practice, it is important to start preparing an exit strategy and sustainability plan upon completion of the MTR instead of towards the end of the project.

170. Ensure an appropriate handover, institutional arrangements and defined roles and responsibilities to continue the project's activities. This also helps the involved stakeholders and institutions plan and be better prepared. The preparation of an exit strategy and sustainability plan should be done in a consultative manner.

Recommendation 5. FAO (Indonesia and Timor-Leste), the Indonesian Ministry of Marine Affairs and Fisheries, and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste: raise awareness among government counterparts about co-financing and reporting requirements, and have a streamlined process.

171. For these types of projects, ensure that awareness is created with various departments and directorates at the Indonesian Ministry of Marine Affairs and Fisheries and the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste. This would help to prompt appropriate reporting of the co-financing, as required by the GEF.

7.3 Lessons learned

172. Good stakeholder engagement ensures inputs from diverse stakeholders and broader ownership. This could be seen in not only the development process of the TDA and SAP but also in various studies at the subnational level.

173. Working with informal groups leads to no accountability and the lack of a common binding factor once project funds end. This was evident at the pilot sites that were visited as part of the evaluation, in both Indonesia and Timor-Leste.

174. The translation of key knowledge products and communications material into the national language could lead to wider reach, uptake, use and readership. Although the project conducted several studies, many were not translated into the local language for broader use. Also, when documents are finalized in FAO publication format, they are not available on the website and therefore not publicly available.

175. Interministerial collaboration is required to make some of the SAP activities a success. For example, in bilateral collaboration to combat the IUU and ensure the MCS, the involvement of foreign affairs departments and the coast guard is needed to ensure a more integrated

approach. Another instance involves increasing the signal strength for radio and satellite, which may be needed to collaborate with the Ministry of Telecommunications.

176. Vertical collaboration among both governments and institutional mechanisms is required to reach and support small-scale fishers (for example, the Indonesian Ministry of Marine Affairs and Fisheries and provincial or district governments, or the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste and municipalities). Otherwise, it could be seen as a national project with not enough local (subnational) buy-in or ownership.

Bibliography

References

ATSEA (Arafura and Timor Seas Ecosystem Action). 2020. About ATSEA. In: *atsea-program.com*. Denpasar (Indonesia). [Cited 23 July 2024]. https://atsea-program.com/about-atsea/

FAO (Food and Agriculture Organization of the United Nations). 1995. *Code of Conduct for Responsible Fisheries*. Rome. [Cited 23 July 2024]. https://openknowledge.fao.org/server/api/core/bitstreams/4a456053-db08-4362-875a-2fdc723c1346/content

FAO. 2012. *Environmental Impact Assessment: Guidelines for FAO Field Projects*. Rome. [Cited 23 July 2024]. www.fao.org/3/i2802e/i2802e.pdf

FAO. 2017a. *Voluntary Guidelines for Catch Documentation Schemes*. Rome. [Cited 23 July 2024]. https://openknowledge.fao.org/server/api/core/bitstreams/35f12e56-5aec-4dde-b64b-622abfbd9bee/content

FAO. 2021a. *Strategic Framework 2022–31*. Rome. [Cited 23 July 2024]. https://openknowledge.fao.org/server/api/core/bitstreams/29404c26-c71d-4982-a899-77bdb2937eef/content

FAO. 2022. *Blue Transformation – Roadmap for 2022–2030: A Vision for FAO's Work on Aquatic Food Systems*. Rome. https://doi.org/10.4060/cc0459en

FAO. 2023. Indonesian Seas Large Marine Ecosystem (ISLME). In: *fao.org*. Rome. [Cited 23 July 2024]. www.fao.org/in-action/indonesian-seas-large-marine-ecosystem/home/1/en

FAO and the Democratic Republic of Timor-Leste. 2014. Country Programming Framework (CPF) 2015–2018 for Cooperation and Partnership between Government of the Democratic Republic of Timor-Leste and United Nations Food and Agriculture Organisation (FAO). Dili. www.fao.org/3/bp584e/bp584e.pdf

FAO and GEF (Global Environment Facility). 2016. *Enabling Transboundary Cooperation for Sustainable Management of the Indonesian Seas*. www.thegef.org/projects-operations/projects/5768

FAO and Government of Indonesia. 2016. *Country Programming Framework (CPF) 2016–2020*. Jakarta. www.fao.org/3/I7907EN/i7907en.pdf

FAO, Government of Indonesia and the Democratic Republic of Timor-Leste. 2023. *Transboundary Diagnostic Analysis: Indonesian Seas Large Marine Ecosystem (ISLME)*. Jakarta.

FAO, Government of Indonesia and the Democratic Republic of Timor-Leste. 2023. *Strategic Action Programme: Indonesian Seas Large Marine Ecosystem (ISLME)*. Jakarta.

GEF. 1996. *GEF Focal Points: Political and Operational Focal Points of the GEF*. GEF/C.8/Inf.5. Washington, DC. www.thegef.org/sites/default/files/council-meeting-documents/C.8.Inf_.5_5.pdf

GEF. 2017. *Guidelines for GEF Agencies in Conducting Terminal Evaluation for Full-sized Projects*. Unedited. Approved by the GEF IEO Director on 11th of April 2017. Washington, DC. www.gefieo.org/evaluations/guidelines-gef-agencies-conducting-terminal-evaluation-full-sized-projects.

GEF. 2019a. *The GEF Evaluation Policy*. GEF/ME/C.56/02/Rev.01. Washington, DC. www.thegef.org/sites/default/files/council-meeting-documents/EN_GEF.ME_C56_02_Rev01_GEF_Evaluation_Policy_June_2019_0.pdf

Minister of Marine Affairs and Fisheries. 2014. Regulation No. 48/Permen-KP 2014 Concerning Fishing Log Books. Jakarta. https://faolex.fao.org/docs/pdf/ins192249.pdf

Ministry of Marine Affairs and Fisheries. 2019. *User guidelines for the capture fisheries e-logbook*. Jakarta.

Ministry of Marine Affairs and Fisheries. 2023a. *Final report on technical assistance to improve the capacity of the Indonesian Ministry of Marine Affairs and Fisheries e-logbook compatibility with other possible application devices to support fisheries management*. Jakarta.

Ministry of Marine Affairs and Fisheries. 2023b. *Final report on technical support for strengthening fisheries and coastal resources monitoring by enhancing the Indonesian Ministry of Marine Affairs and Fisheries information data system*. Jakarta.

Stocking, M. et al. 2018. *Managing knowledge for a sustainable global future. Scientific and Technical Advisory Panel to the Global Environment Facility*. Washington, DC. https://stapgef.org/sites/default/files/publications/STAP%20Report%20on%20KM.pdf

The Democratic Republic of Timor-Leste. 2011. *Timor-Leste Strategic Development Plan 2011–2020. Version Submitted to the National Parliament*. Dili. [Cited 23 July 2024]. https://lpr.adb.org/sites/default/files/resource/376/timor-leste-strategic-development-plan.pdf

The Republic of Indonesia. 2020. Government Regulation no. 27 of 2021 about Organisation of Marine and Fisheries. In: *fao.org*. Rome. [Cited 23 July 2024]. www.fao.org/faolex/results/details/en/c/LEX-FAOC209699/

The Republic of Indonesia. 2023. Government Regulation no. 11 of 2023 on Measured Fishing. In: *fao.org*. Rome. [Cited 23 July 2024]. www.fao.org/faolex/results/details/en/c/LEX-FAOC221230/

UN (United Nations). 2024 [accessed]. UNFSA Overview: The United Nations Fish Stocks Agreement. In: *un.org*. New York (United States of America). [Cited 23 July 2024]. www.un.org/oceancapacity/UNFSA

UN Indonesia. 2022. National Blue Agenda Actions Partnership. [Presentation]. Jakarta. [Cited 23 July 2024]. www.un.org/regularprocess/sites/www.un.org.regularprocess/files/chandrasa_nbaap_presentation_202212.pdf

USAID (United States Agency for International Development). 2022. The Accelerating Aquaculture Development Activity in Timor-Leste. In: *usaid.gov*. Washington, DC. [Cited 23 July 2024]. www.usaid.gov/timor-leste/fact-sheets/accelerating-aquaculture-development-activity-timor-leste

USAID Indonesia. 2016. USAID Sustainable Ecosystems Advanced (USAID SEA) Project: Advancing Sustainable Fisheries Management through Conservation of Marine Biodiversity. Jakarta. https://pdf.usaid.gov/pdf_docs/PA00XBRB.pdf

World Bank. 2024. Oceans for Prosperity Project – LAUTRA. In: *projects.worldbank.org*. Washington, DC. [Cited 23 July 2024]. https://projects.worldbank.org/en/projects-operations/project-detail/P173391

Additional resources

Abdi, M., Nazruddin, M., Arifuddin, M. and Gunawan Giu, L. 2022. The Implementation of fishing e-logbook for small-scale fisheries in Indonesia: Report of Enabling Transboundary Cooperation for Sustainable Management of the Indonesian Seas (ISLME project) GEF/FAO project No. GCP/RAS/289/GFF. Jakarta, FAO. https://doi.org/10.4060/cb7107en

Baretto C., Kalis O. and Marques F.S. 2021. Scoping study of potential for sustainable fisheries management and the EAFM on the north coast (Bobonari-Dili/Metinaro) of Timor-Leste.

Brunelli, C. & Viviani, S. 2014. *Exploring gender-based disparities with the FAO Food Insecurity Experience Scale*. For presentation at the 2014 Global Forum on Gender Statistics, Aguascalientes, Mexico, November 3–5, 2014. In: unstats.un.org. New York (United States of America). [Cited 23 July 2024]. https://unstats.un.org/unsd/gender/mexico_nov2014/Session%201%20FAO%20paper.pdf

CFS (Committee on World Food Security). 2012. *Global Strategic Framework for Food Security and Nutrition. First Version.* Rome, FAO. http://www.fao.org/docrep/meeting/026/ME498E.pdf

Coral Triangle Center. 2022a. Review of marine habitat management on the north coast of Timor-Leste.

Coral Triangle Center. 2022b. The outline plan: Metinaro MPA establishment, Dili Municipality, Timor-Leste.

Department of Fisheries of the Kingdom of Thailand and Ministry of Agriculture, Livestock, Fisheries and Forestry of the Democratic Republic of Timor-Leste. 2020. *Thailand and Timor-Leste collaborative survey on marine fisheries resources and environments in the territorial waters and exclusive economic zone of Timor-Leste (Part I: north coast).*

FAO. 2006. *Policy Brief: Food Security – Issue 2, June 2006*. Rome. https://reliefweb.int/report/world/policy-brief-food-security-issue-2-june-2006

FAO. 2017b. Guide to Mainstreaming Gender in FAO's Project Cycle. Rome.

FAO. 2018. Report from the regional inception workshop: Enabling Transboundary Cooperation for Sustainable Management of the Indonesian Seas. Jakarta, 17–18 July 2018.

FAO. 2021b. *2021 COFI Declaration for Sustainable Fisheries and Aquaculture*. Rome. www.fao.org/3/ne472en/ne472en.pdf

FAO. 2021c. Fisheries and coastal natural resource management in pilot areas to strengthen national capacity assessment: Report of Enabling Transboundary Cooperation for Sustainable Management of the Indonesian Seas (ISLME project). Jakarta. https://doi.org/10.4060/cb7090en

FAO Indonesia and the Ministry of Marine Affairs and Fisheries of the Republic of Indonesia. 2016. Project agreement between FAO Indonesia and the Indonesian Ministry of Marine Affairs and Fisheries, 28 December 2016. Jakarta, Indonesia.

