



# Process oriented evaluation of the third phase of Mangroves for the Future

Final Report

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## Acronyms

ASEAN	Association of Southeast Asian Nations
ABC	ASEAN Biodiversity Centre
ACB	ASEAN Centre for Biodiversity
APAP	Asia Protected Areas Partnership
BDT	Bangladeshi Taka
BiCCRA	Building Climate Change Resilient Coastal Communities and Ecosystems in Asia
BoBLME	Bay of Bengal Large Marine Ecosystem
BPP	Business and Biodiversity Platform
CBOs	Community Based Organizations
CC	Climate Change
CHF	Swiss Franc
COBSEA	Coordinating Body on the Seas of East Asia IUCN
CSOs	Civil Society Organisations
CSR	Corporate Social Responsibility
CTI-CFF	Coral Triangle Initiative on Coral Reefs, Fisheries, and Food Security
CZMPs	Coastal Zone Management Plans (CZMPs)
DMCR	Department of Marine and Coastal Resources
ERC	Environment Research Centre
EAFM	Ecosystems Approach to Fisheries Management
FAO	United Nations Food and Agriculture Organization
FREL	Forest Reference Emissions Level
GCF	Green Climate Funds
ICLME	International Conference on Large Marine Ecosystems
ICM	Integrated Coastal Management
INGO	International Non-Governmental Organisation
INR	Indian Rupee
IT	Information Technology
IUCN	International Union for Conservation of Nature
IUCN-ARO	IUCN Asia Regional Office
IUU	Illegal, unreported and unregulated fishing
KHR	Cambodian Riel
KM	Knowledge Management

KMC	Knowledge Management and Communications
LECReD	Low Emission Climate Resilient Development Programme
LGF	Large Grant Facility
LKR	Sri Lanka Rupee
MFF	Mangroves for the Future
MGF	Medium Grant Facility
ML&E	Monitoring, Learning and Evaluation
MOEF	Ministry of Environment and Forest
MPA	Marine Protected Area
NC	National Coordinator
NCRMC	National Coastal Resources Management Committee (Union Level)
NCB	National Coordinating Body
NGO	Non-Governmental Organisation
Norad	Norwegian Agency for Development Cooperation
NRM	Natural Resources Management
NRM	Natural Resource Management
NSAP	National Strategy and Action Plan
OECD	Organisation for Economic Cooperation and Development
OECD-DAC	OECD - Development Assistance Committee
PEMSEA	Partnerships in Environmental Management for the Seas of East Asia
PES	Payment for Ecosystem Services
PCM	Project Cycle Management
PKR	Pakistan Rupee
PSE	Private Sector Engagement
RAP	Resilience Analysis Protocol
RBP	Results Based Payment
REDD+	Reducing Emissions from Deforestation and forest Degradation
RGF	Regional Grant Facility
RSC	Regional Steering Committee
RSC-15	15 <sup>th</sup> Regional Steering Committee, Bali, September 2018
ROC	Rapid Ocean Conservation
SAARC	South Asian Association for Regional Cooperation
SBR	Sustainable Business Roadmap

SDG	Sustainable Development Goal
SEAFDEC	Southeast Asian Fisheries Development Center
SEK	Swedish Krona
SEI	Stockholm Environment Institute
SGF	Small Grant Facility
SGF-PS	Small Grant Facility for Private Sector
Sida	Swedish International Development Cooperation Agency
SwAM	The Swedish Agency for Marine and Water Management
SWOT	Strengths – Weaknesses – Opportunities – Threats
SCZMC	SAARC Coastal Zone Management Center
USD	United States Dollar
UNDP	United Nations Development Programme
VND	Vietnamese Dong

# Executive summary

This report presents the results of a process-oriented evaluation of the third phase of Mangroves for the Future (MFF), a programme implemented by the International Union for Conservation of Nature (IUCN) in partnership with the United Nations Development Programme (UNDP) in the South and South-East Asia region. The programme has been funded by several donors<sup>1</sup>, and has received financial support from the Swedish International Development Cooperation Agency (Sida) since its start in 2006. The Swedish funding for the third phase of MFF has amounted to 75 mill SEK.

The outcome objective of the third phase of the programme is *to strengthen the resilience of ecosystem dependent coastal communities*. The mission statement for the programme has been *to promote healthy coastal ecosystems through a partnership-based, people focused and policy relevant approach that builds and applies knowledge, empowers communities and other stakeholders, enhances governance, secures livelihoods, and increases resilience to natural hazards and climate change*.

The expected results of the programme are shown in the table below.

<b>Output 1: Knowledge generated, disseminated and applied for sustainable management of coastal ecosystems</b>
Strengthening information base
Enhancing access to and sharing of knowledge at national and regional levels
Promoting effective use of knowledge including best practices
<b>Output 2: Key stakeholders empowered to engage in decision-making in support of sustainable management of coastal ecosystems</b>
Building awareness and capacity of civil society and private sector
Supporting multi-stakeholder fora
Promoting sustainable livelihoods
<b>Output 3: Coastal governance enhanced to promote integrated and inclusive management</b>
Strengthening capacity of national and regional governance institutions for integrated coastal management
Engaging with key business sectors to promote sustainable business practices
Promoting co-management and similar participatory natural resource management mechanisms

The evaluation has had three primary purposes:

- To provide Sida and other intended users with an opportunity to learn from the outcomes and experiences of the programme. Sida will seek to apply the findings from the evaluation in cooperation related to SDG 14<sup>2</sup> and integrated fisheries/coastal management. Partners will use the evaluation in the further development of operational relevance for future implementation.

<sup>1</sup> In addition to Swedish funding, the programme has received funding from Denmark, Norway, Australia, Germany, UNDP and UNEP.

<sup>2</sup> SDG14: Sustainable Development Goal No. 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development.



- To serve as one of the inputs for Sida in assessing the effectiveness and efficiency of the programme as part of the implementation of Sweden 's Regional Development Strategy for Asia and the Pacific 2016-2021.
- To provide Sida with a basis on which to be able to evaluate the relevance and efficiency of MFF's future programming vis-a-vis the potential of other actors and service providers in the region working with similar challenges.

The evaluation was carried out as a participatory exercise involving, i.a. participation in a meeting with the Programme Regional Steering Committee (RSC) where 65 individuals participated, and where the evaluation team interacted with the participants through person-to-person interviews and facilitation of a learning event as part of data collection for the evaluation. In accordance with the terms of reference, the focus of the evaluation was on Phase III of the Programme. Wherever relevant, results and lessons learned from previous phases were included in the analysis, including field study findings from some pilot projects from Phase 2. There was also a geographical focus in the sense that field visits were carried out to projects implemented under MFF in Bangladesh, Sri Lanka, Indonesia and Vietnam. In total, the Team met with 310 stakeholders, beneficiaries and other informants in person-to-person interviews and focus group meetings.

The evaluation employed a mainly qualitative evaluation methodology, complemented with quantitative analyses where that was relevant and where it was possible to develop quantitative tools. The evaluation team collected the information required by means of desk study of documentation, person-to-person interviews and meetings with informants, distance interviews with informants, field observations during country visits, the SWOT learning event at the RSC meeting with around 60 key programme stakeholders participating, focus group meetings and questionnaire surveys directed to stakeholders and beneficiaries. A communication platform in the form of a closed Facebook group was also established with the regional secretariat of the programme.

All specific findings and observations were stored in an excel evidence matrix structured in accordance with the evaluation questions, which was used for triangulating different types of information from different categories of stakeholders and beneficiaries to provide the findings related to the evaluation questions.

Based on the findings of the evaluation, the **main conclusions, lessons learned and recommendations** are presented in the following. The conclusions are structured under the headings in the Terms of Reference and with the three evaluation purposes included as sub-headings.

## **Efficiency**

*Evaluation Purpose Number 2A: Input for Sida in assessing the efficiency of the programme as part of the implementation of Sweden 's Regional Development Strategy for Asia and the Pacific 2016-2021.*

The National Coordination Bodies (NCBs) have been an innovative and successful part of MFF Phase III. They have generally been set up in a way that has allowed for broad representation of government and civil society, and they have functioned well as forums for exchange of knowledge and experiences, for overseeing the process of planning and implementing the Small Grants Facility (SGF) projects and for direct policy influence to some extent. One drawback that has been identified is that the NCBs usually has had representatives from different levels of government, including from high policy level persons as well as technical experts from ministries. This has, in several cases, reduced efficiency and has led to limited participation of important policy-influential persons.

The professional profiles of NCB members are strongly oriented toward ecosystem protection and natural resource management. Since the activities supported by MFF and the NCBs are related to enhancing the resilience of ecosystem-dependent coastal communities, it would have been beneficial to have had more of representation in social science and community development areas. The

percentage of women participating in the NCBs has been around 23% and in total for all NCBs, 44% have represented civil society.

The sustainability of the NCBs beyond the end of 2018 when the Swedish funding expired is unclear. It has to a major extent been the availability of project funding that has motivated the NCBs in their work. When this funding has ceased, in most cases the NCBs are not expected to survive as independent structures. In some cases they may be integrated in other similar government committees or working groups, in some cases they may be dismantled.

In cooperation with the Food and Agriculture Organisation of the United Nations (FAO), IUCN is engaged in the preparation of the Bay of Bengal Large Marine Ecosystem Project (BoBLME) Phase 2, and possibly also in its implementation. In this context it is possible that in those countries covered by BoBLME, the NCBs in a format similar to what they have had during the third phase of MFF may remain to some extent.

It is concluded that a major weakness of MFF has been that a disproportionately large part of the programme budget has been allocated to running the regional secretariat in Bangkok. This has been at the expense of opportunities to fund larger and better field projects at the national level. With more resources allocated to the national level, more and larger projects of longer duration could have resulted in higher efficiency, effectiveness and sustainability. In order for MFF to provide higher value for the countries involved and for potential future financing partners, more functions currently managed by the regional secretariat could be decentralised and delegated to national IUCN offices and NCBs. For instance, communication and knowledge management functions do not necessarily have to be located at the regional secretariat but could well be moved to one of the other countries, where staff and operational costs are substantially lower than in Bangkok. Competence could be attached to an IUCN country office either by recruiting staff or by procuring external resources on the private or Non-Governmental Organisation (NGO) market

Functions that must remain with a central secretariat in Bangkok are:

- Chair of the RSC, which will be the IUCN Regional Director
- Financial management
- Regional programme planning, progress monitoring and reporting
- Procurement and management of technical assistance to region and countries

With regard to programme efficiency, the actual use of a substantial part of the funding provided by the donors is unclear. Based on financial data received from IUCN, it has been calculated that the difference between the staff fees charged to MFF and the actual staff expenditures incurred by IUCN reflects a mark-up on the actual staff expenditures of 27% on average for the programme. The Team has found no information in project reporting on how this mark-up has been used. In addition, there is a management fee that for Sida has amounted to 8%. Since this fee is charged on all costs, this adds another 2% to the 27%, that is, in all 29%. Unless this mark-up on staff costs has been used specifically and exclusively for direct MFF purposes, this would constitute a significant limitation to the efficiency of the programme.

The Management Committee has been efficient in its function as a necessary executive addition to the RSC. It has taken important management decisions as well as strategically important implementation ones.

Efforts under MFF to engage sustainably with private sector actors have largely failed, in spite of many attempts. This is to a substantial extent attributed to limited competence in, and experience of, private sector business in the MFF programme organisation.

An active monitoring of programme implementation carried out by the Swedish Embassy staff has been complemented by the engagement of a consultant from the Swedish Agency for Marine and Water Management, who has advised and supported the Embassy mostly in connection with programme meetings. It would probably have been cost efficient to add to the consultant's tasks to also provide limited technical assistance in the form of advice to the programme. This could also have improved the flow of information between the programme and the Embassy.

## **Effectiveness**

*Evaluation Purpose number 2B: Input for Sida in assessing the effectiveness of the programme as part of the implementation of Sweden's Regional Development Strategy for Asia and the Pacific 2016-2021.*

### **Learning and knowledge exchange at local, national and regional level:**

There has been a general exchange of experiences and methodologies between staff from different member countries. Exchange visits between member countries are considered having been effective by programme staff at all levels as a means of learning from success stories in other countries. More could have been done, however, to support learning under the programme.

An important intended purpose of the RSC meetings has been that it would function as a forum for learning. This has not functioned well. The RSC meetings have focussed on formal presentations of activities in the respective country programmes, and other than comments from the floor there has been little in the way of interactive learning processes, a critique that has been raised by the donors.

The analysis, packaging and dissemination of learnings generated under MFF to a larger audience has not been effective. There has been lack of outreach to local level partners in this regard, and apart from larger overall strategy and methodology products such as the strategic framework for gender integration and the Resilience Approach Protocol (RAP), knowledge products generated under MFF being used at local level have been few.

### **Improved policy and coastal management at local, national and regional level**

It is concluded that as a result of the implementation of MFF there has been a number of important policy influences related to coastal zone management in several countries at local, national and, in some instances, bilateral level. To assess the true extent to which these influences have had important and lasting impacts would require a study conducted after some time. However, one example of a policy change initiated by MFF that has probably had an impact on the livelihoods of many coastal community members is the mainstreaming in Vietnam into national policy, plans and programmes of integrated mangrove-shrimp farming as a valid form of payment for environmental services, which has probably directly benefitted thousands of coastal households. This result has the added advantage that it combines environmental protection with enhanced resilience for coastal communities. This policy change built directly on one of the grant projects implemented by MFF.

Several of the grant projects visited and studied by the evaluation team have led to direct livelihood benefits to targeted local communities, and possibly also to more long-term outcomes in terms of enhanced competencies, capacity and resilience. The sustainability of these results is not evident in all cases.

Reasons for some failures that have been observed during the evaluation have included weaknesses in both project design and implementation, but the most important single reason is that the projects have had too small budgets and too short duration for them to achieve sustainable results. Increased level of funding to fewer and more strategic field projects, for which more resources could be allocated for supervision, technical assistance, monitoring and evaluation would be conducive for better projects and fewer failures. It is also clear that, even if a significant number of community members have indeed benefitted, the coverage of these projects is negligible in relation to the needs at national scales. From an efficiency point of view, it is therefore important that the projects are strategic in the sense that they contribute to developing innovative approaches or methodologies or new knowledge that can contribute to policy development rather than enhancing resilience only for a limited number of households in a community.

The effectiveness of the grants facility projects has varied between countries. One reason for this is the lack of strategic attempts to ascertain an adequate professional competence profile for staff at national level, which should include competence in social science and community development areas. Another reason is that the competence of the engaged grantee NGOs has varied, in spite of attempts from MFF to ascertain quality through due diligence process.

The beneficiaries of the field projects for which perception was assessed through questionnaires were overall appreciative of the immediate benefits they had got from the projects. The scores were generally higher for the projects in Vietnam and Indonesia than for those in Sri Lanka and Bangladesh.

The MFF field projects are one of many interventions in coastal areas and communities and, considering their actual outputs, they are quite similar to other community development programmes that are implemented throughout the region, mostly by national programmes and organisations but also some of them regional. One example is the Ecosystems Approach to Fisheries Management (EAFM) approach applied by Southeast Asian Fisheries Development Center (SEAFDEC) and Coral Triangle Initiative on Coral Reefs, Fisheries, and Food Security (CTI-CFF). These projects have had one thing in common: they have usually been too small to create significant impacts and they would have benefitted from being part of more concerted action programmes by governments and regional organisations in order to be more effective.

### **Promoting partnerships and increased engagement at local, national and regional level**

The programme has been active in engaging with a large number of other organisations at local, national, regional and global level.

The selection of organisations for implementation of grants fund projects was overall appropriate and implementation largely effective. Several failures have also occurred, the most common reasons being weak planning and lack of social and community development competence and experience, both in the programme and grantee organisations.

The cooperation with SEAFDEC and the Stockholm Environment Institute (SEI) in connection with gender and coastal community field projects has been valuable for the organisations involved and has enhanced the effectiveness of the programme through the production and implementation of strategic and policy documents as well as practical tools. While MFF has sought partnership with many other regional organisations and general agreements on cooperation have been made, the extent to which these have been followed up with substantial action has been limited.

The MFF-UNDP partnership has functioned well and had mutual benefits in terms of joint governance and steering of the programme, as well as concrete cooperation on funding and management of SGF projects in the Maldives.

### **Future looking**

*Evaluation Purpose Number 3: Relevance and efficiency of MFF's future programming vis-a-vis the potential of other actors and service providers in the region working with similar challenges.*

IUCN/MFF was not successful in acquiring continued financial support from donors, which could have kept the programme running at the point when the support from the Scandinavian donors expired by the end of 2018. Its future programming is therefore currently unclear. This points to a serious vulnerability of MFF since the current set-up is fully dependent on external financing. This is different from service providers with more direct government ownership engaged with similar activities combining regional cooperation with community-level work to enhance livelihoods and resilience, e.g. SEAFDEC and CTI-CFF. This also points to the need to be adaptive in terms of reducing costs and cutting down on overhead costs by making appropriate organisational changes.

CTI-CFF could be of particular interest as a potential service provider in that it combines several aspects of MFF with an advantage that MFF does not have, namely a more direct regional and country government ownership with a permanent regional secretariat hosted by one of the governments, Indonesia. CTI-CFF has a set-up of national coordination committees with government, civil society and private sector membership and works with enhancement of resilience at coastal community level. They also have an international environmental organisation as partner, namely the World Wide Fund for Nature (WWF), which could also be a potential service provider for any future Swedish support.

*Evaluation Purpose Number 1: Learning from the outcomes and experiences of the programme in relation to Sida's future cooperation and implementation related to SDG14 and integrated fisheries/coastal management and partners' further development of operational relevance for future implementation.*

One important conclusion of MMF as a provider or learning for future similar Sida cooperation related to SDG14/Integrated Coastal Management activities as well as for the partner's future implementation is that the soft governance structure has been in most cases conducive to broadened participation, exchange of knowledge, policy influence and effectiveness in pilot project implementation. There is, however, need for enhanced participation of Civil Society Organisations (CSOs) and media. One limitation of the NCBs is that their ability to survive as a government body of that broad type in a situation where funding from MFF has not been forthcoming seems to have been limited.

It is interesting to compare this with the experience from the SEAFDEC-Sweden Programme, where no such governance system was set up, which has been found to be an important limitation. One advantage of the SEAFDEC programme set-up has been, however, that there is a direct government ownership of the secretariat implementing the programme, which is not the case for MFF. It could be considered in a future possible support to community resilience-oriented coastal management in the region to find a middle way in these two regards, which should also combine the relevant thematic objectives towards achieving SDG14. At least one such alternative exists, namely CTI-CFF.

## **Lessons learned**

- The type of interaction with other regional programmes and actors, notably related to gender in the case of SEI and SEAFDEC, the latter also supported by Sida, and to some extent with the EAFM with SEAFDEC has been valuable and is worth looking for actively in other programmes.
- The convening power and competence of a renowned international environmental organisation such as IUCN is valuable for setting up and implementing a project such as MFF. In order for the programme to be sustainable, independently on external donor funding, the programme needs to have a strong government ownership and a size and set-up of its organisation that can adapt to available resources.
- IUCN/MFF would have benefitted from being more perceptive and reactive to indications from actual and potential donors of things that needed to change. They could, for instance, easily have taken action towards changing the format of the RSC events following the advice of Sida and other donors, as well as the mid-term review, and they could have responded more strategically to the reactions from Norad in connection with the REDD+<sup>3</sup> project preparation process.

## **Recommendations**

**The following recommendations are made to IUCN/MFF/NCBs:**

### Programme organisation

- In order to save on costs and strengthen the institutional sustainability of the regional secretariat, adjust the current organisational set-up of MFF by decentralising as much as possible of responsibilities for planning, implementation, M&E and knowledge generation, management and sharing to the national level, using resources already available at that level to the extent possible. Keep the functions that have to remain at the regional secretariat there, but move other functions to one or several locations in the region where costs are lower and where required competence is available.

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<sup>3</sup> REDD: Reducing Emissions from Deforestation and forest Degradation

- Engage staff with competence in, and experience of, private sector business.
- Make changes to the RSC meetings in terms of how they can support learning between member countries and individuals. The current type of country activity presentations can be reduced if they are sent out as briefing documents to all NCBs before the meeting. Only the most important or innovative examples from country level, which have the potential to become instruments for policy change could be brought up for discussion. The competent facilitators that are part of the IUCN/MFF community should be made use of, but external ones could also be employed. The RSC meetings could be smaller and hosted at less costly venues, and they should always be located close to existing field project sites. The programme could organise annual or biennial thematic meetings that would be more results-oriented and focussed on learning and knowledge exchange than the current ones. Regional physical meetings and workshops could also be organised as smaller events back-to-back with larger conferences in which many of the MFF stakeholders would anyway participate.
- Continue the current function of the Management Committee and strengthen its role as a decision-making body for MFF.
- Establish a more general resilience-oriented membership in the NCB, instead of as today having a focus on ecosystem protection and natural resource management. This means that the selection of NCB members would be linked directly with resilience strengthening objectives. Bring in national expertise on resilience building and allow such expertise to integrate these ideas at policy level, both regionally and nationally, and engage national-level actors with social science and climate change competence. The NCBs should have a stronger participation of CSOs and media. Include persons or institutions with communication and knowledge management competence in the NCBs. The national ministries responsible for gender affairs should be appointed as NCB members, as well as the gender focal points in the 'lead' ministry in each country
- Test establishing of two-tier NCBs as an alternative national-level management solution in cases where the government representatives are at such a high level that it can be anticipated that they may not have time to participate in the NCB meetings to the extent needed. In this case, a lower and more technical group that could be a network of experts who can voluntarily contribute their experience can meet more often and report to the upper policy level, which can then take policy decisions more efficiently.
- Add staff with a participatory, social and gender competence to the country teams in the national secretariats in order for these aspects to be sufficiently covered in all parts of the project cycle, and not only in actual field implementation

#### Programme content

- In the communication area, focus more on outreach at local level and engage with partners operating long-term programmes at community level. In this context, it is also necessary that any regional learning material be delivered to local communities in their own languages.
- Include a comprehensive component on exchange visits between member countries, building on the positive experience of Phase III.
- Particularly at national level, employ development expertise with social competence to achieve better balance between protection, natural resource management and income-generating activities.
- Increase allocation for and focus on MGF and larger pilot projects, with longer duration and more resources than what has been provided to SGF, limit the number of specific thematic areas in each country, and try harder than in Phase III to cluster the grant projects, all this in order to enhance efficiency, effectiveness and policy impact.
- In each member country, the resources could be focussed on 1 or 2 themes only, and the grants for projects must be based on the needs of communities, geography, and the capacity of grantee

and community. Spending funds based on equal distribution must be avoided. The projects would rather benefit from being clustered in one or a limited number of areas, where MFF should attempt to engage local government, authorities and NGOs/CSO in a more comprehensive integrated approach to enhancing resilience rather than implementing narrow thematic projects

#### Financing and partnerships

- The available channels of financing need to be explored. Among the potential new financing opportunities, MFF may consider the Global Climate Fund including its REDD+ Results-Based Payment window, bilateral financing and also foundations and endowment funds. In order to strike a better match, certain elements of the current phase may be packaged separately so as to match with the priorities of a potential financing institution.
- IUCN/MFF should continue and increase functional partnerships at regional level, for instance with BoBLME, PEMSEA<sup>4</sup>, COBSEA<sup>5</sup> and SEAFDEC, to possibly ensure sustained and larger, collaborative funding, as well as to continue synergetic cooperation of the type that has taken place on gender and coastal ecosystem conservation under the current programme.
- The current efforts towards integration of conservation and restoration related activities with private sector needs to be given greater emphasis. IUCN and MFF should realistically and creatively promote private sector engagement through, for instance i) tax incentives in countries where this would be realistic, ii) Corporate Social Responsibility (CSR) funding and iii) expanded and strategic private sector NCB membership.

#### **The following recommendations are made to Sida:**

- Continue providing support to resilience-enhancing activities for coastal communities through regional projects that are cost-efficient and effective and have strong national ownership, using where relevant the recommendations made to MFF above as input to dialogue with any proposing organisation.
- In future support to similar projects, encourage and support the use of a 'soft management system' similar to the one that has been successfully applied by MFF, but with enhanced participation of CSOs and media, and preferably in combination with a stronger overall government ownership. This could be through working with a multilateral partnership such as CTI-CFF, which combines the two, at the same time as it is engaged in enhancing the resilience of ecosystem-dependent coastal communities, as well as promoting the achievement of SDG14 at the global level.
- Encourage 'organic' cooperation between programmes in the Sida regional portfolio of the type that took place in MFF Phase III between MFF, SEAFDEC and SEI.
- Enhance the efficiency and effectiveness of having an external monitoring consultant by adding a second function of providing technical assistance to the programme in selected and agreed priority areas to the terms of reference.
- If relevant in relation to current and future strategic orientation, invite IUCN to a meeting with Sida to discuss possible openings for future cooperation.
- The analysis made by the Team of the mark-up on staff expenditures charged by IUCN/MFF to donors is based on non-triangulated information received from IUCN-ARO. Sida should commission an audit with the specific task of verifying the findings of the Team and deepening the financial analysis that could be carried out under this evaluation where financial efficiency represented only a part of one out of 42 evaluation questions.
- IUCN's calculation of charge-out fee rates is based on a global Time Management Policy, which might imply that a similar level of mark-up is being charged under other support agreements

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<sup>4</sup> Partnerships in Environmental Management for the Seas of East Asia

<sup>5</sup> Coordinating Body on the Seas of East Asia IUCN

between Sida and IUCN, at national, regional or global level. The specific audit mentioned above should therefore also include any other Sida support to IUCN.



# 1 Introduction

This report presents the results of a process-oriented independent external evaluation of the third phase of Mangroves for the Future (MFF), a programme implemented by the International Union for Conservation of Nature (IUCN) in partnership with the United Nations Development Programme (UNDP) in the South and South-East Asia region. The programme has been funded by several donors<sup>6</sup> and has received financial support from the Swedish International Development Cooperation Agency (Sida) since it started in 2006. The Swedish funding for the third phase of MFF has amounted to 75 mill SEK.

The outcome objective of the third phase of the programme is *to strengthen the resilience of ecosystem dependent coastal communities*. The mission statement for the programme has been *to promote healthy coastal ecosystems through a partnership-based, people focused and policy relevant approach that builds and applies knowledge, empowers communities and other stakeholders, enhances governance, secures livelihoods, and increases resilience to natural hazards and climate change*.

The evaluation has been carried out in accordance with the Terms of Reference provided in Annex 1, by a team of six international and national specialists on evaluation, communication, knowledge management, resilience, agro-economics, community development and gender. The methodology and work plan of the evaluation was specified during an inception phase in August-September 2018. The inception phase included a number of stakeholder interviews and meetings with Sida, the IUCN Asia Regional Office (IUCN-ARO) located in Bangkok, MFF staff, partner organisations and national stakeholders. A communication platform managed by the MFF Regional Secretariat, intended to provide a forum for communication and knowledge sharing among MFF stakeholders, was established during the evaluation process. The evaluation Team (in the following called the Team) participated in an MFF Regional Steering Committee (RSC) meeting in Bali in September 2018 (RSC-15) where they facilitated a half-day learning event. In October and November, field visits were carried out to projects implemented by MFF in Bangladesh, Sri Lanka, Indonesia and Vietnam and a large number of interviews with a variety of stakeholders and other informants at local, national, regional and global level were carried out. A total of 300 stakeholders, beneficiaries and other informants were interviewed or met with during focus group meetings, and relevant documentation made available by MFF and the Swedish Embassy was studied. A list of persons interviewed and met with is provided in Annex 2 and a list of key documents studied in Annex 3.

There has been a long delay in finalising this report. The draft report of the evaluation was presented at a meeting at the Swedish Embassy in Bangkok on 10 December 2018. Comments on the report from Sida were received one week later and from IUCN after five weeks. At a meeting between the Team and IUCN on 11 December it was agreed that IUCN would provide complementary financial information related to staff expenditures and staff charges, needed for the efficiency analysis included in the evaluation (see Section 3.8). After several reminders, a response was received on 14 February 2019, which did not contain what had been asked for. Then followed a long process of communication back and forth between the Swedish Embassy and IUCN on the data needed and requested by the Team, and how IUCN could provide it. The final set of data was received on 21 July 2019. Due to other commitments of the Team members at that time, the finalisation of the report could not be re-commenced until late in the fall of 2019.

## 1.1 Background and purpose

The Swedish financing to the current third phase of MFF is governed by a grant agreement signed on 2014-06-10. In its general conditions section, the agreement provides for an evaluation, and Sida has considered that an evaluation at the current time would provide useful strategic input to Sida, the implementing partners and other stakeholders for designing, planning and implementing

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<sup>6</sup> In addition to the Swedish funding, the programme has received funding from Denmark, Norway, Australia, Germany, UNDP and UNEP.

future activities on coastal management and resilience enhancement for local communities in the region.

The evaluation has three primary purposes:

1. To provide Sida and other intended users with an opportunity to learn from the outcomes and experiences of the programme. Sida will seek to apply the findings from the evaluation in cooperation related to SDG14<sup>7</sup> and integrated fisheries/coastal management. Partners will use the evaluation in the further development of operational relevance for future implementation.
2. To serve as one of the inputs for Sida in assessing the effectiveness and efficiency of the programme as part of the implementation of Sweden’s Regional Development Strategy for Asia and the Pacific 2016-2021.
3. To provide Sida with a basis on which to be able to evaluate the relevance and efficiency of MFF’s future programming vis-a-vis the potential of other actors and service providers in the region working with similar challenges.

## 1.2 Evaluation object and scope

MFF has its origin in the disaster caused by the tsunami in the Indian Ocean in 2004. From having originally had a relatively narrow focus on mangrove forest rehabilitation, the programme has transformed into covering investment and action to conserve coastal ecosystems and at the same time building resilience and improving the security and livelihoods of dependent communities. The focus on resilience is well in line with the current strategy for Sweden’s regional development cooperation in Asia and the Pacific region 2016–2021, which has regional cooperation for strengthening resilience to environmental and climate-related problems as one focus area.

The initiative is a partner-led platform, co-chaired by IUCN and UNDP. Originally it involved only the six countries worst hit by the tsunami, but it later expanded to include 11 countries in the region<sup>8</sup>. The programme has three broad output areas: knowledge management; stakeholder empowerment, capacity building and sustainable livelihood promotion; and enhanced governance. MFF operates both at the regional programme level, and at the national and local levels in the 11 countries. While there is a summarized result framework in the programme document, there is no explicit theory of change to describe the chain of results at different levels.

The main sub-components under each output area are shown in Table 1.

Table 1 MFF outputs and sub-components.

<b>Output 1: Knowledge generated, disseminated and applied for sustainable management of coastal ecosystems</b>
Strengthening information base
Enhancing access to and sharing of knowledge at national and regional levels
Promoting effective use of knowledge including best practices
<b>Output 2: Key stakeholders empowered to engage in decision-making in support of sustainable management of coastal ecosystems</b>
Building awareness and capacity of civil society and private sector
Supporting multi-stakeholder fora

<sup>7</sup> Sustainable Development Goal 14: *Conserve and sustainably use the oceans, seas and marine resources for sustainable development.*

<sup>8</sup> *Bangladesh, Cambodia, India, Indonesia, Maldives, Myanmar, Pakistan, Seychelles, Sri Lanka, Thailand and Vietnam.*

Promoting sustainable livelihoods

**Output 3: Coastal governance enhanced to promote integrated and inclusive management**

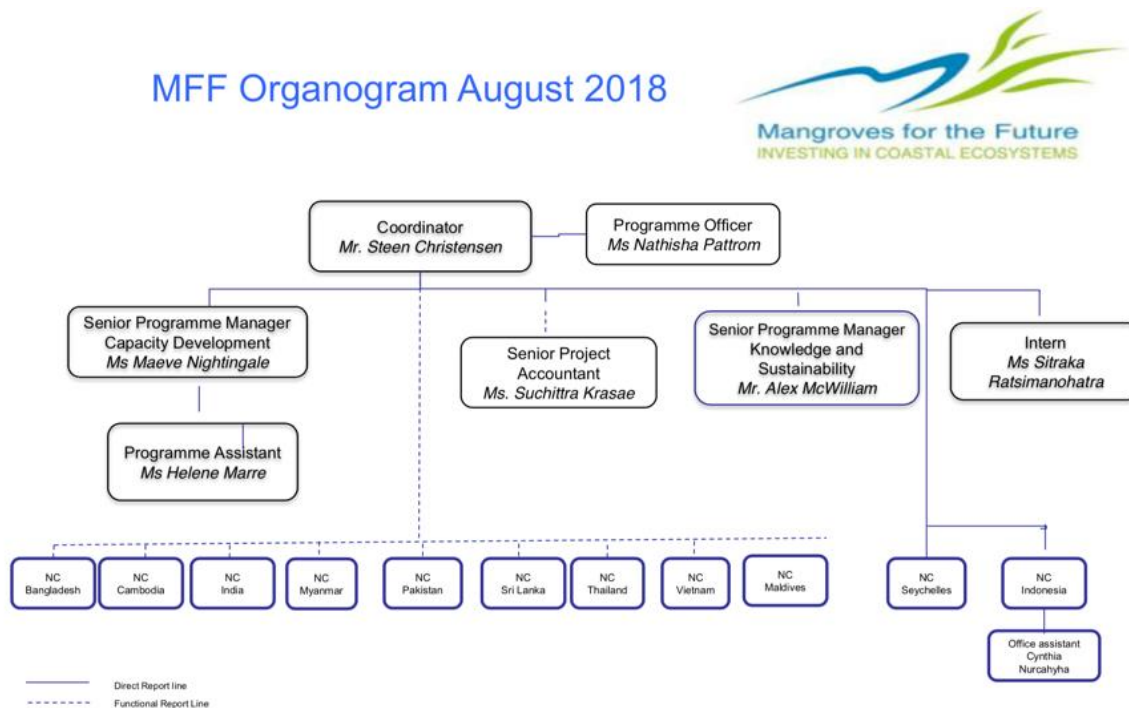
Strengthening capacity of national and regional governance institutions for integrated coastal management

Engaging with key business sectors to promote sustainable business practices

Promoting co-management and similar participatory natural resource management mechanisms

As specified in the terms of references of the assignment, the evaluation has focussed on Phase III of the programme, covering the period 2014-2018, with results and lessons learned from the previous phases included where relevant.