FAO Indonesia and the Ministry of Marine Affairs and Fisheries of the Republic of Indonesia. 2019. First implementation arrangement between FAO Indonesia and the Indonesian Ministry of Marine Affairs and Fisheries, 17 January 2019. Jakarta, Indonesia

FAO Indonesia and the Ministry of Marine Affairs and Fisheries of the Republic of Indonesia. 2021. Second implementation arrangement between FAO Indonesia and the Indonesian Ministry of Marine Affairs and Fisheries, 28 January 2021. Jakarta, Indonesia

GEF. 2018a. *GEF Gender Implementation Strategy*. Washington, DC. www.thegef.org/council-meeting-documents/gef-gender-implementation-strategy

GEF. 2018b. *GEF Guidance on Gender Equality*. Washington, DC. www.thegef.org/publications/gef-guidance-gender-equality

GEF. 2018c. *Guidance to Advance Gender Equality in GEF Projects and Programs*. Washington, DC. www.thegef.org/sites/default/files/publications/GEF%20Guidance%20on%20Gender.pdf

GEF. 2018d. *Updated Results Architecture for GEF-7*. GEF/C.54/11/Rev.02, 26 June 2018. Washington, DC. www.thegef.org/sites/default/files/council-meeting-documents/EN_GEF.C.54.11.Rev_.02_Results.pdf

GEF. 2019b. *Policy on Environmental and Social Safeguards*. Washington, DC. www.thegef.org/sites/default/files/documents/gef_environmental_social_safeguards_policy.pdf

GEF. 2019c. Global Environmental Benefits. In: *thegef.org*. Washington, DC. www.thegef.org/documents/global-environmental-benefits

GEF. 2019d. *Guidelines on GEF's Policy on Environmental and Social Safeguards*. Washington, DC. www.thegef.org/sites/default/files/documents/guidelines_gef_policy_environmental_social_safeguards.pdf

GEF. 2019e. *Policy on Monitoring*. Washington, DC. www.thegef.org/sites/default/files/documents/gef_monitoring_policy_2019.pdf

Jayakody, S. Kamal, M., and Grose, C. 2019. Report on the essential EAFM and training of trainers.

Learning Centre EAFM, Hasanuddin University. 2020. Final report on the EAFM assessment of snapper and grouper of FMA 713.

Learning Centre EAFM, Lambung Mangurat University. 2020. Final report on the EAFM assessment of mud crab fisheries and the proposed intervention management actions in the selected area of FMA 713.

Learning Centre EAFM, Lambung Mangurat University. 2023. *Final report: Drafting of the FMP for mud crabs*. Banjarmasin, Indonesia.

Learning Centre EAFM, Mataram University. [Undated]. Blue growth on developing aquaculture: Community-based integrated multi-trophic aquaculture system in West Nusa Tenggara Province, FMA 573, Indonesia. Jakarta.

Learning Centre EAFM, Mataram University. 2021. EAFM assessment for lobster fisheries and proposed intervention management actions in FMA 573. Jakarta,

Ministry of Agriculture, Livestock, Fisheries and Forestry. 2021. Report on the public information campaign on the IUU, the MCS and safety at sea on the north coast of Timor-Leste. Dili.

Ocean Solutions. 2023. Strategic plan (roadmap) of surveillance for fisheries resources: FMAs 712, 713, 714 and 573.

Padjadjaran University. 2022. *Final report on VMA capacity building.* Bandung, Indonesia.

Rejak Nusantara. 2022. Technical report: Blue swimming crab fisheries status in the Java Sea.

Rekam Nusantara Foundation. 2023. Technical report: Drafting of harvest strategy, including harvest control rules of the snapper and grouper fisheries in Indonesia FMA 573. Bogor, Indonesia.

Santos H. and Marques F.S. 2021. Scoping study for coastal aquaculture in Batugade, Beacou and Metinaro.

The Republic of Indonesia. 2007. *Law of the Republic of Indonesia Number 17 of 2007 on Long-term National Development Plan of 2005–2025*. https://policy.asiapacificenergy.org/sites/default/files/LONG-TERM%20NATIONAL%20DEVELOPMENT%20PLAN%20OF%202005-2025%20%28EN%29.pdf

The Republic of Indonesia. 2020. *The National Medium-term Development Plan for 2020–2024*. https://faolex.fao.org/docs/pdf/ins204723.pdf

TierraMar. 2021. Final report MTR: Enabling Transboundary Cooperation for Sustainable Management of the Indonesian Seas.

World Wildlife Fund Indonesia [Undated]. Report on pilot projects in EAA implementation in the seaweed farming area of Seriwe Bay, East Lombok and West Nusa Tengarra Province.

Yayasan Padmi Yas Mandiri. 2022. Final report on the review of the FMP for a small pelagic lemuru fishery.

Appendix 1. People interviewed

Last name	First name	Title	Organization/location
FAO personnel			
Ageng	Herianto	Assistant FAO Representative	FAO Indonesia
Aryal	Rajendra	FAO Representative	FAO Indonesia and Timor-Leste
Belo	Joanna	National project adviser ISLME	FAO Timor-Leste
Chavakat Manghat	Muralidharan	Regional coordinator ISLME	FAO Indonesia
Funge-Smith	Simon	Senior Fishery Officer	FAO RAP, Bangkok
Hermes	Rudolf	FAO international consultant for TDA/SAP	FAO Indonesia
Hulupi	Maria Endah	Communication Officer ISLME	FAO Indonesia
Karki	Sameer	The GEF Technical Officer	FAO RAP, Bangkok
Lentisco	Angela	Fishery and Aquaculture Officer	FAO RAP, Bangkok
Lopes	Paula da Cruz	Assistant FAO Representative (programmes)	FAO Timor-Leste
Nugroho	Arif	Finance and administrative assistant ISLME	FAO Indonesia
Parada	Ligia Maria Rangel	Assistant FAO Representative (administration)	FAO Timor-Leste
Salka	Aminuddin	National Project Officer ISLME	FAO Indonesia
External stakeholders Indonesia			
Afdal	Muhammed	Team member, EAFM study	Lambung Mangkurat University, Banjarmasin
Aina	Erlinda	Head of Subdivision of Cooperation	Directorate General of Surveillance for Marine and Fisheries Resources
Astuti	Puji	Aquaculture Supervisor	Directorate General of Aquaculture
Badawingi	Dewi Y	Lecturer, Faculty of Marine Science and Fisheries	Hasanuddin University, Makassar
Bendong	Maknoor	Head fisherman, integrated multi-trophic aquaculture systems	Gerupuk Coastal Hamlet, Lombok
Bijaksana	Untung	Dean, Faculty of Marine Science and Fisheries	Lambung Mangkurat University, Banjarmasin
Budiarto	Aris	Head of working group Fisheries Analysis	Directorate of Fisheries Resource Management, Directorate General of Capture Fisheries
Buhari	Nurliah	Lecturer, Department of Marine Science and Fisheries/Head of Learning Centre EAFM	Mataram University, Lombok
Dewanti	Lantun P	Lecturer	Padjadjaran University, Bandung
Dewi	Ira Puspita	Team leader, mud crab FMP	Lambung Mangkurat University, Banjarmasin
Eko	Nugroho	Planner, Directorate of Climate	Ministry of Environment
Emawan	Aditya Herry	Aquaculture analyst	Directorate General of Aquaculture
Farita	Anika	Natural Resources Management Specialist	World Bank, Indonesia
Fathu	Rohim	Head of Fisheries Cooperative	Agupaya Mince Dadap
Febriani	Choerunnisa	Assistant Professor, Faculty of Fisheries and Marine Science	Padjadjaran University, Bandung

Last name	First name	Title	Organization/location
Ghoirruddin	Bennus	Senior planner	Planning Bureau, Indonesian Ministry of Marine Affairs and Fisheries
Hakim	Ameer	Deputy Director for Marine Protected Area Biodiversity and Conservation	Directorate of Marine Biodiversity and Conservation, Directorate General of Marine Spatial Management
Halim	Abdul	Seaweed farmer	Siriwe Hamlet, Lombok
Hamidiyah	Sitti	Head of Multilateral Cooperation	Foreign Cooperation Bureau, Indonesian Ministry of Marine Affairs and Fisheries
Hasni	Lelly	Planner	Ministry of National Development Planning
Hilyana	Sitti	Vice Rector	Mataram University, Lombok
Ihasan	Yudi	Dean, Faculty of Fisheries and Marine Sciences	Padjadjaran University, Bandung
Indiastuti	Asrina	Trainer	Padjadjaran University, Bandung
Indrawaraman	Iman	Deputy Director for Management of Aquaculture Area	Directorate of Aquaculture Area and Fish Health, Directorate General of Aquaculture
Jimmy		Fisheries inspector	Directorate Fisheries Management, Directorate General of Capture Fisheries
Juniar	Rista Devi	Capture Fisheries Production Management Officer	Directorate of Fisheries Resource Management, Directorate General of Capture Fisheries
Latuconsina	Fachri	Trainer	Padjadjaran University, Bandung
Mahardika	Andreas	Principal translator	Foreign Cooperation Bureau, Indonesian Ministry of Marine Affairs and Fisheries
Moore	Abigail	Lecturer, Faculty of Marine Science and Fisheries	Hasanuddin University, Makassar
Morris	Wuryati	Programme Officer	Margaret A. Cargill Philanthropies
Mukilis		Assistant Port Master	Cirebon, Indonesian Ministry of Marine Affairs and Fisheries
Mulyana	Ridwan	Director	Directorate of Fish Resource Management, Directorate General of Capture Fisheries
Noviandrio	Ferry	Senior planner	Planning Bureau, Indonesian Ministry of Marine Affairs and Fisheries
Nugroho	Gunawan Dwi	Capture Fisheries Production Management Officer	Directorate of Fisheries Resource Management, Directorate General of Capture Fisheries
Nurdin	Nadiarti	Associate Professor, Faculty of Marine Science and Fisheries	Hasanuddin University, Makassar
Oktani	Endang	Lecturer, Department of Marine Science and Fisheries	Mataram University, Lombok
Paryono	Panut	Lecturer, Department of Marine Science and Fisheries	Mataram University, Lombok
Pasaribu	Buntora	Assistant Professor, Faculty of Fisheries and Marine Science	Padjadajran University, Bandung

Appendix 1. People interviewed

Last name	First name	Title	Organization/location
Patmiarsih	Sri	Capture Fisheries Production Management Officer	Directorate of Fisheries Resource Management, Directorate General of Capture Fisheries
Pawiro	Surdari	National Chief Technical Adviser, Global Quality and Standards Programme	United Nations Industrial Development Organization, Indonesia
Pebruwanti	Neneng	Capture Fisheries Production Management Officer	Directorate of Fisheries Resource Management, Directorate General of Capture Fisheries
Pranowo	Widodo	Oceanography expert	National Research and Innovation Agency, Indonesia
Pribadi	Tri Dewi K	Head of Biology Department, Faculty of Science	Padjadjaran University, Bandung
Rahayu	Noni Eko	Cooperation analyst, International Cooperation Bureau	Secretariat of the GEF, operational focal point, Ministry of Environment
Rashid	Cahayadi	Acting Director, Aquaculture	Coordinating Ministry of Maritime Affairs and Investment
Rifai	Rizal	Fisheries analyst, Planning Bureau	Planning Bureau, Indonesian Ministry of Marine Affairs and Fisheries
Rohmad	Rofiq	Deputy Director for Seedling of Brackish Water Fisheries	Directorate of Seedling, Director General of Aquaculture
Rosdiani		Research analyst	Directorate of Fisheries Resource Management, Directorate General of Capture Fisheries
Rudianto	Eko	Principal Fisheries Inspector	Directorate General of Surveillance for Marine and Fisheries Resources
Safuddin	Muhammed	Seaweed farmer	Siriwe Hamlet, Lombok
Saifuddin	Niar	Seaweed farmer	Siriwe Hamlet, Lombok
Salam	Nur	Team leader, mud crab EAFM study	Lambung Mangkurat University, Banjarmasin
Samuel	Arun Kumar	Senior Environment Specialist	Asian Development Bank, Manila
Sarwono		Head of Port Operation	Cirebon, Indonesian Ministry of Marine Affairs and Fisheries
Setyawan	Mohammad Aris	Capture Fisheries Production Management Officer	Directorate of Fisheries Resource Management, Directorate General of Capture Fisheries
Sjamsudin	Chandrasa	Partnership and Development Finance Officer	United Nations Resident Coordinator Office, Indonesia
Suhirato	Hedhi	Fisheries inspector	Directorate of Fisheries Surveillance, Indonesian Ministry of Marine Affairs and Fisheries
Susanto	Handoko Adi	Coordinator, ATSEA-2	Partnerships in Environmental Management for the Seas of East Asia (PEMSEA), Bali
Sutyawan	Fery	Deputy Director for Marine Fish Resources of Coastal Waters, Territorial Seas and Archipelagic Waters	Directorate of Fish Resource Management, Directorate General of Capture Fisheries
Syahdan	Muhammed	Head of Learning Centre EAFM	Lambung Mangkurat University, Banjarmasin