The programme is implemented through an MFF regional secretariat hosted at IUCN-ARO. The staffing at the secretariat at the end of 2018 was 7 full-time staff, of which one was an intern. In each country there has been a National Coordinator, normally contracted by IUCN, either at national or regional level, but reporting functionally to the MFF Coordinator at the secretariat (see Figure 1 below). Small Grant Officers have also been employed at the national level. The regional secretariat has drawn upon the regular staff resources of IUCN-ARO through internal agreements in which a certain number of workdays to contribute to the programme have been specified, for instance in the area of regional communication and IT (see Section 3.2).



(Source: MFF Secretariat, September 2018)

Figure 1 Organogram of MFF.

The programme operates through what is called a 'soft' governance system. At the country level, there is a National Coordination Body (NCB), representing stakeholders from government, academia, civil society, MFF institutional partners, the private sector and individual experts. The Chairpersons of the NCB, normally high-ranking government servants, are members of the programme

governance body, the Regional Steering Committee (RSC), which meets once a year. There is a Management Committee (MC), which meets in-between RSC meetings, tasked with taking implementation decisions.

The implementation of small grants projects has been an important part of the programme, and 151 such projects have been implemented under MFF Phase III<sup>9</sup>. These projects are intended to support enhancing the resilience and livelihoods of coastal communities and creating learning that could be shared with others and improve policy for coastal zone management.

### 1.3 Evaluation questions

The Terms of Reference for the assignment provide 42 specific evaluation questions relating to the two OECD-DAC evaluation criteria of efficiency and effectiveness<sup>10</sup>. The evaluation questions are listed below. In the evaluation matrix in Annex 4, the evaluation questions are tabled along with indicators, instruments for data collection and sources of information. As agreed with the Client during the inception phase of the evaluation, the presentation of the findings (Section 3 below) is structured under the respective evaluation questions and each criterion/sub-heading/evaluation question has its own subsection in the report.

#### **Efficiency**

1. What is the main additional value of this governance structure in terms of efficiency, in relation to other alternative setups?
2. What role, function and added value does the Regional Secretariat have in the delivery at local, national, regional and global level? Is it working to its full potential? What is its weakness and strengths in its delivery on local, national and regional level? Has the programme design been used to its full/ potential to deliver on the expected outcomes? Is there something in the design and implementation that could have been more efficient at the Regional Secretariat?
3. Has the MC been an efficient mechanism to facilitate anchored decision- making on strategic programme implementation between the annual RSC meetings.
4. Assess whether UNDP and/or IUCN have been efficient hosts of the national secretariat within the countries? What are the weakness and the strengths of this set-up? Would it have been more relevant to have a local government body or any other alternative organization as a host of the national secretariat?
5. What is the representation of men and women within the NCB, RSC and MC and what are their respective institutional affiliations?
6. What space does MFF and IUCN create for inclusive participation and decision- making in its own organization and the programme implementation?
7. What measures were adopted to manage the program following the budget reductions due to the reduced value of the SEK to the USD?
8. To what extent has the implementation set-up been efficient to deliver expected outputs? Could any alternative approaches have been more efficient?
9. Where has the programme been most successful in relation to the MFF-goals - at local, national and or regional level?
10. Has MFF as a partner – led programme provided an efficient and strategic platform for inclusive participation and decision making improving governance of coastal areas?

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<sup>9</sup> 136 projects were financed out of MFF regular contributions and 15 projects were financed by the LECReD programme implemented by UNDP Maldives with support from Danida.

<sup>10</sup> OECD-DAC: The Development Assistance Committee of the Organisation for Economic Co-operation and Development.

11. Has the RSC been an efficient mechanism for strategic leadership for policy change and advocacy?
12. What role, function and added value does the NCBs have in its delivery at local, national and regional levels? What are its weaknesses and strengths? Has it been efficient in contributing to improved coastal management in relation to the expected programme outputs and outcomes?
13. The NCB is comprised by representatives from Ministries, Civil society organisations, Academia and Private sector. Do these representatives hold relevant positions in their organisations in order to promote effective policy change?
14. Assess to which extent MFF projects/ initiatives have succeeded to attract funding from private, public and other sources ? Where have they been most successful and not? Has the geographical expansion and outreach activities generated an added value to the programme?

### **Effectiveness**

To what extent has the programme contributed to the intended outcomes? If so, why? If not, why not?

#### **Learning and knowledge exchange at local, national and regional level:**

15. In what aspects has the MFF succeeded in generating learning and contributed to “formal/informal” institutional capacity building in coastal management in Indonesia, Sri Lanka, Bangladesh and Vietnam? And in what way?
16. To what extent has the MFF contributed to improved livelihood and enhanced resilience of coastal communities?
17. How effective has the programme been in triggering learning between different countries and what are the examples of transfer of knowledge between the different countries?
18. To what extent has the programme contributed to the IUCN global program on coastal management?
19. To what extent and how has MFF contributed to enhanced institutional capacities of Ministries, private sector and NGOs?
20. How effective is MFF as a knowledge broker and capacity builder at local, national and regional level?
21. Are there examples of how tools and methods developed by MFF have been applied by other actors in different contexts?

#### **Improved policy and coastal management at local, national and regional level:**

22. How successful has the “soft governance structure” in the program been to support and facilitate policy change in the member countries and between member countries?
23. Assess the effectiveness of RSC as a governing body of the programme and its potential to contribute to policy development, knowledge exchange and capacity building to improve coastal management.
24. The previous evaluations have demonstrated the success of NCBs in terms of generating results both at the local and national levels. What have been the key enabling factors for the successes of NCBs in Indonesia, Sri Lanka, Bangladesh and Vietnam?
25. To what extent have the NCBs maintained a strategic focus on upscaling good results?
26. Exemplify key policy influences of the NCBs in MFF member countries.
27. Have the results from MFF been captured, adopted or applied by ASEAN or any other regional institution?

28. How successful has MFF been in promoting integrated coastal planning and management in policy development?
29. Assess if is MFF a well-positioned programme to deliver on policy development at regional, national and/ or local level?
30. How well has MFF succeeded in promoting inclusion of land rights, gender, and conflict sensitivity in policy development?
31. Exemplify how the Resilience Protocol Approach has been able to generate increased resilience of the coastal communities and generate change in gender roles and human rights etc.

**Promoting partnerships and increased engagement at local, national and regional level**

32. How have programme results benefited different stakeholders in pilot sites?
33. What have been the enabling and dis-enabling factors determining the level of cooperation between the different stakeholders in the programme?
34. How has MFF used the potential in the partnerships between with UNDP, FAO, UNEP and Wetlands International? How have the respective partners adopted the insights and results of MFF in their own program of work?
35. During Phase III, MFF has made moves towards strengthened relations with relevant regional initiatives including three regional inter-governmental bodies – namely Partnerships in Environmental Management for the Seas of East Asia (PEMSEA), South Asian Association for Regional Cooperation (SAARC) and the Association of South East Asian Nations (ASEAN). What has been the key achievements? And what have been the enabling and dis-enabling factors determining the level of cooperation? Have other regional entities benefited and adopted insights from MFF?
36. Has the MFF generated input to SEAFDEC, BOBLME and COBSEA operations throughout the years?

**Future looking**

37. What could the programme do to improve its efficiency and effectiveness?
38. Should it be beneficial to consider an adjustment in design or format of the programme?
39. What potential does the programme have to improve its delivery on sustainable coastal management, poverty reduction, and resilience for men and women in coastal areas in Asia?
40. Are there alternative programmes to MFF that delivers on the same issues in this region?
41. Would there be an effect on the program implementation and its delivery of results if the financial resources were distributed in a different manner, i.e. the financial allocation between national and regional?
42. What other sources of funding could support MFF interventions? (including GCF and GEF) How could such funding be leveraged and maximised by Sida support to MFF? Would such funding mean a shift in focus for MFF, and would such a shift be in line with emerging needs?

## 2 Methodology

### 2.1 Overall approach

The evaluation has been carried out as an independent evaluation in accordance with OECD-DAC criteria and guidelines and the approach has centred around the key evaluation questions.

The approach and methodology for the evaluation have included applying evidence from several sources to draw well-founded conclusions and producing concrete recommendations and lessons

that can be useful in relation to the stated purposes of the evaluation. Monitoring data and other information already available in the programme have been used as far as possible.

The evaluation has employed a combination of qualitative and quantitative evaluation methodologies. The Team has collected information by means of desk study of documentation, person-to-person interviews and focus-group meetings with informants, distance interviews with informants, field observations during country visits, a SWOT workshop at the 15<sup>th</sup> RSC meeting with around 60 key programme stakeholders participating, and questionnaire surveys directed at around 170 key stakeholders and field project beneficiaries.

### Participatory

It is stated in the ToR that opportunities have been missed in the programme for greater and deeper interaction and sharing of knowledge, and the methodology of the evaluation and the methods for data collection used should create space for reflection, discussion and learning between the intended users of the evaluation. In addition to a large number of stakeholder interviews at both regional and national levels, two actions intended to promote learning as part of the evaluation process were implemented: a SWOT workshop carried out in conjunction with RSC-15, and the initiation of a communication platform for stakeholder interaction. The learning event at the RSC meeting was carried out as a SWOT-based workshop with group discussions on themes central to the evaluation. The SWOT exercise resulted in a large number of specific findings, arrived at by more than 60 of the most important, knowledgeable and engaged MFF stakeholders during the event, including IUCN/MFF staff at regional and national level, NCB members from the 11 member countries, cooperating partners and Sida as the remaining donor. It thus contributed to learning within the MFF programme as well as to providing evidence useful for the Team in the evaluation. A summary of the SWOT findings was prepared by the team for inclusion in the MFF report from the RSC meeting.

MFF has a range of professionals involved at different levels of implementation and monitoring. Bringing them on a single communication platform was considered being a fertile ground for information exchange, knowledge consolidation and solution sharing.

To that effect, a communication platform familiar and convenient for use was suggested as a part of the evaluation exercise. After consultation with MFF a closed group on Facebook was considered most appropriate for the purpose. Initiating an exhibitivite (use of images, photos and graphics) and conversational (electronic/spoken dialogue) approach for the participating members intended to support the evaluation process. The platform, Roots Across the Region<sup>11</sup>, was established in September 2018.

### Summative and formative

The summative part of the evaluation has reviewed the results of the intervention retrospectively. The Team has used a mixed-methods approach to gather and triangulate quantitative and qualitative data from different types of sources and different categories of respondents to provide an evidence base for the findings, conclusions, lessons learned and recommendations.

## 2.2 Selection and application of evaluation criteria

In accordance with the specifications in the Terms of Reference, the evaluation has been carried out based on the OECD-DAC criteria of efficiency and effectiveness, complemented with a section looking at future opportunities for improvement and funding.

## 2.3 Instruments for data collection

**Desk review of documentation.** The Team has reviewed and analysed documentation provided by Sida and MFF. Additional documents were collected and studied as they were identified and acquired from stakeholders, particularly during **field visits to pilot project sites** in the four countries selected by the Client. The Team visited 17 field project sites in Bangladesh, Sri Lanka,

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<sup>11</sup> <https://www.facebook.com/groups/1079070842258011/>

Indonesia and Vietnam. Around half of these were selected by the team from a set of projects proposed by MFF staff and half were selected among non-proposed projects. The selection criteria included thematic representativity, inclusion of projects from the current as well as previous phase of MFF, small- and medium-size projects, and accessibility but at the same time no restriction to areas in the vicinity of the capital cities. While the field visits included physical observation of project activities and results, the focus was on interviews and focus-group meetings with project beneficiaries. Summaries of findings from these field visits are provided in project briefs in Annex 7.

**Interviews.** Interviews were carried out as semi-structured interviews, the specific questions/issues to be covered having been formulated beforehand by the Team in joint sessions at the outset of the missions, based on the evaluation questions listed in the evaluation matrix. In the case of beneficiaries in the pilot project areas, the sample was by random selection in almost all cases, except for three projects where the respondents had been invited by the programme staff or the project grantee. The interviews and focus group discussions were combined with issuing questionnaires to the persons participating (see Annex 5). The questionnaires were filled out by the respondents, sometimes with clarifications being provided by the Team. The purpose of these questionnaires was to provide, in the absence of more in-depth field surveys on MFF project beneficiaries, quantitative information on the results of the programme as they have been perceived by the beneficiaries. The results of these questionnaires are included as graphs in Section 3.32.

The full Team participated in the 15<sup>th</sup> RSC meeting, during which one-on-one interviews were performed with around 20 informants.

The Team members identified external experts<sup>12</sup> from government departments, organisations, companies and media in the four countries to be visited, a collection of whom were later interviewed either one-on-one during country visits or by distance interviews.

The Team had a Skype discussion with the consultant engaged by MFF to carry out a tracer study on the effectiveness of SGF projects and the resilience approach applied by MFF, and who has visited some of the projects that had also been studied by the Team.

**Focus groups.** In Bangkok and during the field visits in Bangladesh, Sri Lanka, Indonesia and Vietnam, focus group meetings were organised with programme stakeholders and project beneficiaries.

**Thematic group meetings.** A learning event was facilitated by the Team during RSC-15. The participants were split in 5 groups and SWOT analyses<sup>13</sup> were carried out on the following themes, all central to the evaluation:

1. Programme governance
2. Gender equality
3. Climate change resilience
4. Learning, knowledge exchange and policy action
5. Private sector engagement

This was thus both a learning event for the participants and a source of valuable information that fed into the evaluation. The results of the SWOT discussions in groups and plenum are provided in Annex 6.

Questionnaires were issued also to the SWOT workshop participants (see Annex 5).

**Communication Platform.** The Team observed the communication that took place on the closed Facebook group throughout the evaluation, which provided an insight into the themes covered by MFF.

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<sup>12</sup> The term external experts is used in this report to denote persons, institutions and organisations that can be expected to be interested in or affected by, positively or negatively, MFF results without being or having been involved in governance or implementation of the programme.

<sup>13</sup> SWOT: Strengths, Weaknesses, Opportunities and Risks



**Questionnaires.** As mentioned, brief and simple tick-a-box questionnaires that took around 20 minutes to respond to were prepared in hard copies and given to field project beneficiary interviewees, filled out and returned at the end of each interview or group session. The content was adapted to the category of respondents but in most cases the respondents were asked to provide their impression of quality, appreciation, expectations met, efficiency, effectiveness and sustainability of the project results on a scale from 1 to 6.

## 2.4 Process of analysis and developing conclusions

The starting point for the data analysis process has been the evaluation matrix presented in Annex 4. To arrive at a value or qualitative assessment of the indicators, inputs from the different data generation methods as well as from different categories of stakeholder sources were triangulated.

**Evidence matrix.** The individual findings resulting from data generation through field observations, interviews, focus group meetings and document study were all entered into an evidence matrix, with the same headings structure as the evaluation matrix, which has been used during the analysis and report writing phase of the evaluation. In total, more than 300 specific findings were available in the findings repository at the end of the evaluation. For each finding, the source of the finding was entered.

The individual findings have been used in the analysis to arrive at transparent judgements on performance and explanations for the performance or non-performance and successes or failures, drawing on both the evidence collected and on the professional experience available with the Team. This has provided an input to analysing the strengths and weaknesses of the project, which in turn has made it possible to formulate the conclusions of the evaluation.

Based on the evaluation conclusions, the Team has provided specific recommendations to MFF, NCBs and Sida for consideration in planning for implementation and support to future coastal ecosystem management and resilience enhancement activities in the region.

# 3 Findings

The structure of this section follows the structure of the evaluation questions provided in the Terms of Reference of the assignment.

## Efficiency - Internal structure of MFF

### ***3.1 What is the main additional value of this governance structure in terms of efficiency, in relation to other alternative setups?***

There are several regional programmes set up with largely similar overall governance structures in the South and South-East Asia region, with regional secretariats established in one of the main capitals; national offices, units or focal points at country level; and with steering committees with members from participating countries having overall oversight and decision-making functions. The most important added value provided by the MFF set-up are described in the following, and consist of:

- Some autonomy from the government bureaucracy but at the same time providing government engagement and support to efficient planning and implementation.
- Engagement of civil society and coordination between civil society and government in outreach activities.
- The advantage of making use of the convening power of IUCN, being a renowned international environment NGO, and UNDP as a strong institutional partner.

- Opportunity provided for policy alignment and effective sharing of experiences and lessons learned that can feed directly into government policy development, and potential regional policy influence.

One of the things that makes the MFF programme unique is that it has had this implementation approach at the national level characterised by autonomy and an outreach that has engaged a wide part of society at the same time as it has engaged closely with the concerned government ministries and agencies. Instead of implementing the national-level activities through project implementation units hosted by government agencies, which is a common set-up for regional programmes, the programme's national secretariat has been, in all countries but one, hosted by an international environmental NGO with a reputation of being an honest actor dedicated to the cause of nature conservation, equitable and sustainable use of natural resources and enhancement of ecosystem resilience.<sup>14</sup>

The governing function at the national level is carried out by the NCBs with members from both government and civil society. The civil society members include NGOs, CSOs, academia, research institutions and to a limited extent the private sector. A more detailed description of NCB membership and mode of operation is provided in Sections 3.10 and 3.12 - 3.13, and the participation of men and women respectively is analysed in Section 3.5.

Since the NCB meetings are held in the capitals of the member countries where most of the members live, and since the members participate free of cost, the costs for the actual deliberations in the NCBs are considered low in relation to the benefits of this set-up.

Many key stakeholders in all the four countries visited by the Team, within and outside of the NCBs and including external experts, have mentioned the advantages of this set-up and it is generally being considered the most innovative and effective part of MFF. At the same time as the NCBs have become important for preparing for, deciding on and overseeing the implementation of the Small Grant Facility (SGF)<sup>15</sup> projects financed under MFF they constitute a rational and in many cases effective body for sharing and transfer of knowledge within the coastal zone management sector at the national level. As reported by interviewees in Bangladesh and Sri Lanka, in some cases policy changes related to the thematic areas of MFF have come about as a result of the personal interaction between members of the NCBs. The SWOT analysis facilitated by the Team concluded that the NCBs had an important function in ascertaining that the National Strategic Action Plans (NSAPs) prepared at the outset of the programme were aligned with national policy on technical issues. The results of the SWOT workshop are summarised in Annex 6.

One of the reasons for having achieved establishing this novel structure has undoubtedly been the convening power of MFF, which, in turn, has depended to a large extent on its affiliation with IUCN and to some extent with UNDP. The role of the latter is less visible and well-known among stakeholders, except in the Maldives where MFF is hosted by UNDP. In fact, in meetings with stakeholders at national level not directly involved with implementation of MFF, reference is made more often to IUCN than to MFF. It would probably not have been possible for most other international NGOs to be as successful in this establishment as IUCN has been. The efficiency of governance through the innovative multi-stakeholder NCB, thus achieved (see sections on

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<sup>14</sup> The National Secretariats have been hosted by IUCN in nine of the member countries and in Indonesia by another international environmental, Wetlands International. In the Maldives, it has been hosted by UNDP.

<sup>15</sup> MFF has funded field implementation through a grant system applied throughout the region in the form of grants issued for several different facilities. The most common type of grant funding has been in the form of Small Grant Facility (SGF) projects. They have supported strategic action for coastal ecosystems management and sustainable use, and were commonly granted to local NGOs used to working with local communities and having local knowledge about ecological and social conditions. The budget ceilings for SGF projects were set by the NCBs in the countries and the project budgets regularly differed between 5,000 and 25,000 USD. Medium Grant Facility (MGF) projects were intended to build on already implemented and successful SGF projects. They were supposed to be multi-sector and partnership-based and were more complex and multidisciplinary than the smaller ones. There were also the Regional Grant Facility (RGF) projects, which were meant to address transboundary issues. The Special Grant Facility (SpGF) included grants for gender mainstreaming, private sector engagement and special studies. During MFF Phase II, ten Large Grant projects of around two years duration were implemented with total budgets ranging between 170,000 and 600,000 USD.

effectiveness below), can to a large extent be traced back to IUCN, and to some extent to UNDP, as organisations. The relatively high level of effectiveness in implementing the SGF projects locally in the countries is also a reflection of strong convening power at that level.

Another important governance function has been the existence of the NSAPs that were developed for each country under the NCBs in order to keep them in line with government policy and strategic orientation.

With regard to the functioning of the MC and the RSC, see Sections 3.3, and 3.11 and 3.23 respectively, where this is discussed. With regard to details of the functioning of the regional secretariat, this is covered in Sections 3.2, 3.7 and 3.8.

***3.2 What role, function and added value does the Regional Secretariat have in the delivery at local, national, regional and global level? Is it working to its full potential? What is its weakness and strengths in its delivery on local, national and regional level? Has the programme design been used to its full/ potential to deliver on the expected outcomes? Is there something in the design and implementation that could have been more efficient at the Regional Secretariat?***

The main role of the regional secretariat is to act as the implementing arm of the RSC, and to support and facilitate implementation in the member countries. In addition to supporting the RSC as a secretariat including making arrangements for RSC events, it provides assistance to planning and implementation of projects at national level, oversees monitoring and evaluation, knowledge management and communication, supports capacity development and provides work planning, budgeting, and progress and financial reporting to financing partners. The performance of the regional secretariat in these regards and the costs involved are described under the sections on efficiency and effectiveness below.

The main added value provided by the regional secretariat include:

- Guidance and direction to national MFF staff and NCBs for national planning and implementation, including provision of harmonised approaches, manuals etc.
- Monitoring and reporting at programme level
- Production of methodology and strategy deliverables, communication of knowledge products to all levels and facilitation of exchange visits
- Dissemination of information based on local, country and regional level experiences
- Thematic technical assistance to countries
- Financial management

There is a general appreciation among persons interviewed at country level of the value of general technical and management guidance they have received from the regional secretariat. However, while persons interviewed in Indonesia are overall positive, many interviewees in Vietnam, Bangladesh and Sri Lanka have also been critical on certain issues. Most importantly, their opinion is that too much resources are spent on the regional secretariat at the cost of the national set-up. More autonomy and more funding should go to the countries in order to support staff resources at the national secretariats, knowledge uptake and budgets for grass-root level field projects.

The current MFF regional secretariat, hosted at IUCN-ARO, has evolved from an original staffing at the outset of the programme of one coordinator, one administrative assistant and one Swedish intern, which at that time was considered sufficient. As mentioned, the number of staff members at the end of 2018 is seven, see organogram in Figure 1 and staff list in Table 2. The programme also draws on three regular members of the IUCN-ARO staff under internal agreements which define the number of days they are available and at what cost. The number of working days added annually to MFF under the internal agreements is 226, corresponding approximately to one full-time employee, or 14% of the total regulated staff time. This arrangement has made it possible for MFF to have easy

and quick access to staff with good competence particularly in communication without having to employ staff externally, which is assessed by the Team as an efficient solution.

In addition, time is charged to the programme for a number of other regular IUCN staff for inputs to MFF as need arises. The Programme has not reported on the number of workdays that charged to the Programme for that contribution.

Table 2 Staff at MFF Regional Secretariat

Designation	Level	Full/part time
Coordinator	M1	Full time
Programme Manager Knowledge Management and Sustainability	SP	Full time
Programme Manager, Capacity Development	SP	Fulltime
Accountant	P1	Fulltime
Programme Officer	P1	Fulltime
Programme Assistant	A3	Fulltime
Intern	Intern	Fulltime
Head of Regional Communication	SP	IA: 87 days/year
Regional Communication Assistant	A3	IA: 93 days/year
Manager Information and Knowledge Management (Pakistan Office)	P2	IA: 93 days/year

Source: MFF, 2018: Staff oversight 2018.09.06.

Thematic areas where interviewees in the countries visited by the Team have stated that the regional secretariat has provided useful support include resilience and gender analyses.

The regional secretariat has provided technical assistance to the application of the Resilience Analysis Protocol (RAP), developed and piloted under MFF during 2012-2015.<sup>16</sup> This approach attempts to combine social and ecological components of resilience, covering the themes of governance; environment; awareness and skills; knowledge; livelihoods; and water, food and energy safety (see Figure 2). Climate-change, gender, conflict sensitivity, property rights and resource tenure aspects are intended to be considered as cross-cutting issues.



Figure 2 Themes covered in MFF resilience analysis. (Source: MFF, 2016 - Resilience Analysis Guidelines)

<sup>16</sup> In the context of MFF, resilience is defined as "the dynamics between the socio- economic and ecological systems that characterize ecosystem-dependent coastal communities, which include exposure to a number of anthropogenic stresses on both the human (social) and natural (ecological) systems, including population pressure and overexploitation of coastal resources, in addition to threats from extreme weather events and climate change."(MFF, 2016: Resilience Analysis Guidelines.)

The methodology of applying the RAP has involved information gathering, resilience analysis, stakeholder participation, identification and prioritisation of interventions, and the preparation of a resilience assessment report forming the basis for pilot project planning and implementation.

The regional secretariat has produced a strategic framework and action plan for gender integration, which provides for implementation and monitoring of gender mainstreaming in the programme<sup>17</sup>. This describes principles and approaches for how gender integration can be provided through resilience analysis, facilitating equitable access by men and women to project results and their equitable participation in decision-making.

The gender inputs have been commended in interviews by both MFF staff and NCB members at the national level, and by regional cooperation partners and donors. MFF methodology and contributions to addressing resilience has been appreciated by NCB members at the national level, but has not been mentioned as an important innovative contribution in interviews with external national experts or by regional cooperation partners.

An important weakness with regard to the operation of the regional secretariat is that it has consumed a big part of the MFF budget, according to many stakeholders interviewed, including the donor representatives and, as mentioned, several key national stakeholders, a much too big part. With lower costs for the regional secretariat, more funding could have gone to financing more comprehensive projects in the field that could have achieved larger impacts and higher levels of sustainability<sup>18</sup> of project results, since the projects could be supported for longer durations by NGOs with presence in the field project areas (see Section 3.39).

The difference in charge-out fee rates between MFF staff based in Bangkok and staff based in member countries other than Thailand is large. Based on information provided by IUCN, it is calculated that the average charge for staff at the P1 and P2 grades combined is 51 % higher for Bangkok-based staff than for average P1 and P2 grade staff charges in the other countries.<sup>19</sup>

A related issue is the high mark-up on expenses for staff working at the regional secretariat (see Section 3.8). Unless this mark-up is being used specifically and exclusively for MFF purposes, it cannot be concluded that the regional secretariat is working to its full potential with regard to providing MFF deliverables.

Several interviewees at the national level have pointed out that the way the regional secretariat has communicated with the MFF entities in the member countries has not always been timely and efficient. It has often been top-down and included posing ad-hoc and last-minute requests for information, which was seen as putting an unnecessary work burden on the national teams and was difficult to plan for.

These two weakness areas were expressed by stakeholder interviewees at national level in Bangladesh, Sri Lanka and Vietnam, and also by some external experts at both national and regional level. They were also reflected in the outcome of the SWOT workshop at RSC-15 (see Annex 6).

A more general and important weakness of the overall governance system is that it has not been effective in ascertaining an exit strategy, by which for instance the NCBs could be sustained beyond external funding from the Phase III donors. Putting in place a self-financing plan for the operational needs beyond 2018 was a requirement in the grant agreement between Sida and IUCN and although this point was stressed regularly, it was not effectively facilitated by the regional secretariat. A brief and generalised sustainability strategy covering, among others, aspects of NCB longevity, NSAPs, private sector engagement, partnerships and funding was prepared by the secretariat, intended to be followed-up and specified by each country according to the national context. However, lack of

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<sup>17</sup> MFF, 2018: Strategic Framework and Action Plan for Gender Integration (updated)

<sup>18</sup> Sustainability in the context of this evaluation report is defined as: The continuation of benefits from a development intervention after major development assistance has been completed (OECD, 2010: Glossary of key terms in evaluation and results based management.)

<sup>19</sup> Data source: MFF, 2018 Staff oversight 2018.09.06

comprehensive national sustainability plans or lack of implementation of plans in countries where such existed, came out as a weakness at the SWOT workshop.

With regard to the strengths of the regional secretariat, the SWOT workshop concluded that it has facilitated communication and connections between the member countries, including learning between countries by supporting exchange visits in several cases and through arranging the annual RSCs. Another important function of the regional secretariat, mentioned by several respondents at the national level, has been that it has ascertained and managed the flow of funds from the financing partners to the member countries.

Among the suggestions made by MFF staff and partners as well as external experts for improving the efficiency of the programme, the most commonly mentioned were (1) to reduce the size of the regional secretariat and the costs at that level, and (2) to make more efforts at enhancing the capacity of the national secretariats, that is, the MFF part of the national IUCN offices.

The following functions would need to remain with the regional secretariat in Bangkok:

- Chairing the RSC
- Financial management
- Regional programme planning, progress monitoring and reporting
- Procurement and management of regional technical assistance

However, functions such as communication and knowledge management could be decentralised to one of the national IUCN offices where the cost level would be radically lower than in Bangkok, and where the capacity strengthening would be more sustainable, an advantage that has been mentioned by several national-level stakeholders. High competence in managing programme communication and knowledge management, for instance, can be found in many of the member country capitals and using this competence would be more cost efficient than employing international consultants to an office in Bangkok. It would also be a more sustainable capacity building effort than strengthening an IUCN office in Bangkok, where the recruited staff will stay only for as long as external financing is available for the programme.

Thematic and programmatic guidance that has been provided by the regional secretariat can also be decentralised to a large extent. Competence available in the countries could be utilised to a larger extent, and for specific themes where such competence does not exist, short-term technical assistance can be provided. NCBs establishing sub-committees with additional membership from CSOs and competent representatives of IUCN partner organisations has also been mentioned as a means of providing support and strengthen programme delivery.

### ***3.3 Has the MC been an efficient mechanism to facilitate anchored decision-making on strategic programme implementation between the annual RSC meetings?***

There is a general perception among the MFF and country-level stakeholders interviewed, particularly National Coordinators and NCB members, that the MC has been efficient in its function and that it has been a necessary addition to the RSC. One reason given was that the RSC meetings were large events covering many time-consuming presentations and making it impossible to take both operational and strategic decisions to the extent necessary for effective implementation of MFF.

Based on a review of the MC meeting reports, it is concluded that the MC has been able to take both important management decisions as well as strategically important implementation ones. The average number of decisions taken is around 10 per meeting, with a downward trend towards the end of Phase III. Examples of decisions include formal endorsement of revised work plans and budgets for each year; decisions on where to locate RSC meetings, for instance the relocation of an RSC meeting to Thailand in order to save costs at a stage where this had become necessary (see Section 3.7); directing the NCBs to ensure that ministries responsible for gender affairs get appointed as NCB members; and approval of guidelines for private sector grant funding.

### ***3.4 Assess whether UNDP and/or IUCN have been efficient hosts of the national secretariat within the countries? What are the weakness and the strengths of this set-up? Would it have been more relevant to have a local government body or any other alternative organization as a host of the national secretariat?***

As mentioned in Section 3.1, the uniqueness of the MFF at the national level lies to a large extent in the fact that IUCN has been effective in establishing the NCBs with a relatively wide representation of stakeholders from different sectors of society. According to all stakeholders who responded to this question, even those belonging to government, this would have been more difficult to achieve had the national secretariats been hosted through a regular government set-up. The efficient support to the NCBs provided through the national IUCN offices has been generally acknowledged by stakeholders in the countries. Similarly, UNDP has provided both programmatic and financial support to the programme in the Maldives, including through the implementation of 15 SGF projects. One of the conclusions that came out of the discussions during the SWOT workshop at RSC-15 was that the brand of IUCN is important from a recognition point of view, it is seen to elevate the technical profile of the NCBs. The convening power of IUCN has also been a determining factor for the effectiveness of this function.

The cost of providing the 11 national secretariats in 2016, at the midpoint of Phase III implementation, was 970,000 USD, implementation of work-plans included. Considering the vast amount of work that has been planned, implemented and managed at this level, this indicates an acceptable level of cost efficiency. IUCN has provided substantial inputs in terms of guidance, methodology, monitoring and evaluation to the operations at national level. The fact that the set-up engages government institutions to a large extent and at the same time allows for a much higher degree of independence than a regular government set-up has been important for the efficiency and effectiveness of the programme.

The programme has also benefitted from the support and professional inputs of regular IUCN staff at IUCN-ARO (see Section 3.2).

### ***3.5 What is the representation of men and women within the NCB, RSC and MC and what are their respective institutional affiliations?***

The representation in the NCBs is through institutions, organisations or sectors, in most cases not individuals in a personal capacity. An analysis has been made of the actual participation of men and women in the NCBs, based on the persons listed as representing the member institutions and organisations in the MFF database<sup>20</sup>. Figure 3 shows the percentage of representation of women in NCBs. The level of women representation differs widely between the 11 member countries, from around 10 % in Pakistan, Bangladesh, Myanmar and Cambodia to 50% in Thailand and 57% in Indonesia. There has been an increase in the average percentage of women participation in general, from 20% in 2015 to 23 % in 2017. Based on the same database it is concluded that with regard to institutional affiliation, there is no evident correlation between sex and the type of institutional affiliation of the NCB members.