Last name	First name	Title	Organization/location
Taurusman	Azbas	Professor, Department of Fisheries Resources Utilization	IPB University, Bogor
Thofiq	Irfan	Associate planner	Ministry of National Development Planning
Utama	Putu	Head of Aquaculture Division	Fisheries Agency, East Lombok District
Wahid	Abdul	Head of Section	Directorate of Aquaculture Area and Fish Health, Directorate General of Aquaculture
Wahyudi	Rhojm	Lecturer, Department of Marine Science and Fisheries	Mataram University, Lombok
Zonhaji	Nita	Integrated multitrophic aquaculture systems implementer	Gerupuk Coastal Hamlet, Lombok
External stakeholders Timor-Leste			
Adonia	Sabeno Lettor	Chief of Monitoring Department	Fisheries Inspection Unit, Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste
Amaral	Lourenco	National Director, Fishing Inspection Unit	Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste
Barretto	Celestino da Cunha	Director General of Fisheries	Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste
Cabral	Mario	Former national coordinator	PEMSEA
Da Costa	Augusto Maia	Technical Fisheries and Aquaculture Officer	Bobonaro Municipality Office
Da Rosa	Alda	Chief of Research and Development Department	Directorate of Fisheries
Dos Santos	Geovanio	First Sergeant	Timor-Leste Navy
Fernandes	Alsina	Chief of Department, Capacity Building	Directorate of Fisheries
Fonseca	Bernadette da	Country Director	Blue Ventures, Dili
Fonseca	Abilio da	Visiting Professor, Fisheries Department	National University of East Timor, Dili
Gonsalvez	Dominguez	Focal point for ISLME Aquaculture (seaweed)	National Directorate of Aquaculture
Gusmao	Amandou	Beacou Fishery Coordinator	Bobonaro Municipality
Guterres	Acacio	Senior Officer (Former Director General of Fisheries)	Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste
Guzman	Tofilo Philippe	Technical Officer (sea cucumber pilot)	National Directorate of Aquaculture, Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste
Julio	Pedro	Fisheries Officer	Biacou Municipality Office
Manuel	Abrani	Development Programme Coordinator	New Zealand Embassy, Timor-Leste
Marques	Fidelino Sousa	National Director for Aquaculture and Salt Farming	Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste
Pereira	Caudencio Castor	Fisheries Data Collection Officer	Batugade Municipality Office
Pereira	Mario	Country Representative	WorldFish, Dili

Appendix 1. People interviewed

Last name	First name	Title	Organization/location
Rodriguez	Pedro	Senior Fisheries IUU inspector	Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste
Sharmitad	Maria	Communication Officer	Fisheries Inspection Unit, Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste
Suarez	Silverio	Chief of Metinaro, fisher group	Metinaro Municipality
Suarez	Horacio de Jesus	Member of Metinaro, fisher group	Metinaro Municipality
Tavares	Mateus	Lecturer, Fisheries Department	Universidade Oriental de Timor Lorosa'e (UNITAL), Dili

Note: Some stakeholders in Indonesia reported having only one name in that they did not have both a first name and a last name.

Appendix 2. The GEF evaluation criteria rating table

The GEF criteria/dimensions	Rating[i]	Summary comments
A. OUTCOMES (relevance, coherence, effectiveness and progress towards impact, efficiency)	**S**	The project contributed to the improved capacity of stakeholders. It effectively utilized transboundary ecosystem-based approaches to manage marine and coastal resources and ecosystems. It promoted responsible fishing practices. The project was highly relevant and coherent. Despite being slow in the first three years, it was effective in achieving results.
A1. Relevance	**HS**	The project aligned well with national, regional and global priorities. It also aligned with the strategic priorities of FAO and the GEF. The project contributed to several of the SDGs. It addressed strategic issues in the fisheries sector, as well as the priorities of the Governments of Indonesia and Timor-Leste. The project was also an important catalyst to address local and community priorities through policy implementation.
A2. Coherence	**HS**	The project was complementary and synergistic to external and internal interventions. The project added value, and there was no duplication.
A3. Effectiveness	**S**	Strengthening capacities on the EAFM and the EAA in both countries and facilitating the bilateral dialogue on transboundary issues like the IUU were areas in which the project added value. In addition, the project was able to deliver the TDA and endorsed SAP before the end of the project.
A4. Efficiency	**MS**	The project had a lean team, and most of its planned activities were completed within the budget. More than 60 percent of spending happened in the last two years. The project had three no-cost extensions. The implementation in Timor-Leste was slower.
B. SUSTAINABILITY (financial, sociopolitical, institutional and governance, and environmental dimensions, including risks to sustainability)	**ML**	This was primarily subject to funding availability for SAP implementation. The Bay of Bengal Large Marine Ecosystem (BOBLME) and the Arafura and Timor Seas Ecosystem Action (ATSEA) SAPs were implemented, even after a long gap. There is the likelihood of SAP being implemented at some point in the future. The project strengthened processes and capacities at the institutional level. Individual capacities at various levels were also developed. Furthermore, the project created an enabling environment by supporting the development of the FMPs and harvest strategies. Nevertheless, activities are unlikely to continue at the pilot sites, especially for the EAA. While there is interest and commitment at the technical level, commitment may vary at the political level in terms of an ecosystem approach vis-à-vis economic production. Elections and the change of government and officials could affect governmental priorities in the future, considering the time to implement the BOBLME and the ATSEA SAPs. Besides sociopolitical risks, financial risks are likely to affect the continuity of activities and the rollout and implementation of SAP. Implementation requires funding commitment from both the Governments of Indonesia and Timor-Leste and international agencies.
C. IMPLEMENTATION	**S**	FAO provided excellent oversight, supervision and backstopping during implementation. The project was able to tap into the technical expertise of FAO.
D. EXECUTION	**S**	Despite a series of challenges, the project completed most of its planned activities and delivered an endorsed SAP.
M&E plan	**S**	The results framework of the project served as the planning and monitoring tool. The project objectives and outcome/output

Appendix 2. The GEF evaluation criteria rating table

The GEF criteria/dimensions	Rating[i]	Summary comments
		indicators were generally specific, measurable, achievable, relevant and time-bound.
M&E implementation	**S**	The project periodically tracked and reported through mandatory reporting formats. Gender-disaggregated data were reported as relevant.
Overall project rating	**S**	

Note: [i] See the GEF rating scheme in Appendix 3.

Appendix 3. The GEF rating scheme

As mentioned in Section 3.1 of the terms of reference template, the overall rating of the project outcome will be based on the following criteria: relevance; coherence; effectiveness; and efficiency.

The 2022 final draft of the GEF terminal evaluation guidelines presents new performance descriptions for each specific rating. In most instances, the actual performance may not fully correspond to any of the rating descriptions. Therefore, a rating will be based on the description that provides the best fit based on the evidence. Where available evidence is insufficient to provide a rated performance, the performance will be rated as unable to assess. The performance will be rated on a six-point scale.

Outcomes ratings

Ratings	***Description***
Highly Satisfactory (HS)	*The outcomes exceed the targets, and they are highly relevant and cost-effective.*
Satisfactory (S)	*Level of outcomes achieved meets targets. The outcomes are relevant and cost-effective.*
Moderately Satisfactory (MS)	*Level of outcomes achieved was generally close to the targets. The majority of the targets were met or almost met but some were not. The outcomes are generally relevant and cost-effective.*
Moderately Unsatisfactory (MU)	*Overall, the level of outcomes achieved is lower than the targets, but some outcomes were substantially achieved. The outcomes are generally relevant but not sufficient given the costs or, alternatively, generally cost-effective but not adequately relevant.*
Unsatisfactory (U)	*The expected outcomes were not achieved, or achievement was substantially lower than expected, and/or the achieved outcomes are not relevant. Alternatively, the outcome was cost-ineffective compared to the alternatives.*
Highly Unsatisfactory (HU)	*A negligible level of outcomes was achieved and/or the project had substantial negative consequences that outweigh its benefits.*
Unable to Assess (UA)	*The available information does not allow for an assessment of the level of outcome achievement.*

Sustainability

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

Sustainability ratings

Rating	***Description***
Highly Likely (HL)	*There is negligible risk to the continuation of benefits and, based on the progress made so far, it is expected that the long-term objectives of the project will be achieved.*
Likely (L)	*Either there is negligible risk to the continuation of benefits or there are some risks, but the magnitude of their effect is too small and/or the probability that they will materialize is too small. Overall, it is likely that the net benefits of the project will continue.*
Moderately Likely (ML)	*There are some risks to sustainability, and they may have some effect on the continuation of benefits if they materialize. However, the probability of materialization of these risks is low. The net benefits are more likely to continue than abate.*
Moderately Unlikely (MU)	*There are significant risks to sustainability. The effect on the continuation of benefits would be substantial if these risks materialize and the probability of the materialization of these risks is significant. Overall, the net benefits of the project are likely to abate.*
Unlikely (U)	*Because of the high risks, it is unlikely that the net benefits of the project will continue to accrue, and the progress that has been made so far is likely to be lost. It is unlikely that the project will achieve its long-term objectives.*
Highly Unlikely (HU)	*It is expected that the project will not achieve its long-term objectives. Major risks have either already materialized and halted the accrual of net benefits or have high probability of materializing soon and will halt the accrual of net benefits when they materialize.*
Unable to Assess (UA)	*Unable to assess the expected incidence and magnitude of risks to sustainability.*

Project implementation and execution

Quality of implementation and of execution will be rated separately. Quality of implementation pertains to the role and responsibilities discharged by the GEF agencies that have direct access to the GEF resources. Quality of execution pertains to the roles and responsibilities discharged by the country or regional counterparts that received the GEF funds from the GEF agencies and executed the funded activities on ground (this could be the very same FAO with co-executor partners, or an executing partner identified by an FAO operational agreement). The performance will be rated on a six-point scale.

Project implementation and execution ratings

Ratings	**Implementation**	**Execution**
Highly Satisfactory (HS)	Performance of the GEF agency was exemplary. Project preparation and implementation were robust. The agency ensured that the relevant policies of the GEF were applied in project preparation and implementation. Project supervision was strong – the agency identified and addressed emerging concerns in a timely manner. The GEF agency ensured that project implementation stayed on track and was completed on time.	Performance of the executing agency/agencies was exemplary. The execution of project activities was timely and of high quality. The relevant policies and requirements of the GEF were adhered to. Guidance from the GEF agency was followed and corrective actions, if required, were taken promptly. The executing agency also undertook measures to mitigate risks to sustainability and is taking steps to support follow-up to the project. Completed project activities on time.
Satisfactory (S)	Performance of the GEF agency met expectations and did not have any salient weakness. Project preparation and implementation were robust, and the relevant policies of the GEF were applied. The GEF agency supervised the project well – it identified and addressed emerging concerns in a timely manner. The GEF agency ensured that project implementation was on track.	Performance of the executing agency met the expectations and was without any salient weakness. The execution of project activities was timely and of good quality. The relevant policies and requirements of the GEF were applied. Guidance from the GEF agency was followed. The executing agency also undertook measures to mitigate risks to the sustainability of project outcomes.