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<sup>20</sup> MFF, 2018: List of NCB members\_11 countries\_Sep 2018

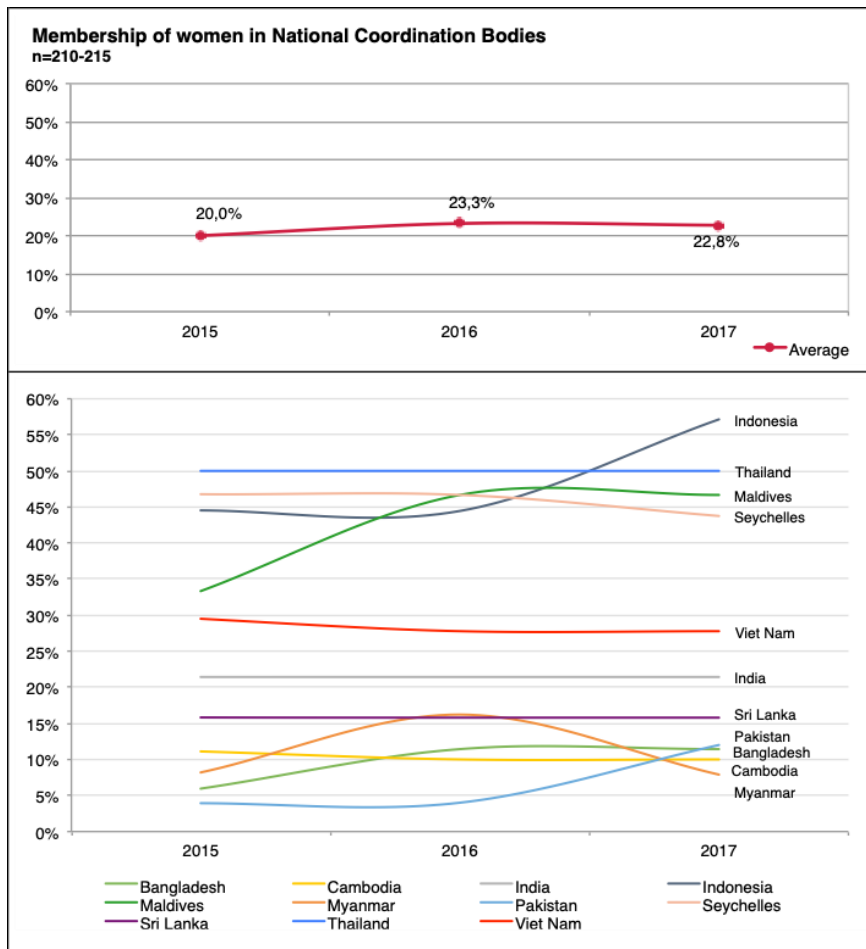


Figure 3 Membership of women in NCBs (Source: MFF, 2018: List of NCB members\_11 countries\_Sep 2018)

The number of members in the MC has varied substantially over the same period, from 5 in 2014 to 12 in 2018. The percentage of women participation has also been more fluctuant and has varied between 14 and 25%.

The representation of women in the Regional Steering Committee at the end of 2018 was 33%.

### 3.6 What space does MFF and IUCN create for inclusive participation and decision-making in its own organization and the programme implementation?

The NCBs are an attempt to create an alternative and more inclusive form of decision making and programme governance at the national level (see Sections 3.10, 3.12 and 3.13 for more details).

The programme regularly invites a number of representatives from organisations with which it seeks cooperation or partnership to the RSC events. MFF and IUCN have an open attitude to organisations with similar interests. The RSC itself also has in its membership a number of UN organisations, international NGOs and financing institutions and it can invite representatives of the private sector, other organisations or individual experts as needed.

### 3.7 What measures were adopted to manage the program following the budget reductions due to the reduced value of the SEK to the USD?

The value of SEK against USD fell by more than 20% during the first two years of programme implementation (see Figure 4). As a consequence, there was a budget gap that needed to be addressed either through additional funding or through a reduction in spending in relation to the



original budget. Sida's position on budget cuts was stated clearly, the deficits should not be addressed through any reduction in the funding of SGF projects<sup>21</sup>, the cuts should be made from other budget lines.



Figure 4 Change in exchange rate USD to SEK 2014-01-01 to 2016-01-01

The relative development of budget spending on regional operations and on project facilities and studies, the latter including SGF projects amongst others, over the programme period is shown in Table 3. The table shows that savings in relation to the budget were initially made under both the regional operations and the project facilities and studies budget lines. However, while the expenditures on projects continued to fall during all remaining years of the programme in absolute terms as well as in percentages of the total budget, the opposite was the case with expenditures on regional operations, which increased from 0.64 millions USD in 2014 to 0.94 million USD in 2017 and 0.85 mill USD in 2018. This development of the relative spending under the two budget lines is shown also in Figure 5. The reduction of spending over time for the project facilities and studies goes against the original plan for the implementation of SGF projects as specified in the programme proposal annexed to the grant agreement, in which it was planned to implement 30 projects in year 1, 20 in year 2, 50 in year 3 and 50 in year 4, with annual amounts in the programme proposal indicative budget of 1.19, 0.96, 1.21 and 1.21 million USD respectively.

Table 3 Comparison of spending under "Regional operations" and "Project facilities and studies"

Budget item	Budget	Exp	Budget	Exp	Budget	Exp	Budget	Exp	Budget	Exp
	2014		2015		2016		2017		2018	
Total (USD)	6 066 130	4 110 560	4 298 340	4 188 845	3 802 450	3 569 344	3 670 309	3 164 019	3 230 666	3 001 375
Regional operations (USD)	938 525	638 968	656 777	680 077	842 266	890 463	1 018 674	938 088	1 028 715	854 138
%	15	16	15	16	22	25	28	30	32	28
Total (USD)	6 066 130	4 110 560	4 298 340	4 188 845	3 802 450	3 569 344	3 670 309	3 164 019	3 230 666	3 001 375
Project facilities and studies	2 215 064	1 668 266	1 583 642	1 425 061	1 404 318	1 212 814	960 850	730 390	215 471	246 438
%	37	41	37	34	37	34	26	23	7	8

(Source: Programme reports (budget figures) and table received from MFF Coordinator on 21 February 2019 (expense figures))

<sup>21</sup> MFF, 2015: Minutes of MFF Joint Donor Meeting, 10 April 2015: Goran Haag: From Sida's perspective, the SGF should be protected through this process, with necessary cuts to the budget taken elsewhere.

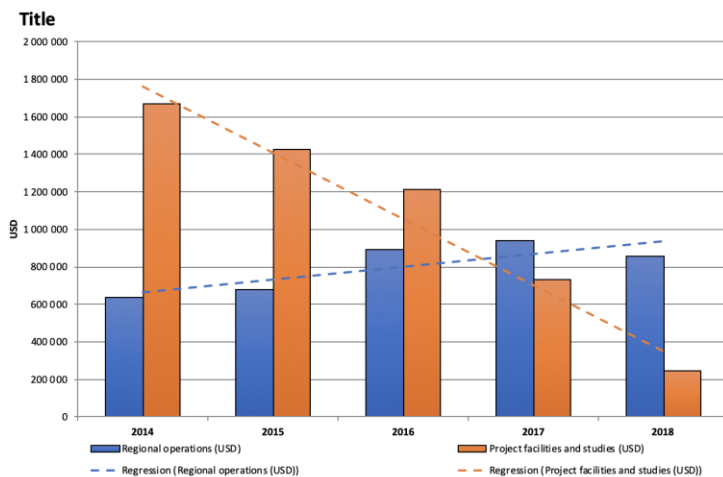


Figure 5. Relative spending on Regional Operations (blue colour) vs Project Facilities and Studies (orange colour) (Based on data received from MFF Coordinator on 21 February 2019)

Due to the budget reductions caused by the exchange rate changes in combination with the fact that the programme failed to acquire sufficient donor financing from donors other than Sida, Norad and Danida, the final total programme expenditure was much lower than foreseen, 14.75 million USD as compared to 25,70 million USD in the original budget presented in the programme document, that is 57% of the original<sup>22</sup>. For the budget lines “Support to Regional Steering Committee and Management Committee” and “Regional Operations” however, the expenditures were higher than originally budgeted, namely 20% and 8% higher respectively. For all other budget lines (including learning-sharing and capacity building; communication and knowledge management; and projects and studies) the expenditures were lower than in the original budget.

It is notable, that for the Small Grant Facility budget line, the actual expenditure was 44% of what was originally budgeted in the programme document indicative budget.

The programme has implemented 151 SGF projects against a target of 150<sup>23</sup>. It seems clear from the above, however, that from budget allocation point of view, the programme has prioritised differently both in relation to what was foreseen in the grant agreement, and from what was specifically requested by Sida at the time when it became clear that the programme needed to make budget cuts. Less than half of what was originally intended to be spent on SGF projects was actually spent.

## **Efficiency - Delivery of outputs**

### ***3.8 To what extent has the implementation set-up been efficient to deliver expected outputs? Could any alternative approaches have been more efficient?***

The organisational set-up as such for the implementation of the programme, with a regional secretariat, the RSC, the MC, the country secretariats and the NCBs are a logical set-up that with some exceptions has functioned well.

With regard to alternative approaches, in addition to several other suggestions on alternative approaches provided in different parts of this report, it needs to be considered whether the professional profiles of the staff working with planning and implementation of the programme are suitable. Strengthening the resilience of ecosystem-dependent coastal communities has been the outcome objective of MFF, and most of the field projects have attempted to address the achievement of this outcome through a combination of resilience and regular livelihood approaches. This would

<sup>22</sup> MFF, 2019: Phase III Final Report, Submitted 2019.05.22

<sup>23</sup> 15 of these SGF projects were not financed from the regular bilateral MFF funding, but implemented under separate financing from Denmark as part of the Low Emission Climate Resilient Development Programme (LECRd) in the Maldives.

necessitate competence in working with communities and acquiring the participation and engagement of the intended beneficiaries. There are examples, particularly from Sri Lanka and to some extent Bangladesh, of SGF project implementers having failed in the initial stages to engage with beneficiaries in order to acquire a basic understanding of their needs and demands, and the realism of the interventions in relation to local capacity, markets and value-chain considerations. (see Annex 7 for examples).

Even in cases where MFF engages NGOs that have appropriate social-oriented competence, which has been the case in most countries but not always in Sri Lanka, it is necessary that MFF field staff are competent to oversee and monitor the implementing organisation. It is not evident that the professional profiles of the IUCN/MFF staff engaged in the programme have been the best suited for this, being typically marine scientists, biologists, ecosystems analysts and environmental or natural resource management specialists. Thus, there is need in the future for employing staff with development expertise to complement protection and natural resource management with developing sustainable income-generating activities in fisheries, aquaculture and coastal tourism, based on the available natural resources.

The staff of the Swedish Embassy have been actively engaged in monitoring the implementation of the programme and provided frequent and sometimes critical comments during programme review and RSC meetings. Sida also engaged the Swedish Agency for Marine and Water Management as a monitoring consultant to assist in technical progress monitoring. The value of this support could have been enhanced by including some provision of technical assistance to the programme. This could have been mainly in the form of advice and it should have been demand based and the themes agreed beforehand. There would be several advantages with this. It would probably be cost efficient since it could be combined with missions that the consultant would anyway do. The monitoring consultant would become better informed about weaknesses and issues in implementation and communicate this directly to the Embassy. The individual should of course also provide his or her expertise in specific areas of competence. This combination has been used with good results in other Sida-supported interventions.

With regard to programme cost efficiency, the actual use of a substantial part of the funding provided by the donors is unclear. Based on financial data received from IUCN<sup>24</sup>, it has been calculated that the difference between the staff fees charged to MFF and the actual staff expenditures incurred by IUCN reflects a mark-up on the actual staff expenditures of 27% on average for the entire programme<sup>25</sup>.

Figure 6 shows the mark-up in percent for three different staff categories, from left to right: (1) staff paid directly from IUCN in USD and working at the MFF Secretariat; (2) staff paid directly from IUCN in USD and working at country level; and (3) staff working at country level and paid in local currency. The highest mark-up has been for staff working at country level and getting paid in USD from IUCN, Bangkok.

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<sup>24</sup> It took seven months to acquire the data from IUCN, the timeline for that process and the assessed quality of the data is described in an attachment to this report.

<sup>25</sup> Average annual exchange rates sourced from [www.investing.com](http://www.investing.com) have been used for calculating rates between USD and CHF, BDR, VND, PKR, INR, LKR and KHR.

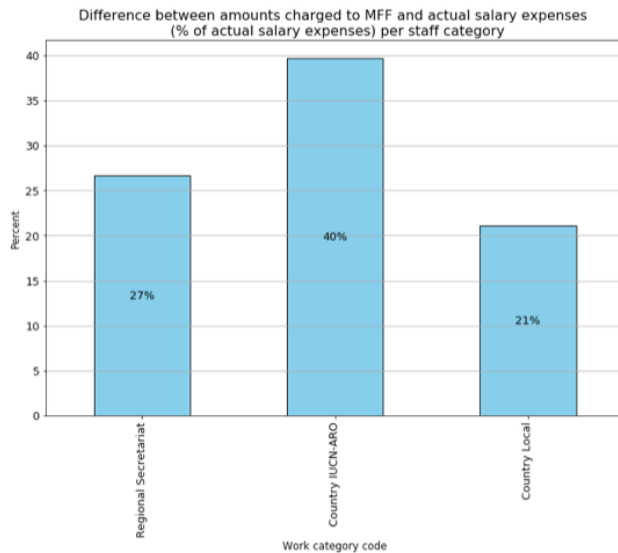


Figure 6 Difference between amounts charged to MFF and actual salary expenses (%)

The mark-up in USD for the same three staff categories is shown in Figure 7. The total mark-up for all three staff categories is 1.38 million USD and the main part of that sum is the mark-up for staff working at the regional secretariat, amounting to 881,000 USD

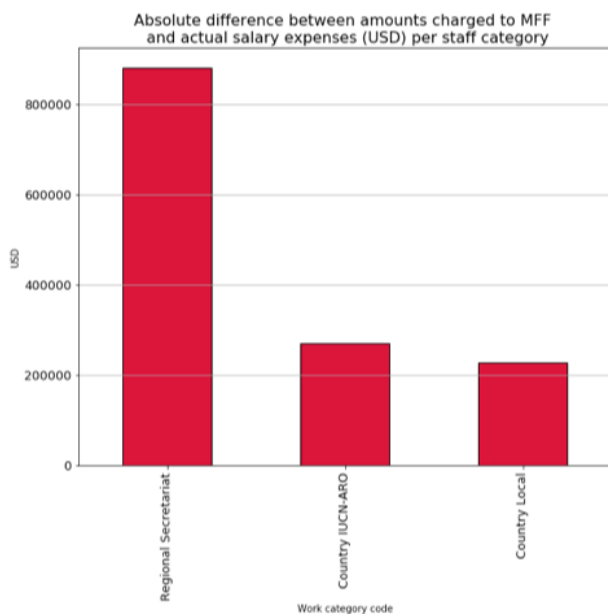


Figure 6. Absolute difference between amounts charged to MFF and actual salary expenses (USD).

The actual usage of this mark-up has not been specified in the financial reporting to the donors.

At the same time, there is a management fee that for Sida funding amounts to 8%. Since this fee is charged on all costs, this adds another 2% to the 27%, which brings the mark-up to 29%<sup>26</sup>. Unless

<sup>26</sup> There may be another hidden mark-up in the amounts charged to MFF. The daily fees for IUCN staff is calculated in accordance with an IUCN document (*IUCN, 2013: Time Management Policy, 18 June 2013*) by dividing the annual salary by the number of days in a year minus weekends, public holidays, leave days, absence days, training days and general administration days. It may be questioned whether absence days, training days and general administration days should be deducted from the total number of days since that means that the cost for absence, training and general administration is passed on to the donor. If such costs were not to be deducted, that would mean there is an additional 12% of mark-up in the charged amounts. Adding, again, the management fee, this would add another 13% to the original 29%, giving a total mark-up of 42%. According to communication from IUCN, the time management policy has been accepted by Sida. It has not been possible for the Team to

this mark-up on staff costs has been used specifically for direct MFF purposes, this would constitute a significant limitation to the efficiency of the programme. It would also be in contradiction to the grant agreement<sup>27</sup>, where it is stated that “eligible costs are costs actually incurred”.<sup>28</sup>

There may be another hidden mark-up in the amounts charged to MFF. The daily fees for IUCN staff is calculated, in accordance with an internal IUCN document (*IUCN, 2013: Time Management Policy, 18 June 2013*), by dividing the annual salary by the number of days in a year minus weekends, public holidays, leave days, absence days, training days and general administration days. It has not been possible for the Team to establish through the available documentation or through stakeholder interviews and focus group meetings if and when Sida has accepted the use of this method of calculating the daily fees. It may be questioned whether absence days, training days and general administration days should be deducted from the total number of days since that means that the cost for absence, training and general administration is then passed on to the donor. If such costs were not to be deducted, that would mean there is an additional 12% of mark-up in the charged amounts. Adding, again, the management fee, this would add another 13% to the original 29%, giving a total mark-up of 42%.

Based on the above, from a financial point of view the programme set-up cannot be considered having been efficient.

### **3.9 Where has the programme been most successful in relation to the MFF goals - at local, national and or regional level?**

In spite of challenges and question marks related to sustainability of results, based on the assessments provided in the sections on effectiveness later in the text, it is clear that MFF has been more successful at the national and local levels than at the regional and global levels. This is where effectiveness in relation to goals has been the highest. This finding coincides with the perception of a large number of stakeholders interviewed, particularly informants who are external to MMF and stakeholders and implementers, including IUCN staff, at the national level.

Examples of results include the NCBs as such and a substantial number of field implementation projects that have provided livelihood and resilience benefits to coastal communities. MFF’s estimate of the number of direct beneficiaries of the SGF projects amounts to around 75,000 persons (see Section 3.16). Specific examples of successful projects are provided in the effectiveness sections below.

The programme has also produced a number of results related to policy influence at national level, which may have impacts on livelihoods and resilience in a longer time perspective (see Section 3.26).

### **3.10 Has MFF as a partner-led programme provided an efficient and strategic platform for inclusive participation and decision-making improving governance of coastal areas?**

With regard to the partnerships at the international and regional level, the programme has been effectively led by IUCN, while UNDP, with the exception of implementation of the programme in the Maldives, has had a more formal role as co-leader. According to several interviewees with close knowledge of the programme, the interest among other international organisations has faded with time. This is also manifested by the fact that at RSC-15 in 2018, only four other international or regional partner organisations participated (see 3.23).

At the national level, the NCBs have continued having their meetings, but at a much-reduced frequency during 2018. A survey made by the Team in April/May 2019 showed that in the four

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find in the available documentation or through stakeholder interviews and focus group meetings when and how such an acceptance did take place.

<sup>27</sup> Sida/MFF, 2014: Grant Agreement, MFF Phase III, 2014-2018, Annex II, Article 13.

<sup>28</sup> The amounts charged to MFF are reported as *actual expenditure for the reporting period* in the MFF Consolidated Financial Reports and as part of *expenditures* in the Income and Expenditure sub-section to the Financial Oversight section of the Annual Progress reports.

countries visited during the data collection phase of the evaluation, there had not been any formal meetings with the respective NCBs during 2019. A follow-up six months later has confirmed that at least in Vietnam, there had still not been any meetings and it was informed that some members of the NCB had been integrated with a national advisory body on marine plastics. It has also been reported that in Sri Lanka there has been a similar integration of some of the members to IUCN country committee, and no NCB meetings.

The NCBs were designed to guide the process of supporting resilience-building at two levels: (a) the grassroots level where small-scale resilience-building activities have been implemented, and (b) the national level where attempts have been made to push the policy agenda related to the objectives of the project. There is evidence from interviews with national stakeholders and with MFF regional staff that in most of the countries, the NCBs have worked well and contributed towards achieving the programme objectives.

The major expected outcome of Phase III was to promote resilience among coastal communities by promoting livelihoods that were not dependent on unsustainable extraction and exploitation of resources from mangrove ecosystems. While the majority of the SGF and MGF projects have intended, and some succeeded, to do so, the attempts to integrate such ideas in national policy framework has not.

It has been found that much of the focus of policy integration, particularly in Bangladesh, has been on issues related to marine resources conservation, and not directly linking to resilience-building. National external experts in Bangladesh were of the opinion that the dominance of representatives from institutions dealing with Natural Resources Management (NRM) in the NCB played an important role in the selection of policy-relevant topics and that this has limited the policy development for enhanced resilience of communities, which was the intention of MFF, and which includes more than conservation and natural resource management.

The NCBs in all countries were engaged in evaluating proposals for SGF projects applying the RAP, in some cases through sub-groups of the NCB. One weakness has been that consultation with national expertise on resilience to climate change was not included.

There are other factors that may have contributed to sub-optimal results in some countries, for instance the nature of representation in the platform. In Bangladesh, in a bid to keep the platform supportive to policy integration it was deliberately made to include highly senior officials. This may be the reason why the frequency of meetings has been lower in Bangladesh than in other countries. These more infrequently occurring meetings were also generally attended by junior officials of the designated government institutions.

In summary, the NCBs generally provided a useful platform to achieve the objectives of the programme. However, they could have been more effective had its representation been more fit for purpose in optimizing the actual involvement of higher-level representatives of the stakeholder institutions.

In the case of the Maldives, the partnership between IUCN and UNDP has proven useful in that UNDP has been able to support MFF with limited implementation funding from the LECReD<sup>29</sup> Small Grants Fund financed by Danida for financing projects reported as MFF SGF projects.

### ***3.11 Has the RSC been an efficient mechanism for strategic leadership for policy change and advocacy?***

While there have been substantial policy impacts that can be attributed to the implementation of MFF (see Sections 3.22 and 3.26), it is not primarily the RSC that has played an important role in this, but rather the governance set-up at the national level, that is, the NCBs.

One of the findings of the 2016 mid-term review was that the overall format of the RSC meetings was rather procedural, and opportunities were missed for greater and deeper interaction and sharing

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<sup>29</sup> Low Emission Climate Resilient Development Programme

of knowledge<sup>30</sup>. This has been corroborated by the current evaluation. Many interviewees, including the donor representatives, have stated that the RSC events have not had the right focus neither for policy change nor for advocacy. Apart from some learning events having been added back-to-back with the RSC meetings during the later years, the meeting agenda as such has typically consisted of rather formalised MFF thematic progress reporting, country updates and update presentations from partners and donors<sup>31</sup>. Most of this formal progress and update reporting could well have been done in the form of written reports distributed ahead of the RSC meetings, which would have created space for more policy-oriented and strategic analysis and knowledge-sharing discussion during the meetings.

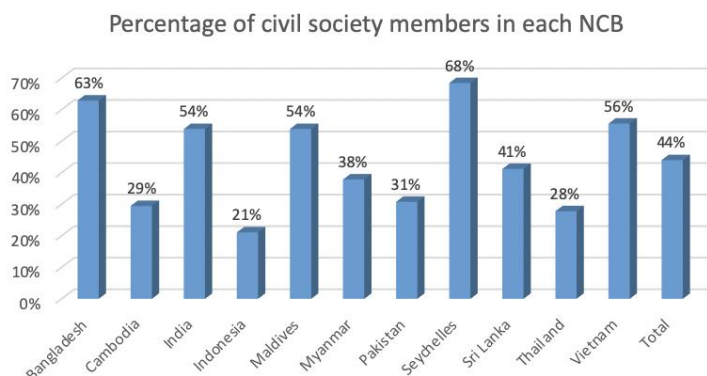
With regard to advocacy, since the participants in the meetings have been almost exclusively persons engaged in MFF, the importance of the RSC as a forum for advocacy has been minimal.

### **3.12 What role, function and added value does the NCBs have in its delivery at local, national and regional levels? What are its weaknesses and strengths? Has it been efficient in contributing to improved coastal management in relation to the expected programme outputs and outcomes?**

The main role of the NCBs has been to coordinate MFF implementation and assume responsibility for the delivery of MFF results at the national level. Amongst others they should, as manifested by their composition, facilitate multi-stakeholder and cross-sectoral dialogue, planning and decision-making; decide on allocation of SGF funding; promote national dialogue and sharing of knowledge and information; and report on progress to the MFF secretariat. They have played a direct role at the local level through their engagement in planning and implementation of grants fund projects and at regional level, they have been represented in the RSC.

While the NCBs met with and analysed by the Team<sup>32</sup> have in most cases had representation of most of the relevant civil society entities, they have not all lived up to the agreed target. According to the grant agreement, "the NCB will be composed of both government and civil society members. At least half of the members will be from civil society, including private sector, NGOs, academic and research institutes, etc."<sup>33</sup>.

Lists of members in the NCBs of all 11 member countries and meeting minutes in which the members who actually participated in the meetings of the NCBs in Bangladesh, Sri Lanka, Indonesia and Vietnam were made available to the Team by MFF. Figure 8 shows that the percentage of civil society members has been more than 50% in five countries out of eleven, namely in Bangladesh, India, Maldives, Seychelles and Vietnam. In the entire group of 11 countries, 105 out of a total of 232 members have represented civil society, corresponding to 44%.



<sup>30</sup> Blomley, T.; Fisher, B. 2016: Mangroves for the Future – Phase III, Mid Term Review, Final Report.

<sup>31</sup> MFF: RSC reports 2015-2018.

<sup>32</sup> The Team had focus group meetings with NCB members in Bangladesh, Sri Lanka, Indonesia, Vietnam and Thailand.

<sup>33</sup> Sida/MFF, 2014: Grant Agreement, MFF Phase III, 2014-2018, Annex 8 to the Programme Proposal: Terms of Reference – RSC, NCB, MC

Figure 8 Representation of civil society in National Coordination Bodies (Source: MFF, 2018: List of NCB members\_11 countries\_Sep 2018)

The distribution of different categories of NCB members in all member countries is shown in Annex 8. The distribution is quite similar in all countries except Indonesia, where the government stakeholders dominate more than elsewhere.

The actual participation of the different categories of stakeholders in NCB meetings during programme implementation was analysed for the four countries visited by the Team. The overall average rate of actual participation in the meetings for all categories was between 54% and 60% and participation corresponded rather well with the respective percentages of membership. There was one clear anomaly and that was for Bangladesh, where the average meeting participation rate for the civil society members was only 35%, compared to civil society having 63% of the membership in the body. The actual meeting participation of the private sector in the NCBs of the four countries has been very low. In Bangladesh and Vietnam it has been less than one person on average and in Indonesia (with no private sector membership) and Sri Lanka it has been 0.

There has been no marked upward or downward trend in the degree of participation in NCB meetings during the MFF Phase III.

However, as explained earlier, the membership of high government officials has in some cases come with limited actual participation in NCB meetings since high officials are often too busy to attend. A two-tier body (see 3.38) could have been a better and more functional structure, with the different tiers having specific and well clarified roles and functions.

The NCBs were often able to identify suitable partners to implement the resilience-building projects and other activities, but the level of their engagement in monitoring progress was not uniform across the participating countries. In the case of Bangladesh, field visits conducted by NCB members were not planned for including external experts who could have brought up issues and concerns that would have needed inter-agency coordination.

It has been one of the strengths of the NCB platform that, in a number of member countries, it has provided for discussing specific policy elements towards improved coastal management. However, the NCBs have not focussed enough on taking effective measures to rectify management and implementation bottlenecks, most of which resulting from lack of inter-agency coordination, something that the NCB would have been optimal

for doing.

In general, NCB members in all four countries visited have expressed satisfaction with regard to the outcomes of the projects implemented to promote resilience at the community level. There has been little effort to learn from 'innovative resilience building approaches' covered under the grants programme and make use of such learning through national major programmes, even when opportunities have been available. In the case of Sri Lanka particularly, there have been opportunities to learn from practical experience of SGF projects how NOT to do, which is an equally important source of learning, but this does not seem to have happened.

Even if the NCBs have represented a big step forward in achieving a broad representation, it can be argued that there has been a limitation in that they have represented mostly the national level of stakeholders and their operations have been top-down. It should be considered in the future to increase and strengthen the involvement of, for instance, local government. That would certainly involve a risk of conflict between the levels of government but it would also be an opportunity to improve coordination and effectiveness.

In the context of the opportunities that have been identified by the Team to increase the cost-efficiency and institutional sustainability of MFF by decentralising certain functions from regional to national level, the role of the NCB in a country to which such decentralisation could take place becomes important. The NCB would probably have to take on a role of steering and facilitating such a function, which would be placed at a national office preferably belonging to IUCN. In the case of a



decentralised communication function, for instance, the NCB would need to be strengthened with such competence in order to fulfil its new function.

The sustainability of the NCBs has been a theme for discussion throughout the duration of MFF Phase III and forms a central part of the sustainability strategy prepared for MFF (see Section 3.2). The strategy states that recognized national status and functions of the NCB should be created and while it is up to each country to decide on how and to which degree it will be formalized, the broad and civil society-based composition of the NCBs must be retained to the extent possible.

The NCBs have continued having their meetings but at a much-reduced frequency during 2018. A survey made by the Team in April/May 2019 showed that in the four countries visited during the data collection phase of the evaluation, there had been no formal meetings with the respective NCBs during 2019. A follow-up six months later has confirmed that at least in Vietnam, there had still not been any meetings and some members of the NCB had been integrated with a working group on marine plastics. It was also reported that in Sri Lanka there had not been any formal meeting either, but several or all NCB members have been included in the IUCN National Committee, which will provide some continuity.<sup>34</sup>

IUCN has been working with FAO on the preparation of the 2<sup>nd</sup> phase of the GEF-financed Bay of Bengal Large Marine Ecosystem (BOBLME), and may possibly also participate in its implementation. As part of that work, IUCN has been engaged with organising national consultation workshops in Bangladesh, Indonesia, Maldives, Myanmar, Sri Lanka and Thailand to facilitate dialogues between national fisheries and environment stakeholders, engaging the NCB to highlight national priorities.<sup>35</sup>

### ***3.13 The NCB is comprised by representatives from Ministries, Civil society organisations, Academia and Private sector. Do these representatives hold relevant positions in their organisations in order to promote effective policy change?***

The typical position of the representatives in the NCBs for the three categories of ministries, NGOs, academia and the private sector are director, professor and upper management levels respectively. This means they are in sufficiently high and significant position to bring about policy influence. As mentioned in the previous section, however, the fact that members hold high positions in their organisation can also be a risk to the efficiency of the NCBs, due to inability to participate in most meetings.

### ***3.14 Assess to which extent MFF projects/ initiatives have succeeded to attract funding from private, public and other sources? Where have they been most successful and not? Has the geographical expansion and outreach activities generated an added value to the programme?***

There was a general intention that MFF would attract funding, amongst others, from both private and public sources for its projects and activities. Almost all MFF projects and initiatives at country level have included contributions from sources other than donor funding from the early designing stage onwards. Normally, these contributions were in-kind contributions from beneficiaries, grantees, local communities or local governments and typically consisted of labour inputs, provision of meeting rooms or project offices. In total, these contributions reached 34% of the donor funding for SGF<sup>36</sup>, 100% for SGF-PS, 34.3% for MGF and 44.8% for RGF projects. In some member countries, for instance Bangladesh, Seychelles and Thailand, the MFF projects and initiatives have received money contributions, but the rate and amount of cash contributions have been limited to 2.35% of the donor funding.

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<sup>34</sup> Personal communication

<sup>35</sup> Personal communication and <http://www.mangrovealliance.org/asias-largest-coastal-resource-management-program-sets-sights-on-further-growth/>

<sup>36</sup> 803,298 USD/2,366,033 USD. Based on figures presented in the report of RSC-15 in Bali, c.f. Table 1, Grant Implementation Status RSC-15 WP 1.1. The figures of Maldives were excluded from the total value of in-kind contribution (932,289 – 119,991 = 803,298 USD) because by definition Maldives should not be considered for leveraged funds since there was no seed funding.

For almost all member countries, MFF has considered these cash and in-kind contributions as amounts leveraged by the programme. However, in some countries such as Pakistan and Vietnam, the private sector has paid substantial amounts of money for mangrove restoration and rehabilitation when they realised the benefit that could come from mangrove protection, for instance through mangrove-shrimp cultivation. In addition, some initiatives and techniques from MFF projects have been replicated by local farmers through their own funding, such as grass planting (*Scirpus littoralis* Schrab) in Vietnam for ecosystem recovery and aquaculture natural feed. In Indonesia, the grantee of an MGF in Central Java Province received additional funding with 50,000 USD for further rehabilitation activities beyond the MFF project duration from a government agency.

Based on the SWOT analysis carried out at RSC-15, the conclusion on funding from private, public and other sources among all member countries was that MFF has used IUCN's good brand to attract the attention of and funding from the private sector, the public sector and other sources. Some NCBs also included private sector representatives or technical experts, showing that the NCBs has had the trust of the private sector in fund raising. The growing global market demand for sustainable products and services, and a greater role of mass media in enhancing transparency has helped MFF to get more attention from both the public and private sector resulting in increased funding for mangrove and coastal management. Furthermore, MFF's interest beyond Corporate Social Responsibility (CSR) and the fact that the programme has been distinguished from other competing fund-raising organisations has also helped MFF in gaining funding. For instance, mangrove carbon credit has been attractive to the private sector. Carbon stock in mangrove has a value for the private sector and this has therefore been an opportunity for MFF to attract funding.