Ratings	Implementation	Execution
Moderately Satisfactory (MS)	Overall, the performance of the GEF agency met expectations. Project preparation and implementation were adequate, and relevant policies of the GEF were applied despite some weak areas. The GEF agency supervised the project adequately – it identified and addressed emerging concerns, but some concerns may be inadequately addressed. Project implementation had minor delays and may have had a few dropped activities.	Performance of the executing agency had some weaknesses but, overall, it met the expectations. The execution of project activities was generally timely but with some instances of delay. The relevant policies and requirements of the GEF were applied, although some minor slip-ups may also have been observed. Guidance from the GEF agency was followed and problems were fixed. There are some areas where the performance of the executing agency was below par, but overall, the executing agency's performance was adequate.
Moderately Unsatisfactory (MU)	Overall, the GEF agency did not meet expectations, although there were some areas of solid performance. Project preparation and implementation had weaknesses, but these were not too severe. Project supervision was somewhat weak. Although most emerging concerns were identified, many remained unaddressed or inadequately addressed. Project implementation was delayed, and a few activities were dropped or reduced in scale because of issues that were largely under the control of the GEF agency.	While there were some areas of solid performance, the overall performance of the executing agency did not meet expectations. The execution of project activities was delayed. The observed capacities of the executing agency were a limitation of project execution. Several slip-ups in application of the GEF policies and requirements were observed. Guidance from the GEF agency was generally followed and problems were fixed, but usually such actions were not timely. There are several areas for improvement in execution.
Unsatisfactory (U)	The GEF agency did not meet the expected level of performance. Project preparation and implementation were weak. Emerging concerns were not identified by the GEF agency in time and remained unaddressed or inadequately addressed. M&E implementation was weak – activities were not implemented in time or were not undertaken. Project implementation was delayed, and several activities were dropped or were reduced in scale.	The executing agency did not meet expectations. The execution of project activities was delayed and at least some activities were dropped due to factors largely under the control of the executing agency. Many slip-ups were observed in application of the GEF policies and requirements. Guidance from the GEF agency was not put into practice or was applied with considerable delay.
Highly Unsatisfactory (HU)	There were severe shortcomings in the quality of implementation. The GEF agency mismanaged project implementation and its supervision was poor. Emerging concerns were not identified in time, including those that should have been obvious. Although instances of mismanagement were discovered, corrective actions were not undertaken. Project activities were poorly implemented, and several had to be dropped.	There were severe shortcomings in project execution. There were several instances of mismanagement. Emerging concerns were not addressed in time, including those that should have been obvious. Most activities were very poorly executed, experienced delays and had activities dropped. The GEF policies and requirements were not applied.
Unable to Assess (UA)	The available information is not sufficient to rate the performance.	The available information is not sufficient to rate the performance.

Monitoring and evaluation

Quality of project M&E will be assessed in terms of: i) quality of design of project M&E plan; and ii) quality of project M&E during implementation. The M&E ratings table presents relevant descriptions for each rating.

M&E ratings

Ratings	M&E plan	M&E implementation
Highly Satisfactory (HS)	The project M&E plan is a good practice and did not have any weaknesses – its alignment with the project's TOC is robust. Complete baseline data were provided. The specified indicators were appropriate, and arrangements for the M&E plan implementation were adequate. Overall, the M&E plan exceeds expectations and is exemplary.	The M&E plan implementation was excellent. Weaknesses in the M&E plan, if present, were addressed promptly. M&E activities were conducted in a timely manner, and data from M&E was used to improve project implementation. Overall, M&E implementation exceeded expectations and was exemplary.
Satisfactory (S)	The project M&E plan was robust and did not have any or had only minor weaknesses – the alignment with the project's TOC is robust. Baseline data provided or its collection is planned at project start. The specified indicators were appropriate, and arrangements for M&E plan implementation were adequate. The plan meets expectations.	The M&E plan implementation was generally as per the plan. Weaknesses in M&E were addressed in a timely manner. M&E activities were conducted in a timely manner, and data from M&E was used in improving project implementation. Overall, M&E implementation meets expectations.
Moderately Satisfactory (MS)	On balance, the project M&E plan was solid. The specified indicators were generally appropriate, and arrangements for M&E plan implementation were adequate. The alignment of the M&E plan with the project's TOC is solid. There were areas where the M&E plan could be strengthened but, overall, the plan was adequate.	The M&E plan implementation was generally as per the plan. Weaknesses in M&E were generally addressed although some weaknesses remained. Some M&E activities were delayed. M&E data was used for reporting but had little use in improving project implementation. Overall, M&E implementation meets expectations with some areas of low performance.
Moderately Unsatisfactory (MU)	Overall, the GEF agency did not meet expectations, although there were some areas of solid performance. Project preparation and implementation had weaknesses, but these were not too severe. Project supervision was somewhat weak. Although most emerging concerns were identified, many remained unaddressed or inadequately addressed. Project implementation was delayed, and a few activities were dropped or reduced in scale because of issues that were largely under the control of the GEF agency.	While there were some areas of solid performance, the overall performance of the executing agency did not meet expectations. The execution of project activities was delayed. The observed capacities of the executing agency were a limitation of project execution. Several slip-ups in application of the GEF policies and requirements were observed. Guidance from the GEF agency was generally followed and problems were fixed but usually such actions were not timely. There are several areas for improvement in execution.
Unsatisfactory (U)	The M&E plan had severe shortcomings. The alignment with the project's TOC is weak. No baseline data was provided nor any indication that it would be collected at project start. Indicators do not adequately address project outcomes and other results. For several results, relevant indicators have not been specified. There are gaps in arrangements for M&E plan implementation – no budget or an inadequate budget was provided for M&E.	The M&E plan implementation was flawed and/or did not address severe weaknesses of the M&E plan. Several M&E activities were either dropped or incomplete. The data collection methodology was not sound. The M&E data were not reported in a timely manner – there is little evidence to suggest that the data was used to improve project implementation. M&E implementation does not meet expectations.
Highly Unsatisfactory (HU)	No M&E plan was prepared.	No, or negligible, M&E activity was implemented other than conduct of the project evaluation.
Unable to Assess (UA)	Unable to assess because project documents are not available.	Unable to assess as the terminal evaluation does not cover M&E implementation adequately.

Appendix 4. The GEF co-financing table

Name of the co-financer	**Co-financer type**[i]	**Type of co-financing**[ii]	**Co-financing at project start** (amount confirmed at the GEF CEO endorsement/approval in USD)	**Materialized co-financing at project MTR (in USD)**	**Actual amount materialized by 30 June 2023 (in USD)**
Government of Indonesia	National government	In-kind	12 550 000	–	15 110 477
Government of Timor-Leste	National government	In-kind	2 634 000	374 514	4 943 585
Commonwealth Scientific and Industrial Research Organisation	Bilateral agency	In-kind	2 740 000	-	-
New Zealand's International Aid and Development Agency	Bilateral agency	In-kind	3 270 000	105 381	110 381
WorldFish	International non-governmental organization	In-kind	1 200 000	1 196 746	3 056 079
Wildlife Conservation Society	International non-governmental organization	In-kind	150 000	90 900	90 900
FAO	The GEF agency	Grant	2 450 000	376 666	653 586
FAO	The GEF agency	In-kind	120 000	90 900	260 000
Grand total (in USD)			**25 114 000**	**2 235 197**	**24 225 008**

Notes: [i] Examples of categories include: local, provincial or national government; semi-government autonomous institutions; private sector; multilateral or bilateral organizations; educational and research institutions; non-profit organizations; civil society organizations; foundations; beneficiaries; the GEF agencies; and others (please explain).

[ii] Grants, loans, equity participation by beneficiaries (individuals) in the form of cash, guarantees, in-kind or material contributions, and others (please explain).

Appendix 5. Evaluation matrix

Questions	Indicators	Methods	Sources of information
1. Relevance (rating required)			
1a. To what extent are the project outcomes congruent with the GEF focal areas/operational programme strategies (in this case the international waters strategic objective country and regional priorities, and the FAO Country Programming Framework)?	Level of alignment of project outcomes with the GEF focal areas/operational programme strategies (international waters strategic objective) Level of alignment of project outcomes with current national and regional priorities Level of congruence of project outcomes with the FAO Country Programming Framework of the participating countries and with FAO regional priorities	Desk review and key informant interviews	National and regional development plans, strategies or programmes, FAO Country Programming Framework, FAO regional priorities, the GEF focal areas/operational international waters strategies, project documentation, including the project document, PIRs and interviews with FAO and external stakeholders (including the project steering committee)
1b. Has there been any change in the relevance of the project since its design, such as new national policies, plans or programmes that affect the relevance of the project's objectives and goals?	Number of new/updated regional/national policies, plans or programmes (relevant to the project) Favourable/unfavourable effect on the project	Desk review and key informant interviews	
1c. If so, were there any changes made to the project to make it more relevant?	List of changes made to the project	Desk review and key informant interviews	
1d. What results (outcomes) of the project contribute to achieving goals at the national, regional and global levels?	Outcomes that contribute to achieving national and/or regional goals	Desk review and key informant interviews	
2. Effectiveness (rating required)			

Questions	Indicators	Methods	Sources of information
2a. To what extent were the project objectives achieved, and were there any unintended results?	Level of achievement of project objectives (or progress made) List of unexpected results (positive/negative or direct/indirect) Extent of the effect of unexpected results (positive/negative or direct/indirect)	Desk review, key informant interviews, site visits and survey	Project documentation, including progress reports/PIRs, MTR, the GEF tracking tools, interviews (FAO and external stakeholders), site visits in Indonesia and Timor-Leste, and surveys
2b. To what extent did the project deliver in terms of intended outputs and outcomes?	Percentage of the achievement of outputs Percentage of the achievement of outcomes		
2c. To what extent can the attainment of results be attributed to the GEF-funded component?	Level of contribution of outputs funded by the GEF to the project results		
2d. Are there any barriers or other risks that may prevent future progress towards and achievement of the project's longer-term objectives?	List of barriers/risks and their impact on the project (achievement of long-term objectives) Mitigation measures taken by the project		
3. Efficiency (rating required)			
3a. To what extent was the project implemented efficiently and cost-effectively?	Number of project activities carried out according to the project schedule Planned activities carried out within the budget Perception of project partners and beneficiaries on implementation Level of performance of FAO and the project steering committee to identify and manage risks	Desk review, key informant interviews and survey	Project documentation, including financial and co-financing reports, progress reports, the GEF tracking tools, minutes from project steering committee meetings and from other bodies, and interviews with FAO and external stakeholders (including the project steering committee)

Questions	Indicators	Methods	Sources of information
3b. To what extent was project management able to adapt to any changing conditions to improve the efficiency of project implementation? What were the changes or adaptations made to improve project implementation/delivery?	Instances of changes and/or adaptations made to improve the efficiency of project implementation Stakeholder perception of changes/adaptations made		
3c. To what extent did the project build on existing agreements, initiatives, data sources, synergies and complementarities with other projects or partnerships and avoided the duplication of similar activities by other groups and initiatives?	Examples of synergies and complementarities with other projects/initiatives or other partners Stakeholder perception of the extent of synergies and complementarities		
4. Sustainability (rating required)			
4a. What is the likelihood that the project results will continue to be useful or remain even after the end of the project?	Level of ownership of the project achievements by the partners and governments Institutional capacities developed/sustainable Number of financial mechanisms that could support the continuity of project activities after project completion Stakeholder perspectives	Desk review, key informant interviews, site visits and survey	Interviews (FAO, external stakeholders including the project steering committee), site visits, survey and project documentation, including progress reports/PIRs, training materials and final products (including knowledge products)
4b. What key risks could affect the sustainability of the project's benefits? Consider financial, socioeconomic, institutional, governance and environmental aspects.	Number/type of risks that may affect the sustainability of the project benefits and the extent that they may affect - financial - socioeconomic - institutional		

Questions	Indicators	Methods	Sources of information
	- governance - environmental		
4c. Did the project develop an appropriate exit strategy?	Presence of an exit strategy Stakeholder engagement in exit strategy development		
5. Factors affecting performance (rating required)			
5a. Project design **5aa) Was the project design appropriate for delivering the expected outcomes?** **5ab) To what extent were the project's objectives and components clear, practical and feasible within the time frame allowed?**	Causality and clear linkage between project activities and expected outcomes Extent of practical feasibility within time frame and budget to achieve project components and objectives	Desk review and key informant interviews	Project documentation, including back-to-office reports, the MTR report, progress reports/PIRs and minutes from project steering committee meetings and from other bodies, survey and interviews (FAO, project steering committee and external stakeholders)
5b. Project execution **5ba) To what extent did the executing agency effectively discharge its role and responsibilities in managing and administering the project?** **5bb) What were the main challenges in terms of project management and administration?** **5bc) How well have risks been identified and managed?**	Perception of project partners Challenges in project management and administration – addressed or not Risks identified during project design and managed during implementation - New risks during implementation (identified and managed)	Desk review, key informant interviews and site visits	Project documentation, including back-to-office reports, the MTR report, progress reports/PIRs and minutes from project steering committee meetings and from other bodies, survey and interviews (FAO, project steering committee and external stakeholders)
5c. Project implementation **5ca) To what extent did FAO deliver oversight, supervision and backstopping**	Level of oversight, supervision and backstopping by FAO at various stages of the project	Desk review, survey, key informant interviews and site visits	Project documentation, including back-to-office reports, the MTR report, progress reports/PIRs and

Questions	Indicators	Methods	Sources of information
(technical, administrative and operational) during project identification, formulation, approval, start-up and execution?			minutes from project steering committee meetings and from other bodies, survey and interviews (FAO, project steering committee and external stakeholders)
5d. Stakeholder engagement **5da. To what extent were stakeholders, such as government agencies, civil society and the community, including Indigenous Peoples (relevance, considering this is a facilitating and planning project) involved in project formulation and implementation?** **5db. What was the effect of their involvement or non-involvement on project results? Did the project learn from other stakeholders and incorporate such lessons its work?** **5dc. How do the various stakeholder groups see their own engagement with the project?** **5dd. What mechanisms were in place for stakeholder involvement (including grievance receiving and addressing), and what could have been done better?** **5de. What are the strengths and challenges of the project's partnerships?**	Type of stakeholders identified during project design and participating in the project implementation Potential (category of) stakeholders that could have been part of the project Effect of stakeholder engagement on project results - Example of learning Stakeholder perspective of engagement in the project Type of mechanisms used to involve relevant actors (including grievances mechanism) Level of effectiveness of the mechanisms	Desk review, survey, key informant interviews and site visits	Project documentation, including back-to-office reports, the MTR report, progress reports/PIRs and minutes from project steering committee meetings and from other bodies, survey and interviews (FAO, project steering committee and external stakeholders)
5e. Communications **5ea) How effective was the project in communicating and promoting its key messages and results to partners,**	Type of communication channels for partners and general audience Frequency of communication with partners and general audience	Desk review and key informant interviews	Project documentation, including the GEF tracking tools, back-to-office reports, the MTR report, progress reports/PIRs and minutes from project steering committee meetings

Questions	Indicators	Methods	Sources of information
stakeholders and the general public? What could have been done better/differently? **5eb) To what extent are communications products and activities likely to support the sustainability and scaling up of the project's results?**	Issues/challenges in communication (tracking/uptake) Extent communication products will support sustainability/scaling up		and from other bodies, survey and interviews (FAO, project steering committee and key government ministries)
5f. M&E **5fa) Was the project's M&E system practical and sufficient? What could have been done better/differently?** **5fb) Did the M&E system operate as per the M&E plan?** **5fc) Was the information gathered in a systematic manner, using appropriate methodologies?** **5fd) To what extent was information generated by the M&E system during project implementation used to adapt and improve project planning and execution and learning, achieve outcomes and ensure sustainability?**	M&E system in place and operational as per plan - Done differently Stakeholder perspectives Mechanism/methods used to systematically gather information Level of use of M&E system/information to make timely decisions, adapt and improve project implementation, and foster learning	Desk review and key informant interviews	M&E system, project documentation, including the GEF tracking tools, back-to-office reports, the MTR report, progress reports/PIRs and minutes from project steering committee meetings and from other bodies, survey and interviews (FAO, project steering committee and key government ministries)
6. Environmental and social safeguards			
6a. Were other actors – civil society, Indigenous Peoples or the private sector – involved in project design or implementation, and what was the effect on project results?	Type of other actor involved in the project (including civil society, Indigenous Peoples, private sector) Effect on project results	Desk review, site visits and key informant interviews	Project documentation, progress reports/PIRs, the GEF tracking tools, minutes from project steering committee meetings and from other bodies, and interviews (FAO, project

Questions	Indicators	Methods	Sources of information
6b. To what extent were environmental and social concerns taken into consideration in the design and implementation of the project?	Number/type of mitigation measures included in the environmental and social management plan implemented		steering committee and other external stakeholders)
6c. Was the project implemented in a way to ensure that the environmental and social safeguards mitigation plan (if one exists) was adhered to?	Extent the project has adhered to the environmental and social safeguards mitigation plan Challenges to adhere		
6d. Is there any evidence of setting direction for environmental stress reduction (e.g. in direct threats to biodiversity) or environmental status change (i.e. an improvement in the populations of target species), to reflect the global environmental benefits, or any change in policy, legal or regulatory frameworks?	Examples of setting direction for environmental stress reduction or environmental status change reflecting the global environmental benefits or a change in policy, legal or regulatory frameworks		
7. Gender and equity			
7a. To what extent were gender considerations taken into account in designing and implementing the project?	Gender mainstreaming strategy/plan in place Activities carried out to integrate gender consideration into the project design and implementation Type of benefits received by men and women	Desk review, key informant interviews, site visits and survey	Project documentation, progress reports/PIRs, minutes from project steering committee meetings and from other bodies, and interviews (FAO, project steering committee and other external stakeholders)
7b. Was the project designed and implemented in a manner that ensures gender-equitable participation and benefits?	Stakeholder perspective		

Questions	Indicators	Methods	Sources of information
7c. To what extent was gender integrated into the project's objectives and results framework? Did the project have gender-disaggregated targets and indicators?	Extent of integration of gender Presence of gender-disaggregated target and indicators and data collected		
8. Financial management and co-financing			
8a. What were the financial management challenges of the project?	List of challenges and mitigation measures taken or not	Desk review and key informant interviews	Project documentation, including co-financing reports, progress reports/PIRs, the GEF tracking tools, minutes from project steering committee meetings and from other bodies, and interviews (FAO, project steering committee and other co-financing institutions)
8b. To what extent was the pledged co-financing delivered?	Percentage of co-financing materialized overall and by partner		
8c. Has any additional leveraged co-financing been provided since implementation?	Amount of additional co-financing and co-financing institutions		
8d. How did any shortfall in co-financing or unexpected additional funding affect the project's results?	Magnitude of the effect on project results due to co-financing materialized or not materialized		
9. Progress towards impact			
9a. To what extent may any discernible progress/results towards long-term impact be attributed to the project (including programming and policy areas)?	Probability of reaching the expected impact due to the results obtained in the project	Desk review and key informant interviews	Project documentation, progress reports/PIRs, the GEF tracking tools, minutes from project steering committee meetings and from other bodies, and interviews (FAO, project steering committee and other external stakeholders)
9b. What existing or potential barriers or other risks can be identified that may prevent long-term impact?	Type of barriers/risk identified and action taken, if any		
9c. What can be done to increase the likelihood of positive impacts from the project?	Stakeholder perspectives		
10. Knowledge management			

Questions	Indicators	Methods	Sources of information
10a. How did the project assess, document and share its results, lessons learned and experiences?	List and description of the information/knowledge generated by the project Number of technical documents, manuals and methodologies published by the project Knowledge products used and facilitating sustainability	Desk review, key informant interviews and survey	Survey, interviews and project documentation, including publications
11. Additionality			
11a. What can be concluded on the added value of project interventions compared to the alternatives?	Due to the GEF intervention (would not have happened without the project or would have happened much later) - Global environmental benefits -TDA/SAP - Attracted more financing	Desk review and key informant interviews	Interviews and project documentation

Appendix 6. Results matrix

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
Project objective						
Outcome 1.1. Regional agreement on the transboundary threats and their root causes to the marine environment (including fisheries) in the ISME.	Regional agreement (TDA) endorsed by stakeholders	Limited information on transboundary issues and their root causes, and a limited analysis of the provincial-level management capacity and processes	The TDA completed and approved by two national TDA and SAP technical groups, and then the project steering committee (by the end of Year 2) (*On target to be achieved)*	N/A	Although the TDA was initiated in 2019, the first draft of the TDA was completed in March 2023. The TDA process was finally able to move through key milestones from 2022 to 2023: thematic studies; national and regional advisory groups and other stakeholder consultations; causal chain analysis; and the drafting of the TDA. The project steering committee approved the TDA on 4 December 2024.	S
Outcome 1.2. An agreed upon and endorsed SAP to ensure the long-term institutional and financial sustainability of the ISLME fisheries and marine ecosystem signed off by the appropriate ministers in both countries.	SAP endorsed by stakeholders	No plans or strategies for transboundary management of the ISLME, including a regional SAP or harmonized national action plans, have been developed and, to date, interventions have been fragmented, site-specific and largely un-coordinated	National action plans are completed and endorsed nationally by the end of Year 2 and include gender-sensitive targets and actions (the GEF-6 Gender Indicator 2) *(On target to be achieved)*	By the end of Year 4: the ISLME SAP is completed and signed off by the appropriate ministers in both countries A strategy is developed for the ISLME SAP implementation (post-project) with sustainable financing and a system to monitor the performance of SAP implementation over	Due to various delays in the TDA process, SAP preparation started only in June 2023. After appropriate consultations, SAP was finalized by October 2023. The project steering committee approved it on 4 December 2023, and a high-level endorsement by top officials from the respective ministries from both countries on 16 January 2024 was covered widely by media/press.	HS

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
				the medium and long term		
Outcome 2.1. The EAFM and the EBFM utilized for sustainable marine management.	Number of FMPs based on EAFM under implementation and that incorporate gender dimensions (the GEF-6 Gender Indicator 4)	The FMPs based on the EAFM exist for each FMP and among species for blue swimming crab	Initiated in Year 1 *(On target to be achieved)*	Six FMPs based on the EAFM prepared and approved in consultation with stakeholders at project pilot sites by the end of Year 3	Indonesia Review and revision of the FMPs of FMAs 712, 713, 714 and 573, and the FMP for lemuru New FMPs for lobster and mud crab Timor-Leste The EAFM FMP was developed for three pilot sites A review of the marine habitat management plan for the north coast of Timor-Leste	S
Outcome 2.2. Regional and national governance of fisheries and natural resources management (including legal and institutional frameworks) strengthened.	Programmes to control the IUU and management of fishing ports implemented	Existing systems for the control of the IUU and the management of fishing ports are ineffective (Indonesia) or virtually non-existent (Timor-Leste)	None *(On target to be achieved)*	Training programmes and enhanced institutional cooperation result in strengthened port state controls and the IUU monitoring by Year 3 of the project	Indonesia Stocktaking of a national MCS and a strategic plan (roadmap) of surveillance for fisheries resources training for province-level surveillance supervisors Head of fishing port training support to fisheries management institutions Timor-Leste Public information campaign on the IUU Support to Timor-Leste to become a signatory to the PSMA	S