MFF has prepared a strategy for engagement with the private sector, which specifies as one of its objectives to secure financial support and ongoing engagement to support the sustainability of the programme. For several reasons, however, it has been difficult for MFF to attract private funding. MFF is still lacking in visibility and is still using the IUCN brand. It also lacks competence and capacity in both technical and marketing areas that would facilitate acquiring funding. In addition, the "greenwash" risk reduces to some extent public trust in private sector engagement in environmental protection and management. The weakness of policies in several member countries has also undermined people's trust in the fairness of natural resource management. For instance, people living in poverty often pay more than rich people for firewood or water.

MFF has supported the implementation of two projects under the Small Grant Facility for Private Sector, which was designed to catalyse new engagements with private sector, providing a mechanism to attract co-funding from the private sector built on matching grants of a maximum of 25,000 USD each from the private sector and MFF. One was on the development of a participatory wetland management plan in India and one on enhancing capacity for community-based integrated coastal management in Thailand. Private sector engagement was also promoted under nine Special Grant Facility projects, which included studies, workshops, establishment of partnership on plastic pollution a business and biodiversity platform, sustainable diving practices and engagement of hotels in coral reef restoration.

Projects financed under the MFF Small Grant Facility to a total of 2.4 million USD attracted co-financing of 0.5 million USD from other financing sources, and in-kind contributions to a value of 0.9 million USD. It is reported by MFF that these investments have leveraged a total of 3.0 million USD worth of investment by others, but the leverage linkages are not evident<sup>37</sup>.

With regard to the geographical expansion from the original six to eleven countries, this has had largely positive effects on the programme, including the following:

- From a political point of view it has been important for IUCN since it has created a larger platform and better opportunities to search for partnership outreach and cooperation as well as for funding.

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<sup>37</sup> MFF, 2019: MFF Phase 3 Completion Report 2019 05 22.

- For the participating countries it has created potentials for a wider base of experience and has added value in terms of learning from experience in other countries in common meetings and through reporting. Since this function of MFF has not been entirely effective, however, the full potential value of this has not been realised.

Negative aspects of engaging more countries in the programme have included that the available funding has had to be shared among a larger number of countries, and that the costs for coordination and administration would have increased.

With regard to thematic expansion, there are some risks involved. When studying the database of projects funded under the grant facilities, it seems clear that MFF, within its focus and limitation to enhancing the resilience of coastal ecosystem dependent communities, has worked on a large number of themes. It can be argued that it could have been better to restrict the number of themes in each country and thereby achieving a more focussed learning process at the regional level, provided that the regional learning process was efficient. The Team assesses that this would have been better, and therefore provides a recommendation that the programme could work with a limited number of themes in each country.

## Overview of funding for visited countries

### **Bangladesh**

#### *Overview MFF MGF Bangladesh*

- Period: June 2016- Oct 2017
- Total grants awarded and completed: 1
- MFF: USD 99,597
- Contribution from Grantees and beneficiaries: USD 11,364

#### *Overview MFF SGF Bangladesh*

- Period: 2013-2017
- Total grants awarded and completed: 15
- MFF fund: USD 260,695
- In-kind contribution from grantees and beneficiaries: USD 38,915
- Cash contribution from local grantees: USD 14,607

Note: The MFF projects/initiatives did not leverage any finance additional to what had been initially proposed by the project proponents. However, some of the ideas/promotions/ innovations attracted other actors to replicate those ideas involving their own financial arrangements. Some experiences could have added value in geographical expansion, but this as limited due to lack in outreach.

### **Sri Lanka**

#### *Overview MFF MGF Sri Lanka*

- Period: Jan 2013- March 2015
- Total grants awarded and completed: 1
- MFF: USD 58,236
- In cash contribution from Grantees: USD 11,642

#### *Overview MFF SGF Sri Lanka*

- Period: 2013-2017
- Total grants awarded and completed: 12
- MFF fund: USD 194,798
- In-kind contribution from grantees and beneficiaries: USD 41,899

Note: The private sector representative in the NCB has had a long history of environmental engagement in the hotel trade and is well respected. However, there does not seem to be a felt need for expanding membership and there has been no SGF activities developed that have direct link with hotels either. Especially in Kalpitiya where there is a tourist boom, the link with tourism could be made stronger. A link could have been made with the Aloe Vera growers to provide hotels with Aloe Vera-based drinks and health products.

## **Vietnam**

### *Overview MFF MGF Vietnam*

- Period: 2013-2018
- Total grants awarded and completed: 2
- MFF: USD 125,648
- In kind contribution from grantees and beneficiaries: USD 23,876

### *Overview MFF SGF Vietnam*

- Period: 2013-2018
- Total grants awarded and completed: 31
- MFF fund: USD 527,418
- In-kind contribution from grantees and beneficiaries: USD 333,659

Note: All MFF projects/initiatives have included the contribution from other sources in their projects/initiatives from designing stage. Some initiatives/techniques from MFF project have been replicated by local farmers and through their own funding when the farmers found those techniques were useful for their income generation such as grass planting (*Scirpus littoralis* Schrab) in Vietnam for ecosystem recovery and aquaculture natural feed.

Besides, Minh Phu corp. (a private company) has invested a lot of money into organic shrimp development with farmers in Ca Mau and intend to expand to Ben Tre and Tra Vinh in the Mekong delta. Almost all of this investment was in-kind. Ca Mau Province authority has issued a decision on surplus price of organic shrimp as a PES in aquaculture.

The MAM project of World bank was a project that picked-up experiences from MFF.

## **Indonesia**

### *Overview MFF MGF Indonesia*

#### Overview MFF MGF Indonesia

- Period: 2014-2017 (Phase III)
- Total grants awarded and completed: 1
- MFF: USD 43,920
- In kind contribution from Grantees: USD 5,710

#### Overview MFF SGF Indonesia:

- Period: 2014-2017 (Phase III )
- Total grants awarded and completed: 22
- MFF: USD 335,903
- In kind contribution from Grantees: USD 50,419

Note for Indonesia: The MGF in Indonesia on "Introduction of silvo-fishery practice for improving the conditions of coastal communities, Tambak Gejoyo Sub-village, Wedung Village, Demak Regency, Central Java Province" consisted of a few special projects, where grantee has received monetary additional fund for further rehabilitation activity beyond the MFF project duration from government agency with 50,000 USD.

The Ministry of Marine Affairs and Fishery, an NCB member, considered MFF projects effective and has developed a rehabilitation program to plant 500,000 mangroves in Probolinggo adjacent to SGF site to support coastal rehabilitation.

## **Effectiveness - Learning and knowledge exchange at local, national and regional level**

### ***3.15 In what aspects has the MFF succeeded in generating learning and contributed to "formal/ informal" institutional capacity building in coastal management in Indonesia, Sri Lanka, Bangladesh and Vietnam? And in what way?***

Knowledge management and communication under MFF has been governed by a strategy that was developed at the outset of Phase III.<sup>38</sup> The identified primary target groups included donors; regional institutional partners; RSC and NCBs; national and sub-national governments; academia; the private sector; media; and regional bodies, programmes and grantees. It was intended to achieve the following, among others: to make accessible the learning and knowledge generated under MFF to the key target groups; to share experiences and knowledge among countries and within the MFF family; strengthen MFF implementation through effective programme internal communication; and support fundraising for MFF.

There has also been a strategy for capacity development as part of MFF, having the two main objectives of developing capacity for coastal management practitioners and for MFF implementation<sup>39</sup>. Development an understanding of the MFF resilience approach; consolidation of post-graduate training on Integrated Coastal Management (ICM); regional sharing of knowledge and field-tested coastal management practices; exchanging best practices in community empowerment and engaging and strengthening local NGOs and local government, and engaging with the private sector, were the main themes of the first objective. For MFF implementation, the main capacity strengthening was intended for national coordinators and NCB members, and for developing monitoring and learning processes.

The annual RSC meetings have been stated by several interviewees as a potentially effective platform for knowledge exchange and sharing of best practices among member countries. These meetings are organized well in terms of bringing up issues pertaining to the programmes at country level. The platform is also used for agreeing on strategic issues of relevance to the programme. Held in conference mode, however, formal presentations by countries are deliberated upon but learning from countries' experience, and especially with policy influence is considered less efficient. As mentioned in several interviews, in spite of the donors having repeatedly pointed out the need for change, the overall format for the event has remained formal, mechanical and less interactive<sup>40</sup>. Interviewees in Indonesia and Vietnam in particular were of the opinion that opportunities for greater and deeper interaction and sharing of knowledge is more relevant through exchange visits. The need to hold these meetings in participating countries at a smaller scale and not as cost intensive or formal as the current RSC format was also shared during interviews with national-level stakeholders.

Exchange visits were unanimously considered of high value and effective as participants got to experience the quality of implementation of the programme first-hand in another country. The process is up-close and personalized in terms of learning and gathering practices that may be replicated or contextualized in the respective countries. Overall, this process was stated to be more effective as a means of communicating country-level experience as compared to RSC meetings.

Training and capacity building events, for instance a conference on communication, have been one-off and not phased to build capacity of partners or implementing functionaries in a strategic way. The need for specially designed learning and capacity-building products and events meant for small grants partners and private sector was felt strongly by interviewees in Indonesia, Vietnam and Sri

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<sup>38</sup> MFF: Knowledge Management and Communications Strategy 2014-2018.

<sup>39</sup> MFF: Capacity Development Strategy.

<sup>40</sup> Judging from documentation relating to the MFF Completion Workshop that was held in February 2019, the same approach seems to have been followed even for this important opportunity for knowledge sharing, with many presentations and little time for interaction, group discussion etc.

Lanka. Interviewees in Sri Lanka also pointed to the option of using national resources for developing the communications function of the programme.

Knowledge products produced by the MFF Regional Secretariat (in printed form) were thought to be by respondents largely focused on technical, natural science-based knowledge and much less focused on social-science aspects of the programme. Products focusing on process-oriented approaches, e.g. gender analysis and the RAP were observed by the Team to be of good use at national level and at partners' level for identifying needs, planning the activities and for developing implementation strategy for small grants projects. Besides this, external experts and implementing partners were of the view that the majority of knowledge products produced by the regional secretariat were mostly meant for use by NCB members and policy makers. There were instances of such products being used by NCB members to generate awareness and influence policy in countries like Vietnam and India.

Knowledge products produced in print have mostly focused on consolidating success stories from the SGF and MGF projects and have been instrumental in bringing together MFF's outreach to the communities. However, it was felt by interviewees, including external experts, that the products were unidimensional in approach and not well disseminated with partners who may want to use the successful approaches used by other member countries at their respective project sites. They would also need to be translated to local languages in order to be useful at that level (see Section 3.17). The need for documenting more of failures and process-oriented learnings was also felt by certain interviewees.

The communication platform established as part of the evaluation was quite active for the duration of the evaluation, with announcements, information, pictures and videos on social, environmental and climate-change issues related to mangrove ecosystem management being shared among 83 group members at the end of 2018. These included MFF teams across countries, importantly national coordinators, staff of the regional secretariat, NCB members and some institutional partners. Most of the posts were made by IUCN staff at regional and national level. Through peer exchanges, those involved in the platform were sharing ideas, news and learnings from the field. The platform would have benefitted from more extensive real-time interactions in order to making it more vibrant, discussion-oriented and argumentative, and thus more useful for teams to define best practices and thus enriching the programme. However, the platform has been maintained well by the IUCN staff since its establishment in September 2018 and has continued to provide updated information on coastal ecosystems management in general and mangroves in particular. It was still active in January 2020.

### ***3.16 To what extent has the MFF contributed to improved livelihood and enhanced resilience of coastal communities?***

The total number of direct beneficiaries of implemented MFF SGF projects during Phase III, as assessed by the programme, is 75,150 (Table 4). Out of these, 50% were women. This indicates that the project has managed to deliver resilience building among quite a large population.

The programme has required a process of due diligence assessment of the organisations intended to implement field projects. In some cases this has led to organisations failing to pass the test not being accepted as implementers. This has functioned as a safeguard against project failures and has enhanced the quality of implementation. A finding of the Team when studying 17 implemented projects in the field has been that the support to implementation and follow-up from a competent NGO with a long-term presence in the project area is key to both successful implementation and sustainability of results.

However, in comparison to the total number of vulnerable population along the coastal zones of the participating countries, such a number represents only a miniscule fraction. What the project achieved is to popularize a few 'good and tested resilience-building practices' and innovated a few approaches and tested their effectiveness so that major actors including NGOs and the governments in those countries could learn from and emulate such proven practices to further build resilience.

Had the knowledge management and outreach elements been given greater emphasis, popularisation and replication could have been better ensured.

Table 4. Number of direct beneficiaries of MFF Phase III SGF projects.

Country (total # projects implemented in Phase 3)	No. of direct beneficiaries	No. of direct beneficiaries Female	No. of direct beneficiaries Male	% beneficiaries (direct) Female
Bangladesh (15)	13,682	6,784	6,898	50%
Cambodia (7)	6,962	3,103	3,859	45%
India (14)	1,311	655	657	50%
Indonesia (22)	800	443	357	55%
Maldives (6)	2,924	1,846	1,078	63%
Myanmar (3)	4,235	2,750	1,485	65%
Pakistan (12)	1,629	760	869	47%
Seychelles (5)	176	118	58	67%
Sri Lanka (12)	2,865	1,461	1,404	51%
Thailand (9)	35,260	17,472	17,788	50%
Viet Nam (31)	5,306	2,414	2,892	45%
Total (136)	75,150	37,806	37,345	50%

It is encouraging to notice that about 50% of the beneficiaries are women. While this indicates a significant engagement of women in the projects, from field observations it is evident that women's particular vulnerabilities have indeed been considered in the design of grants projects and attempts have usually been made to deliver women-centric resilience building. In production-oriented adaptation schemes, a thorough analysis of barriers against women's access to markets could have helped in improving market integration and providing better benefit streams for women producers. Weaknesses in this regard were found in Sri Lanka and Indonesia.

The field visits carried out in the four countries, during which a large number of partners, stakeholders, grantees and beneficiaries were consulted and interviewed have shown that in the majority of cases, stakeholders and beneficiaries have been appreciative of their involvement as beneficiaries in the programme and that the level of appreciation has been lower in Bangladesh and Sri Lanka than in Indonesia and Vietnam (see Section 3.31).

### **3.17 How effective has the programme been in triggering learning between different countries and what are the examples of transfer of knowledge between the different countries?**

All countries visited publish end-of-phase learning documents, e.g. lessons learnt document on SGF. These documents, available in digital form, are considered useful by NCBs in distilling learning that may be adapted in their countries. Learning exchange from inter-country exchange visits have been considered effective. Member countries including India have also produced factsheets and learning from activities of NCB for partners and other countries to learn from. The need for more localized, custom-adapted knowledge products in local languages was commonly expressed by respondents across all countries visited.

Examples of transfer of knowledge have been greater at policy level. For instance, Pakistan MFF's support to research on Astola island led to its declaration as Marine Protected Area (MPA) by the government. Similar examples of mangroves being marked as protected areas in Sri Lanka and Bangladesh have been triggered by knowledge produced by MFF supported documented activities.

Similarly, observation and learning from the more mature Indonesian RAP process was considered useful by India and Vietnam in managing SGF-level RAP in their relevant areas. Livelihood activities in Sri Lanka, for instance, in spite of the shortcomings of the project as described in the case study in Annex 7, the Aloe Vera crop and related products made by women's groups have been the source of inspiration for India's coastal livelihood projects and mangrove fish farming.

Private sector's active engagement in coastal management projects and livelihood support in Pakistan have paved the way for a private sector trust fund and a committee with MFF-like structure proposed in Odisha, India. The trust fund is expected to pool in private sector CSR funds to be utilized in priority areas of mangrove conservation and livelihoods.

Several instances of policy influence with direct and indirect links to the activities and documentation by MFF have been cited as a key contribution in conservation of mangrove ecosystems across member countries. Interviewed national coordinators were of the view that greater engagement with the media could have brought greater attention to relevant findings, researched and recommended actions and affirmative policy action to be more widely reached out to the global audience. In an instance of transboundary cooperation, the NCBs of India and Sri Lanka were instrumental in guiding a study to assess the living resources in Mannar; bringing together the high-level officials to a dialogue on managing the resources, including a meeting in New Delhi, India. The preliminary findings from respective biodiversity assessments in the adjoining coastal areas of the Gulf of Mannar were used by the two countries in the joint fishery work group mostly to minimize pressure on resources and destructive harvesting practices. These talks resulted in the banning of spearfishing by the government of Sri Lanka in 2017 and enhanced efforts to reduce bottom trawling. Similarly, in India, the MFF initiative on the heavily-hunted whale sharks on the Goa coasts has led to the species being declared heavily protected. Sensitization of the tourism managers and government prioritization has helped further in protecting the species.