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
Outcome 2.3. Environmental threats from poorly planned aquaculture development are mitigated through the development of advisory and planning tools and communicated to the aquaculture industry and provincial planning bodies in the ISLME.	EAA-based plans implemented	Zero Indonesian nationals trained as trainers Zero Timor-Leste nationals trained as trainers	30 Indonesian and Timor-Leste nationals trained as trainers in essential EAA for Indonesia and Timor-Leste by the end of Year 3 *(On target to be achieved)*	Five aquaculture management plans based on the EAA prepared and approved in consultation with stakeholders at the pilot sites by the end of Year 2	Indonesia EAA pilot in Lombok EAA training Timor-Leste Supporting the drafting of an aquaculture decree Two seaweed pilots, not started	MS
Outcome 2.4. Development policies are guided to support innovative opportunities for alternative livelihoods and the blue growth development of coastal communities, especially those dependent upon fishing for their livelihoods.	Revised policy framework developed	Existing policies related to blue growth, sustainable small-scale fisheries, climate change resilience and gender mainstreaming are insufficient and do not take into account transboundary issues or regional collaboration	None *(On target to be achieved)*	Policies to promote blue growth, sustainable small-scale fisheries, climate change resilience and gender mainstreaming for coastal and fishery-dependent stakeholders are included in the endorsed SAP	Indonesia Pilot of community-based integrated multitrophic aquaculture systems in Lombok Support to the Indonesian Ministry of Marine Affairs and Fisheries on advanced fisher villages to develop plans for 13 villages with a gender-inclusive approach. A policy brief was prepared. Pilot work on marine and plastic debris removal at the Morodemak port Timor-Leste Seaweed processing training for women Supported validation of a gender policy for the Ministry	MS

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
					of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste	
Outcome 2.5. Pilot projects demonstrate improved approaches for fisheries and aquaculture management.	Ability of local fisheries to sustain fish stocks and fishery operations, as measured by: - catch per unit effort; - compliance levels; - fisher income; and - fishing effort/capacity Ability of local level aquaculture management to preserve coastal ecosystems and sustain local livelihoods, as measured by: - number of new aquaculture operations implementing blue growth production techniques; - percentage of existing aquaculture operations transitioned to blue growth production techniques; and - number of persons employed in blue growth aquaculture operations	Fisheries activities at the project pilot sites are ecologically unsustainable and produce declining levels of income for local residents (baseline to be determined during project inception) Aquaculture activities at the project pilot sites are ecologically unsustainable and produce declining levels of income for local residents (baseline to be determined during project inception)	None *(On target to be achieved)*	1. By project closure, the approved FMPs produce positive effects on key fishery indicators (targets to be determined during project inception) 2. By project closure, approved aquaculture management plans produce positive effects on key aquaculture indicators (targets to be determined during project inception)	<u>Indonesia</u> EAFM assessments and FMPs done (See Outcomes 2.1, 2.2 and 2.3) <u>Timor-Leste</u> Review of marine habitat management Outline planning for the MPA for Metinaro completed EAFM plans done for three pilot areas	MS
Outcome 3.1. Strengthened	Effective integration of information and	No existing collaboration/information	Coordination and	Cooperation	National focus group discussions held in both	MS

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
cooperation between fisheries, marine science and natural resources monitoring networks to contribute to ecosystem-based approaches to ISLME management.	monitoring networks in both countries to enable the better management of marine and coastal resources	sharing on the IUU within the ISLME, and limited collaboration on oceanographic and climate data	information sharing networks strengthened by the end of Year 2 *(On target to be achieved)*	arrangements in place by the end of the project	countries and a bilateral meeting held in September 2023 with recommendations for cooperation to combat the IUU	
Outcome 3.2. Regional ISLME knowledge platform developed to share information between stakeholders.	Information and scientific (natural and social) data sharing with other regional LME programmes	No information sharing mechanisms exist	Initial sharing of information and a regional workshop with other LMEs convened by the end of Year 2 *(On target to be achieved)*	Increased regional awareness about the objectives of, approach to and lessons learned from the project upon its closure	The five project steering committee meetings were seen as a knowledge sharing platform. The ISLME website was launched in April 2023. Some publications and a few videos were shared through the website along with newsletters.	MS
<u>Output 1.1.1.</u> Transboundary threats to marine resources and ecosystems and their root causes are identified.	Review of transboundary threats to marine resources and ecosystems in the ISLME	Inadequate understanding of transboundary problems and their root causes and impacts	Causal chain analysis of the unsustainable exploitation of fisheries conducted and options to address national and transboundary problems proposed by the end of Year 1	N/A	Achieved by the MTR	-
<u>Output 1.1.2.</u> An ecosystem valuation analysis is undertaken, and the benefits and services derived from the marine ecosystems are assessed and valued.	Ecosystem services valuation in the ISLME Levels of contribution to the knowledge of marine ecosystem benefits and services in the ISLME	Data on the value of ecosystem benefits and services is limited to a few habitats and resources at specific locations	Completed report on the value of ecosystem benefits and services, and the identification of data gaps by the end of Year 1	Governments, industry and communities more committed to conservation and the sustainable management of the ISLME based on an	Ecosystem service valuation study completed in 2021 and incorporated into the TDA	S

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
			(On target to be achieved)	improved understanding of the economic value of ecosystem services		
Output 1.1.3. Significant socioeconomic drivers and trends that create environmental pressure on ecosystem resources and services in the ISLME are assessed.	Review of socioeconomic drivers in Timor-Leste and Indonesia ecosystems completed, including a gender analysis (the GEF-6 Gender Indicator 1)	Outdated and incomplete socioeconomic information on the ISLME	Completed socioeconomic profile of the ISLME and resource user groups, market networks, productive value chains and market access opportunities by the end of Year 1	N/A	Achieved by the MTR	-
Output 1.1.4. The governance and institutional structures, including stakeholders relevant to the management of fisheries and the ISLME, are in place.	Governance and institutional assessment (in the ISLME)	Institutional assessments carried out by the Asian Development Bank's Coral Triangle Initiative Pacific Project and thematic reports on governance produced by the ATSEA project	Completed analysis of governance and institutional structures by the end of Year 1 Two (one each for Indonesia and Timor-Leste)	N/A	Achieved by the MTR	-
Output 1.1.5. The project steering committee accepts and adopts a regional TDA incorporating an analysis of the key transboundary issues (including potential climate change), root causes, governance and stakeholders.	The TDA signed (endorsed) by the project steering committee	No TDA exists	Drafted TDA elements reviewed *(On target to be achieved)*	TDA completed	TDA approved by the project steering committee	S
Output 1.2.1.	Plan for the monitoring and management of	No shared vision or transboundary cooperation	Clear, long-term vision and ecosystem	N/A	SAP completed and endorsed after initial delays	S

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
The vision and ecosystem quality objectives for the ISLME, together with the institutional arrangements for cooperation on monitoring and managing natural marine resources in the ISLME, are developed.	natural marine resources in the ISLME, including transboundary areas	arrangements exist for the ISLME (but the ATSEA SAP provides a relevant model to be updated/adapted for the ISLME)	quality objectives, together with clear institutional arrangements to achieve these, are established as part of the overall SAP completed by the end of Year 2 *(On target to be achieved)*			
<u>Output 1.2.2.</u> Management actions and priorities to mitigate identified transboundary issues at the local, national and regional levels are agreed upon.	Strategy for the effective management of transboundary issues at regional levels	No strategies exist for the transboundary management of the ISLME resources	Proposal for management actions and priorities as part of the overall SAP completed by the end of Year 3 *(On target to be achieved)*	N/A	SAP completed in 2023 after initial delays	S
<u>Output 1.2.3.</u> Inter/intraministerial working groups to advise on coordination and institutional arrangements established. Financial and institutional requirements to support and sustain the SAP are identified, and a sustainable financing plan is developed.	Inter/intra-ministerial working groups	No coordinated institutional arrangements or financing exist for the ISLME-level approaches Existing programmes for marine and coastal resources management are heavily reliant on external donors and/or are highly project dependent, rather than institutionalized, regular processes	Inter/intraministerial working groups to advise on coordination and institutional arrangements established by the end of Year 1, meeting biannually thereafter Proposal for financial and institutional requirements as part of the overall SAP	Biannual meetings of the inter/intraministerial working groups provide advice on institutionalization and coordination needs for the SAP national sustainable financing plans developed and approved to contribute to SAP implementation	Interministerial involvement in Timor-Leste initiated using the same platform being used by ATSEA-2 Yet to start the process through the Indonesian Ministry of Marine Affairs and Fisheries	MS

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
			completed by the end of Year 3 *(On target to be achieved)*			
Output 1.2.4. **The SAP for the ISLME is completed and endorsed by the Governments of Indonesia and Timor-Leste.**	SAP document endorsed	No SAP exists	*(On target to be achieved)*	SAP endorsed	SAP endorsed on 16 January 2024	HS
Output 2.1.1. **One national capacity needs assessment of relevant institutions is needed for fisheries and coastal natural resources management in the pilot areas. Additionally, in Indonesia a fisheries improvement plan for the blue swimming crab in FMA 712 planned.**	Institutional assessment completed in Indonesia and Timor-Leste	Outline and outdated understanding of local level capacities for the management of marine and coastal resources	Completed capacity gaps analysis by the end of Year 1	N/A	Achieved by the MTR	-
Output 2.1.2. **Two training courses for 30 government staff members and four local training organizations to develop to conduct fisheries management planning are consistent with the EAFM and the broader EBFM framework.** **Under this component in Indonesia, a fisheries**	Number of FMPs developed by target institutions	Approximately 30 Indonesian and 0 Timor-Leste nationals trained in the EAFM	Additional 50 Indonesian and 10 Timor-Leste nationals trained in the EAFM by the end of Year 2	N/A	Achieved by the MTR	-

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
improvement plan for demersal and mud crab fisheries of FMAs 712 and 713 is envisaged.						
<u>Output 2.1.3.</u> Strengthened capacities in EBFM (multisectoral planning) and EAFM planning are developed through two national pilots at the provincial level and the creation of six EAFM-based plans at the site level. In Indonesia, the modified activity is to develop a fisheries improvement plan for lobster fishery in West Nusa Tenggara, covering FMAs 713 and 573.	Number of FMPs based on the EAFM under implementation and that incorporate gender dimensions (the GEF-6 Gender Indicator 4)	-	*(On target to be achieved)*	-	FMP for lobster and mud crab in Indonesia Revised FMPs for 712, 713, 713 and 573 Harvest strategy for snapper and grouper for FMA 573 Capacity building pilot for the use of VMAs in boats of <30 GT	HS
<u>Output 2.1.4.</u> Capacity development is mainstreamed into the EBFM, the EAFM and the EAA through curriculum development and the adoption of existing training courses at two national universities or training colleges. The output was modified to manage migratory fishers in Indonesia. This is planned for the	Courses and curricula for training on the EAFM and the EBFM in Indonesia and Timor-Leste	An EAFM training course currently being developed by the World Wildlife Fund and Human Resource Development and Marine Community Empowerment in Indonesia	By the end of Year 3 *(On target to be achieved)*	At least six universities or learning centres in Indonesia running the EBFM training courses by the end of the project	Indonesian universities have an EAFM curriculum Planned to be developed in Timor-Leste	MS

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
transboundary area in Indonesia.						
Output 2.1.5. **Two national reviews of habitat enhancement for fisheries, including artificial reef development, are developed. Policy advice is provided through one regional workshop.**	Policy guidelines for coastal and marine habitat restoration and enhancement in Indonesia and Timor-Leste	Coastal and marine habitat restoration and enhancement are undertaken without any strategy, policy or regulatory framework, and little coordination of effort	By the end of Year 2, a coastal and marine habitat restoration and enhancement review is completed, with recommendations on priority actions and best practices presented at the regional workshop	N/A	Achieved by the MTR	-
Output 2.2.1. **Training of provincial-level units at two national pilot sites provides institutional support to strengthen capacity to combat the IUU and the unsustainable use of coastal natural resources. Indonesia supports the implementation of FMAs 712, 713, 714 and 573.**	Plans to combat the IUU fishing among provincial and port-based Directorate General of Surveillance staff in Indonesia and among relevant government staff in Timor-Leste	Some limited IUU capacity building has been undertaken (e.g. surveillance training at the local level) in Indonesia	Training commences by Year 2 *(On target to be achieved)*	By the end of the project, 30 staff in Indonesia and 10 staff in Timor-Leste provided with training to combat the IUU	Trained 30 provincial-level supervisors on fisheries surveillance in Indonesia MCS stocktaking for strengthening the institutional capacity on the IUU based on the frameworks for 712, 713, 714 and 573 Six public information campaigns in Timor-Leste	S
Output 2.2.2. **Four training courses in capacity building at port state controls for fishing vessels target 40 national and provincial fishery officers and 40 private sector port/fishing**	Plans to implement port state controls/ measures for fishing	Training given by the Australian Fisheries Management Authority	None *(On target to be achieved)*	By the end of Year 3, training courses on port state controls delivered	Harbour master assistant training in Indonesia, including on the PSMA Support to Timor-Leste to be party to the PSMA	MS

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
company representatives. *Indonesia adds Outputs 2.2.3 and 2.2.4.*						
<u>Output 2.2.3.</u> Capacity among fishers improved to combat the IUU.	Capacity of fishers in combating the IUU				This additional output in the Indonesia implementation arrangement was removed in the latest implementation agreement revision	
<u>Output 2.2.4.</u> Logbook or logbook use by small-scale fishers (<10 GT) and the implementation of capture fisheries logbook for small-scale fisheries (<10 GT) improved.					Achieved by the MTR	
<u>Output 2.3.1.</u> Existing unsustainable aquaculture practices are identified at four provincial pilots.	The EAA plans to address unsustainable aquaculture practices developed	Low levels of understanding or policy recognition in both countries	Threats analysis and mitigation strategy developed and communicated by the end of Year 1 *(On target to be achieved)*	None	Seaweed pilot in Lombok Draft of an aquaculture decree for Timor-Leste	S
<u>Output 2.3.2.</u> Training in planning sustainable aquaculture development provided to 30 provincial officers and private sector producers through the EAA. Five EAA-based management plans created at the site level.	The EAA-based plans	No plans exist	Two plans implemented *(On target to be achieved)*	Five plans implemented	EAA training in Indonesia done Seaweed culture pilots yet to commence in Timor-Leste	MS

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
Output 2.4.1. **Regional stocktaking of successful lessons of other initiatives in the ISLME for prospective or alternative livelihoods (including responsibly managed aquaculture).**	Lessons learned reports and information	Lessons learned are not easily available There is a need to compile lessons learned	Lessons learned documented One regional lessons learned workshop is conducted by the end of Year 1 *(On target to be achieved)*	None	Implementation of an integrated multitrophic aquaculture systems pilot project plan for two sites in West Nusa Tenggara completed In Timor-Leste, a training on upgraded sustainable fishing technologies for small-scale fishers and bottom longline carried out, and fishers benefited at the pilot site of Metinaro	S
Output 2.4.2. **Policy advice for sustainable small-scale fisheries building on the draft Voluntary Guidelines for Securing Sustainable Small-scale Fisheries in the Context of Food Security and Poverty Eradication Southeast Asia Action Plan is developed and communicated.** **Indonesia specifies an increased involvement of women in fisheries growth**	Existence and effectiveness of policies for small-scale fisheries	National policies need to be translated into a technical and implementable language Coordination between the Indonesian Ministry of Marine Affairs and Fisheries and economic ministries in regulating marketplace and prices needs improvement	Assessment of policy/guidance on small-scale fisheries completed by the end of Year 1 One workshop each in Indonesia and Timor-Leste by the end of Year 2 *(On target to be achieved)*	None	Completed a capacity needs assessment and a gap analysis to support the Indonesian Ministry of Marine Affairs and Fisheries advanced fisher programme in 13 villages in the ISLME region with a gender-inclusive approach leading to advanced village plans Training for women in seaweed/fisheries product processing in Timor-Leste	S
Output 2.4.3. **Options to reduce the vulnerability of pilot area coastal communities to climate variation**	Climate change adaptation plans developed with communities	Coastal communities are highly vulnerable to climate change impacts and have very limited information or resources to	Protocols for a participatory vulnerability assessment at the	Assessments of potential climate change threats and opportunities to increase resilience and	Completed a capacity needs assessment and a gap analysis to support the Indonesian Ministry of Marine Affairs and Fisheries advanced fisher	S

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
identified and communicated. Indonesia modifies output to technology innovation for blue growth in small-scale fisheries.		increase resilience or implement adaptation measures	pilot sites completed by the end of Year 2 *(On target to be achieved)*	enhance livelihoods at pilot sites completed by the end of the project Approaches are incorporated into the pilot site EAA and EAF plans	programme in 13 villages in the ISLME with a gender-inclusive approach that leads to advanced village plans	
<u>Output 2.4.4.</u> Capacity building in gender mainstreaming for alternative livelihoods undertaken in four provinces, targeting 30 government officers and 60 representatives of women's groups, the private sector and non-governmental organizations. Modified output for Indonesia preparation of fish resource management materials is a priority. ***Additional Output 2.4.5 developed for Indonesia***	Degree of participation and benefit sharing for women in the management of fisheries and other coastal resources, and to include the GEF-6 gender Indicators 3 and 4: 1. Percentage share of women and men as direct beneficiaries of project. 2. Number of national/regional policies, legislation, plans and strategies that incorporate gender dimensions	Some very limitedtraining on gender for fisheries/aquaculture managers and training for women on fish processing under the ATSEA project	Gender assessment completed and recommendations incorporated into the Year 2 workplan *(Not on target to be achieved)*	Six training sessions on gender mainstreaming in fisheries and aquaculture will be conducted by the end of Year 3	Gender-inclusive participation ensured in all EAFM-related stakeholder consultations and a specific indicator on gender being addressed in each EAFM plan development and assessment. This is also being addressed in the TDA and SAP. Two policy briefs of MCS fisheries The ISLME supported the gender policy development of the Ministry of Agriculture, Livestock, Fisheries and Forestry of Timor-Leste Additional training on seaweed processing for women at two pilot sites (Beacou and Metinaro) in Timor-Leste carried out	MS
<u>Output 2.4.5.</u> The management of fishing ports for plastic			*(On target to be achieved)*		Management of marine and plastic debris in fishing ports	S

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
and marine debris improved (at pilot sites).					A scoping study and policy brief developed Campaign for fishers and community on marine litter management at fishing ports	
<u>Output 2.5.1.</u> **Four FMPs developed and applied to the management of regional/subregional fishing areas (stocks).**	Marine spatial plans in place for fisheries and fishery/aquaculture pilot sites The EAFM plans/FMPs under implementation within the ISLME	Zero MSP or EAFM/FMP under implementation within the ISLME	Marine spatial plans completed for two fisheries and four joint fisheries/aquaculture pilot sites by the end of Year 2 *(On target to be achieved)*	Marine spatial plan completed for the north coast of Timor-Leste by the end of the project Four site-level EAFM-based plans (created under Output 2.1.3) under implementation by the end of Year 3	The plans for Indonesia are incorporated into Outputs 2.1.1, 2.1.2 and 2.1.3 EAFM plans developed for three pilot sites in Timor-Leste	S
<u>Output 2.5.2.</u> **Four pilot plans for aquaculture development and management in provinces where aquaculture has a strong potential to contribute to blue growth.**	Aquaculture management plans based on the EAA under implementation within the ISLME	Zero aquaculture management plans under implementation within the ISLME	Marine spatial plan completed for one aquaculture-only site by the end of Year 2 *(On target to be achieved)*	Four site-level EAA-based aquaculture management plans (created under Output 2.3.2) under implementation by the end of Year 3	In Indonesia, pilot activity on EAA for seaweed culture in West Nusa Tenggara followed by a pilot intervention completed, already reported under Output 2.3.1 Seaweed pilots not started in Timor-Leste Sea cucumber pilot done	MS
<u>Output 2.5.3.</u> **Existing habitat enhancements, including artificial reef sites, are evaluated and subject to the developed management improvement plans.**	Effective models/management plans for the enhancement of coastal and marine habitats within the ISLME	Habitat enhancement has been attempted at numerous sites within the ISLME but is frequently ineffective and overly costly	Technical report on decision-making tools to improve the ecological and socioeconomic effectiveness of habitat enhancement	At least three technologically appropriate habitat enhancement projects supported with technical guidelines and management plans by the end of Year 4	A review of ruin habitat management on the north coast of Timor-Leste and the MPA planning outline for Metinaro in Timor-Leste is developed	MS

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
			activities by the end of Year 2 *(On target to be achieved)*			
<u>Output 3.1.1.</u> **Improved monitoring and reporting of the IUU and unsustainable fishing issues in the ISLME support cooperation with the neighbouring LMEs and countries to combat the IUU.** **In Indonesia, it also aligns the coordination mechanisms of relevant institutions to combat the IUU.**	The IUU monitoring reports shared Effective transboundary cooperation within the ISLME on the IUU issues	No cooperation exists at present	Convene annual meetings of the National Directorate of Fisheries and Aquaculture and the Indonesian Ministry of Marine Affairs and Fisheries transboundary working group on planning and the exchange of information for the IUU and the management of protected area standard operating protocols established for joint cooperation in an IUU risk analysis, detection, monitoring and enforcement by the end of Year 2 Preliminary assessment of shark IUU catch developed (Commonwealth Scientific and	Formal joint IUU fishing management plan for the Batugade-Atapupu site under implementation by the end of the project Timor-Leste produces two fishery status reports on principal fishery resources, informed by a field-level information collection system, by the end of the project	Developed a strategic plan (roadmap) on surveillance for fisheries resources based on Indonesian fishing zones (712, 713, 714 and 573) to support the implementation of the Indonesian Ministry of Marine Affairs and Fisheries measurable fisheries and address transboundary issues A bilateral meeting between Indonesia and Timor-Leste on discussing transboundary fisheries and marine ecosystems to be carried out in July 2023. The final logistic arrangements are being planned.	S

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
			Industrial Research Organisation) Support to the Association of Southeast Asian Nations interministerial meeting on the IUU *(On target to be achieved)*			
<u>Output 3.1.2.</u> **Coastal environmental remote sensing data generated by initiatives and projects in the ISLME used to monitor threats to fisheries and coastal resources and inform the planning of pilot activities.** **In Indonesia, cooperation and promotion on combating the IUU is planned along with training in the application of the Infrastructure Development of Space Oceanography data to monitor threats to coastal fisheries and coastal resources. This is to explore mechanisms and integrate Timor-**	The EBFM and coastal resources in the ISLME are enhanced and supported by remote sensing	The Infrastructure Development of Space Oceanography system supports the management of the IUU in Indonesian waters	A report on options for long-term funding for the Infrastructure Development of Space Oceanography by the end of Year 1 Seven databases and maps on the coastal and marine resources of the project pilot areas by the end of Year 2 *(Not on target to be achieved)*	None	Provided technical support for the Strengthening Fisheries and Coastal Resources Monitoring by Enhancing the Indonesian Ministry of Marine Affairs Fisheries Information Data System (Dashboard) The geographic information system training for Timor-Leste is being finalized with the Coral Triangle Center in Bali, Indonesia.	MS

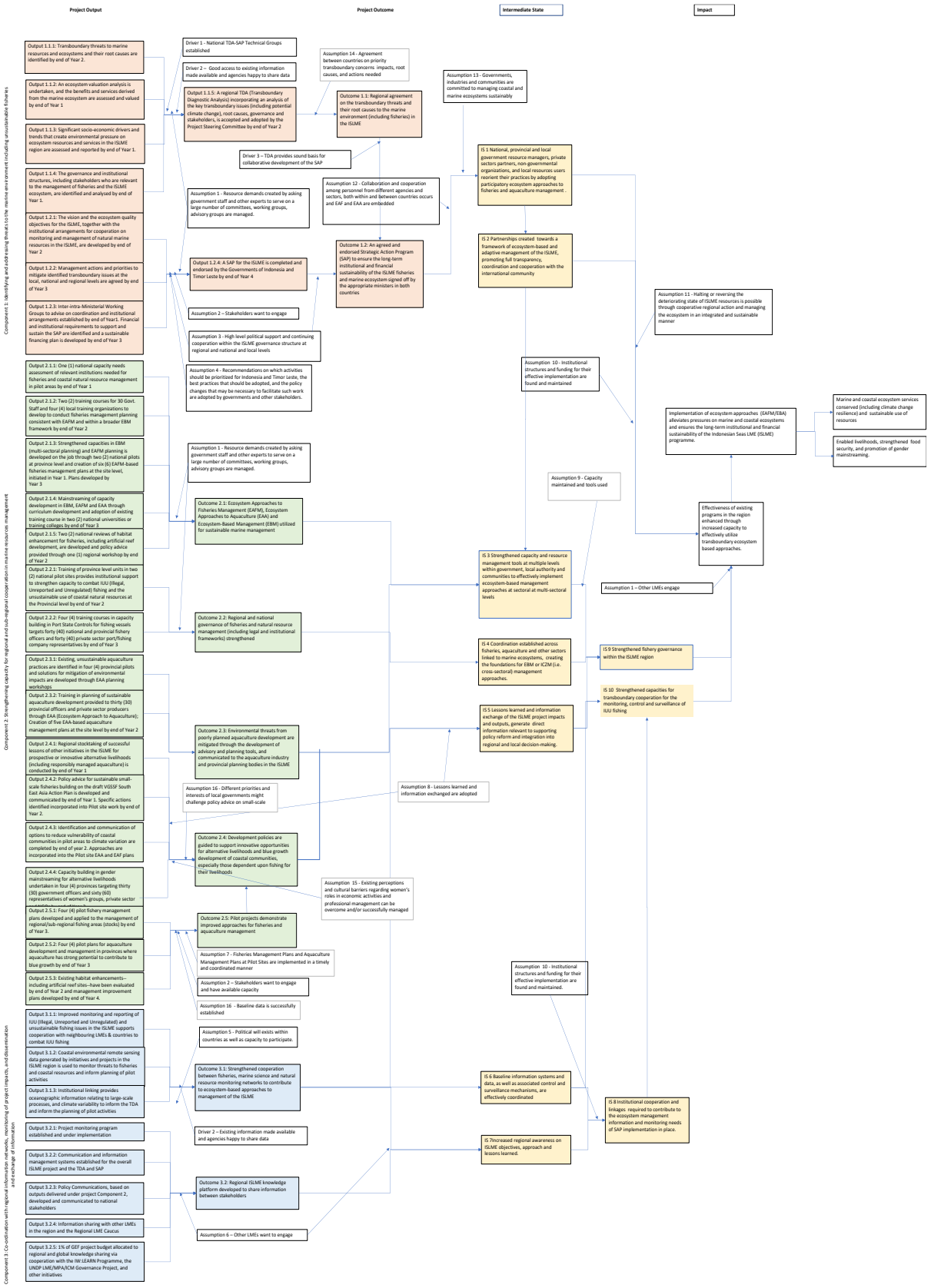
Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
Leste into the Infrastructure Development of Space Oceanography system.						
<u>Output 3.1.3.</u> Institutional linking provides oceanographic information relating to large-scale processes and climate variability to inform the TDA and inform the planning of pilot activities.	Oceanographic information available to support the sustainable management of marine ecosystems and fisheries in the ISLME	Various oceanographic monitoring programmes exist in the ISLME	Linkages with existing oceanographic monitoring programmes have been established and provide data for the TDA and design of the pilot activities by the end of Year 1	None	Report achieved at the MTR	-
<u>Output 3.2.1.</u> Project monitoring programme established and implemented.	Monitoring of project activities enables timely decisions to support adaptive project management	No monitoring programme exists	Accurate and transparent monitoring programme established in Year 1 of project Completed MTR early in Year 3 of the project *(On target to be achieved)*	Completed terminal evaluation within three months of the end of the project		
<u>Output 3.2.2.</u> Communication and information management systems established for the overall ISLME project, as well as the TDA and SAP.	Communication and information management systems in place to support project objectives, including the assessment of gender equality and women's empowerment	No dedicated ISLME communication or information systems exist However, the Indonesian Ministry of Marine Affairs and Fisheries has an information systems which could accommodate	Project website containing relevant natural resources and socioeconomic information linked to the websites of the participating government agencies, FAO, the	Project website and publications are updated and disseminated throughout the terms of the project	The ISLME website was launched in April 2023, and some publications were uploaded along with a few videos and newsletters.	MS

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
	results/progress (the GEF Indicator 5) Scientific (natural and social) data contributed to the Indonesian Ministry of Marine Affairs and Fisheries architecture and the National Directorate of Fisheries and Aquaculture peskador website	relevant natural and socioeconomic information and data Similar but less well developed, the National Directorate of Fisheries and Aquaculture has the peskador website	International Waters Learning Exchange and Resource Network website and others is operational by the end of Year 1 Project brochures, policy briefs and other publications developed and shared starting in Year 2 of the project *(On target to be achieved)*			
Output 3.2.3. Policy communication developed and communicated to national stakeholders (based on outputs delivered under project Component 2).	Policy communication regarding the key outputs of the project is widely available		Two policy communications based on TDA information developed *(On target to be achieved)*	Eight policy communications completed and disseminated by the end of the project	Three policy briefs prepared	MS
Output 3.2.4. Information sharing with other LMEs in the region and the Regional LME Caucus.	See the outcome-level indicator		*(On target to be achieved)*		Article on blue swimming crab management in International Waters Learning Exchange and Resource Network newsletter on World Oceans Day Information exchange, mainly with the ATSEA-2 project Highlighted the project activities at the GEF Asia–Pacific workshop and the	MS

Outcomes	Outcome indicator[i]	Baseline	Mid-term target (*MTR assessment*)	End-of-project target	Cumulative progress since the project level as of 30 June 2023 and beyond	Achievement /progress rating
					National Dialogue for Indonesia from 8 to 19 January 2023 A few videos on YouTube	
<u>Output 3.2.5.</u> **1 percent of the GEF project budget allocated to regional and global knowledge sharing via cooperation with the International Waters Learning Exchange and Resource Network programme, the United Nations Development Programme (LME/MPA/integrated coastal area management) and other initiatives.**	Information sharing and joint training with the global LME programmes	No information sharing or joint training mechanisms exist	By the end of Year 2 *(On target to be achieved)*	Increased global awareness of the project upon closure	Project information on the International Waters Learning Exchange and Resource Network website	MS

Note: [i] As in the approved results framework of the project.

Appendix 7. Theory of change



Source: FAO. 2021. *Mid-term review of Enabling Transboundary Cooperation for Sustainable Management of the Indonesian Sea (ISLME)"*. Rome.

Appendix 8. Glossary

Source: The GEF Evaluation Policy (GEF, 2019a)

Agency fee: the financing provided to a GEF partner agency in connection with a GEF project or programme.

CEO approval: the approval of a fully developed medium-sized project or enabling activity by the GEF CEO.

CEO endorsement: the endorsement of a fully developed full-sized project by the GEF CEO.

Child project: a project that forms part of a programme, as set out in a programme framework document.

Co-financing: financing additional to the GEF project financing and that supports implementation of a GEF-financed project or programme and the achievement of its objectives.

Evaluation: evaluation is the systematic and impartial assessment of planned, ongoing or completed activities, projects, programmes in specific focal areas or sectors, policies, strategies and their implementation, or other topics relevant to the GEF partnership and organization.

Full-sized project: a project with the GEF project financing exceeding USD 2 million.

GEF additionality: the additional effects (both environmental and otherwise) that can be directly associated with a GEF-supported project or programme

GEF agency: an agency eligible to request and receive the GEF resources directly for the design, implementation and supervision of the GEF projects and programmes.

GEF-financed activity (or intervention): any programmatic approach, full-sized project, medium-sized project or enabling activity financed from any GEF-managed trust fund, as well as regional and national outreach activities.

GEF operational focal point: nominated by the recipient country, the GEF operational focal point (GEF, 1996) ensures that the GEF proposals and activities in the country are consistent with country priorities and the country commitments under global environmental conventions; identifies project ideas to meet country priorities; endorses project proposals; facilitates broad based in-country consultations on the GEF operational matters; and provides feedback on the GEF activities, including implementation of projects.

Global Environmental Benefits: these relate to international conventions and commitments that the GEF is mandated to serve. The GEF projects must demonstrate that the project activities are delivering global environmental benefits.

Goal: a higher-order objective to which a GEF-financed project or programme is intended to contribute.

Knowledge management: the process by which organizations within the GEF partnership generate value and improve performance from their intellectual and knowledge-based assets.

Impact: the positive and negative, primary and secondary long-term effects produced by a project or programme, directly or indirectly, intended or unintended.

Indicator: a quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to a project or programme, or to help assess the performance of an organization.

Lead agency: the agency that coordinates all activities under a programme.

Medium-sized project: a project with the GEF project financing of up to USD 2 million.

Mid-term review: an assessment of a project or programme's performance and results carried out for adaptive management purposes at the midpoint of a project or programme's intended duration.

Monitoring: a continuous or periodic function, carried out by project or programme management, that uses a standardized and systematic process of collecting and analysing data on specific indicators to provide decision-makers and management of a GEF-financed activity with information on progress in the achievement of objectives and in the use of allocated funds.

Outcome: an intended or achieved short- or medium-term effect of a project or programme's outputs.

Output: a product or service that results from the completion of activities implemented within a project or programme.

Portfolio: a subset of projects focusing on a specific theme, GEF focal area, geographic region, country, or GEF agency.

Programme: a coherent set of interventions designed to attain specific global, regional, country, or sector objectives, consisting of a variable number of child projects.

Programme's added value: the additional results brought in by the GEF funding delivered as a programme compared with either a pre-existing or a hypothetical set of stand-alone full- and/or medium-sized projects or other comparable alternatives.

Programme framework document: the document that sets forth the concept of a programme that is proposed for GEF financing.

Result: include intervention outputs, outcomes, progress toward longer-term impact including global environmental benefits, and should be discernible/measurable.

Stakeholder: an individual or group that has an interest in the outcome of a GEF project or programme or is likely to be affected by it, such as local communities, Indigenous Peoples, civil society organizations, and private sector entities; stakeholders may include national project or programme executing agencies, or groups contracted to conduct activities at various stages of the project or programme.

Stakeholder engagement: a process that begins with stakeholder identification and analysis, and includes planning; disclosure of information; consultation and participation; M&E and learning throughout the project cycle; addressing grievances; and ongoing reporting to stakeholders.

Terminal evaluation: evaluation of a project or programme's design, performance and results carried out at the end of implementation.

Office of Evaluation
evaluation@fao.org
www.fao.org/evaluation

Food and Agriculture Organization of the United Nations
Rome, Italy

CD2349EN/1/09.24