### ***3.18 To what extent has the programme contributed to the IUCN global program on coastal management?***

Mention of linkages to global IUCN programmes does not appear frequently in MFF reporting or in meetings with MFF staff. However, MFF is considered by the interviewees at the regional secretariat to be a small but significant contributor to the global programme. The communication staff of IUCN-ARO have stated that they have been active in picking up case studies from the MFF field projects and other activities, preparing write-ups and contributing these to i.a. global IUCN publications.

There has been substantial consultation and cooperation with the IUCN global level in connection with the MFF regional gender study and strategic framework. MFF has been active and played an important role in the establishment of the Global Mangrove Alliance, and the IUCN Regional Director was appointed Chair of the Community of Ocean Action on Mangroves. MFF has contributed to the global IUCN plastics initiative MARPLASTICCs by collaborating with business councils in Thailand and Vietnam on influencing regional companies to adopt practices and approaches to tackle the marine plastic pollution crisis.<sup>41</sup>

### ***3.19 To what extent and how has MFF contributed to enhanced institutional capacities of Ministries, private sector and NGOs?***

In addition to the substantial contributions of MFF to knowledge sharing and institutional capacity development through its regular work in the NCBs, field projects, learning events, methodology and manuals preparation, support to ICM course, facilitation of exchange visits etc., that have been covered in other parts of this report, a few specific examples of contributions to capacity development, including to the private sector, are provided in the following.

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<sup>41</sup> Source: MFF Annual Progress Reports



The prioritization of mangroves conservation in the goals for the relevant ministries is stated to have been a main contribution of the NCBs. The regular meetings held in this regard have seen encouraging participation of the NCB members, both in Indonesia and Vietnam. The structure and composition of the NCB remains conducive for knowledge sharing, due to the comfort and complementarity of the roles of members with each other. The interviewees in all countries visited were of the view that for the private sector, although there remains a lot of room for enhancing their participation and role, the efforts in that direction remained limited.

There have been one-off instances of proactive engagement of the private sector where the results have been encouraging. For instance, the special grants project in Gujarat, India under SGF in 2016 mentioned earlier, where about 50% of the co-funding came from the private sector, the company leadership, who is also an NCB member, took up the conservation of a large freshwater wetland and facilitated the preparation of a wetland management plan. Subsequently, community action on conservation, ecotourism and other mangrove-based livelihood projects were undertaken successfully. In Vietnam, the local partner NGOs are introduced to platforms where they may showcase their work with communities across to private sector representatives, e.g. Coca Cola support to UNESCO for anti-plastic campaign; they invited IUCN and Live & Learn held Eco-friendly exhibition. The MFF is indirectly supporting connecting the environmental initiatives through promoting responsible local businesses in Vietnam. Knowledge management of the process is transferred through more such businesses being set up in and around conservation areas.

In Vietnam, Xanh Cùng Hội An (Get Green with Hoi An) a Facebook page managed by the local youth since 2016 is meant to inspire young people of Hoi An to be inspired to undertake environment friendly business.

### ***3.20 How effective is MFF as a knowledge broker and capacity builder at local, national and regional level?***

The majority of respondents from interviews in the four countries have stated that MFF, with its efforts at collating successes and policy level discourse, is effective in placing knowledge relevant at regional and, thereby, at national level. Platforms have included RSC, intercountry exchange visits facilitated by MFF, compiled case studies and researches supported by MFF, which have been instrumental in bringing about policy level action in smaller or greater measures. Most publications at national level have been disseminated via NCB members to decision makers. For instance, MFF invested in a project implemented by UNEP<sup>42</sup>-COBSEA<sup>43</sup> to undertake national coastal erosion studies in Pakistan, Thailand and Vietnam, and the subsequent development of National Action Plans for Coastal Erosion management that was integrated into national policy.

However, the local level capacity building mechanisms did not appear to be adequate, specifically in instances of partners from Vietnam and Sri Lanka. The larger goals for MFF do not find adequate reflection in the outreach to the local level partners. Knowledge products used at primary level are few and those that the partners have developed or procured on their own. Non-textual or audio-visual medium for capacity building and knowledge sharing has been said to be sparingly considered or not explored towards bringing livelihood methods and behaviour change at local levels. The partners working at primary level, especially in Indonesia (T. Gojoyo) and Vietnam (Cu Lao Cham) have been effective at community mobilization, therefore focused capacity building and knowledge building measures could have further enhanced the impacts caused by these interventions.

### ***3.21 Are there examples of how tools and methods developed by MFF have been applied by other actors in different contexts?***

In Vietnam, the rapid assessment of coastal erosion in the Mekong Delta recommended no investment in sea dikes on the basis of cost-benefit and physical viability. This has contributed to a

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<sup>42</sup> UNEP: United Nations Environment Programme

<sup>43</sup> COBSEA: Coordinating Body on the Seas of East Asia

shift in government attitude and policy in favour of softer approaches to coastal protection, as embodied in the BiCCRA proposal<sup>44</sup>. The recommendations in the Vietnam NSAP were mainstreamed into national policy, plans, and programmes including the 2016 Decision 111 in Ca Mau that recognized integrated mangrove-shrimp farming as a valid form of PES.

MFF's contribution is attributed indirectly in setting up methodologies of planting/protecting mangroves. The Vietnam NCB members are stated to be closely knit. Through discussions in NCB knowledge sharing takes place amongst members. This sharing adds to the confidence of being able to manage a certain programme and other members share their experience of doing a certain project, which adds to the overall knowledge and quality of implementation of other projects.

The popular science publications on coral reefs and mangroves in India were taken up by other countries including Maldives, Thailand, Vietnam and Sri Lanka. As these were generic publications and not India centric, they were of use also to other countries. Another example is from the recent work on marine stranding, in which Bangladesh is interested to learn from, i.e. community response network 'Ocean Watch'. This year during the training of lifeguards in India and Bangladesh, the MFF Coordinator along with a senior Forest Department official had participated as observers.

## **Effectiveness - Improved policy and coastal management at local, national and regional level**

### ***3.22 How successful has the "soft governance structure" in the program been to support and facilitate policy change in the member countries and between member countries?***

The term soft governance has had two connotations in relation to MFF. Most commonly in the documentation on MFF and in the discussions the Team has had with MFF staff and stakeholders, it has been given the meaning that is inferred in this evaluation question, namely the soft governance structure, which is the structure embodied in the NCBs, and to a more limited extent the RSC, with their broad representation of government, civil society, academia and private sector.

In the grant agreement, a markedly more functional meaning has been given to the term, as shown in the below box.

*"Soft governance": a non-hierarchical approach in which institutional development and policy influence evolve from the grounded experience and involvement of all relevant stakeholders, and is entrenched through shared knowledge and norms, rather than being imposed in a top-down, prescriptive, one-size-fits-all manner.*

Grant Agreement, Annex 1: Programme application including budget, Results Framework

This suggests linkages to the level of implementation of grants fund projects that develop experience and knowledge be made upwards so that this can be transformed into policy based on field evidence, which, in turn, will have implications for local ecosystems and communities.

In general, the NCBs in the countries visited are considered overall effective as knowledge sharing, coordination and decision-making bodies. As described earlier, there is a fairly even representation of government and civil society in the NCBs in most countries and the finding from the country visits is that the NCBs have been active not only in implementation of i.a. the grant funds projects but also as a forum for stakeholder discussion. However, the degree to which the civil society representatives have actually represented grass-root community level experience and needs has varied. In some countries, there has been good representation of NGOs overall but in some countries, e.g. Vietnam and Indonesia, the NGOs have been only international ones, UN organisations or

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<sup>44</sup> BiCCRA - Building Climate Change Resilient Coastal Communities and Ecosystems in Asia, an MFF proposal to GCF.

national academia. Even in countries with representation of national NGOs, these are rarely what can be considered as CSOs, which through their local linkages could better have voiced the concerns and demands of community-level MFF stakeholders. The representation of media has been low overall and sometimes at a very high level, e.g. in Bangladesh where the formal media member has been the Director General of Bangladesh Television. In India, there are media organisations that could have represented not only media as such but at the same time the environment movement and communities, for instance the Centre for Science and Environment. This opportunity to get a different and more critical type of input to policy change processes has been missed.

The NSAPs of the member countries are supposedly in line with their respectively national policies, and many NCB members have had a clear role in policy advocacy. NCBs have been instrumental in the selection of organisations to deliver the grants projects and pushing policy changes at national level, as exemplified in several other sections of this report. An important factor has been that the NCB members have had at least a certain role in monitoring and evaluation of the supported projects, meaning that they have got exposure to field experiences at a personal level, which undoubtedly have had an effect on their willingness to promote policy change.

The voice of the private sector and local CSOs has depended on their representation in NCB. In some member countries, where the inclusion in NCBs of representatives of private sector and real grass-root based organisations has been more limited (e.g. Indonesia and Vietnam), the NCB has been more of an extension of the regular government set-up.

At regional level, the soft governance structure should work in the same way, with the RSC being the central actor. However, policy change facilitation intended to take place under MFF through contacts between member countries has not been evident for several reasons. Each country has its own geographic and social context, its own legislation and its own NSAP. Therefore, the direct learning and experience sharing between the countries is not easy to begin with. In addition, the structure and content of the RSC meetings were traditional in their design with long presentations of activities, reporting on past activities and sharing and discussing future strategies. There was not much room for policy discussions between members or from one country to another. Therefore, policy influence at the regional level has been limited.

The MC is the third component of the MFF soft governance structure. It is more a forum for information and decision making, rather than policy discussion. The assessment is that it has functioned well with its in-between-RSC-meetings decision making (see Section 3.3).

Two examples of NCB representing issues and bilateral policy influence are provided below.

### **Vietnam**

In the case of Vietnam, the role of NCB was clear especially in policy advocacy and changes related to sea and island management, integrated coastal management and fishery legislation. However, there has been room to improve its efficiency. There was a concern that one important agency in forest management and advocacy had not been included in the NCB, namely Vnforest, which is the Forest Development Department, and which normally drafts strategic plans and other policy on forest management. There is no national NGO represented in the NCB. Out of three NGO representatives, two are international NGOs and one is more of an academia representative.

There were a few visits from Bangladesh and Cambodia for the purpose of learning and sharing of coastal management experience, and in the case of Cambodia there was a link to ensuing policy change related to MPA establishment although it took several years of advocacy to develop a similar MPA in Cambodia (see also Section 3.26).

### **Sri Lanka**

A team from Pakistan made a visit to Sri Lanka to learn from a Business and Biodiversity Platform (BBP) set up there and considered being best practice. A similar platform was later set up in Pakistan, but unlike the Sri Lanka activity, which is fully autonomous, the Pakistan initiative is operating under the IUCN office. However, according to their senior advisor, although the Sri Lanka BBP has a

membership of 70 corporates, of which some are already sponsoring coastal ecosystems activities, although there are linkages he is not a member of the NCB.

### **3.23 Assess the effectiveness of RSC as a governing body of the programme and its potential to contribute to policy development, knowledge exchange and capacity building to improve coastal management.**

The RSC has had annual meetings with wide participation from IUCN and the member countries, donors and cooperating organisations. The way the RSC meetings have been conducted has been criticized by donor representatives taking part in the meetings, who have stated during interviews that the RSC events have not been used to their full potential. There could have been less of long country progress presentations and IUCN projection, and more of deeper analysis, exchange of lessons learned, discussion between participants and focussed field visits to MFF grants projects. While RSC has been necessary as a tool for programme governance, it has not been used optimally for policy development, knowledge exchange and capacity development.

While most NCB members interviewed think that the RSC events have been useful and important, not least as an opportunity to meet with colleagues from the other countries, several participants have expressed that the funds spent could have been better used for activities at national level.

Just as at national level, the convening power of IUCN and UNDP has been strong also regionally. Several other regional organisations active in similar thematic areas as MFF have participated in the RSC events, which is an indication that these organisations find MFF an interesting programme to connect with. This has been an opportunity to present MFF to potential partners and deepen the discussions with actual ones. It seems, however, as if the interest among other organisations has faded towards the final year of MFF Phase III, when only four organisations other than IUCN and UNDP participated in the RSC event namely FAO, UNEP, ASEAN Centre for Biodiversity (ACB) and PEMSEA.

MFF and IUCN have been efficient in convening two other organisations, namely the Stockholm Environment Institute (SEI) and SEAFDEC, around regional studies and community action on gender and integrated coastal management, which has led to valuable outcomes in terms of gender policy and tools, and capacity development and livelihoods improvement for fishery communities. This cooperation illustrates that collaboration with regional institutional stakeholders, if built on existing demand and mutual potential benefits can become effective.

### **3.24 The previous evaluations have demonstrated the success of NCBs in terms of generating results both at the local and national levels. What have been the key enabling factors for the successes of NCBs in Indonesia, Sri Lanka, Bangladesh and Vietnam?**

The ability of MFF, drawing on the positive brand of IUCN and on the competence of their staff, to facilitate the setting up of functional multi-stakeholder platforms for concerted action and cross-agency discussion in member countries where agencies often operate restrictively in silos has been the most important enabling factor for the success at the national level. The NCBs are perceived as non-threatening to partners and the state and at the same time providing knowledge benefits to its members. The positive attitude of the NCB members and a problem-solving approach to addressing environmental and livelihoods issues in coastal areas have been mentioned by many interviewed stakeholders, inside and external to the NCBs, as an important factor enabling successful implementation of MFF activities. As one member of the NCB in Indonesia expressed it: "all NCB members are people who have good hearts and share the same concerns for mangrove protection and rehabilitation, that is why it works well". In Indonesia, it was mentioned that the government-dominated set-up there is efficient, with all government entities engaged somehow in mangrove management under the coordination of BAPENAS as the NCB chair and with an international NGO<sup>45</sup> and an external expert providing technical support. Informal sessions and consultations between the

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<sup>45</sup> Wetlands International

NCB members take place in between formal meeting. There is no national CSO member in the NCB here.

The usefulness of NCB as a body representing key coastal ecosystem stakeholders is manifested by the fact that a current cooperation between IUCN and FAO on the preparation of BOBLME Phase 2 may include mobilising some existing NCBs or part thereof to provide inputs (see Section 3.12)<sup>46</sup>.

There were some concerns raised in the SWOT analysis at RSC-15 with regard to the future lack of financial support to maintain the NCBs. In Sri Lanka, the cohesion of the NCB built through common challenges overcome in the past was considered to be a guarantee for the continuation of the NCB. The NCB was considered by its members to be the most successful component of the MFF initiative and its Chair was confident that the institution would be able to withstand a loss of funding. However, in the current situation it seems as if the NCB is not functioning and that its members have been assimilated in another committee (see Section 3.10).

A comparison between the NCB membership in Sri Lanka and Bangladesh shows a significant difference. The Sri Lankan government membership has consisted of senior officials but not the top decision makers in their respective organisations. In Bangladesh many of the high officials being members of the NCB could often not participate in the NCB meetings being too senior and therefore too busy and they were therefore often represented by junior officials. These relatively junior officers were not articulate in the meetings, there was limited continuity and limited reporting back to the senior official. These constraints have effected negatively on the efficiency of the NCB, and would also affect the continuation of the NCBs beyond the end of 2018.

As in Indonesia, in Vietnam there was no national CSO or NGO representation in the NCB. Out of the three NGO representatives, two were international NGOs<sup>47</sup> and one a university representative. This has reduced the opportunity for the NCB to benefit from perspectives other than government ones.

To summarize the degree of success of the NCBs, it seems at this stage as if in none of the countries visited by the team has it been possible to sustain the functioning of the NCBs in the form they have existed during MFF Phase III following the expiry of MFF funding by the end of 2018. This would confirm a conclusion at the MFF Phase III completion workshop in February 2019 that for the NCBs to remain relevant, there would need to be a regional support function<sup>48</sup>.

During the implementation of the programme, the NCBs in the four countries visited have all been successful with regard to their ability to implement the grants projects in their respective countries and to some extent in advancing policy development based on field experience. However, as described in Section 3.30 and in Annex 7, the quality of the field projects have varied, with markedly less successful results in Sri Lanka than in the other countries. The NCBs in Bangladesh and Sri Lanka have been more successful in attracting a wider representation from civil society that those in Indonesia and Vietnam, presumably due to the abundance of local NGOs in these countries.

### **3.25 To what extent have the NCBs maintained a strategic focus on upscaling good results?**

There exist good results from the programme activities at both grass-root level intervention and to some extent such examples have been scaled out through government implementation based on changed policies. With regard to up-scaling, however, there are not many clear examples reported or identified.

The team came across two field examples of up-scaling, one in Bangladesh where the Gabura pilot model on resilience building through mangrove rehabilitation was up-scaled in Shyamnagar (described in detail in Annex 7). A second one was in the Probolinggo District in Indonesia where an

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<sup>46</sup> Personal communication, IUCN-ARO.

<sup>47</sup> IUCN and FAO

<sup>48</sup> MFF, 2019: Mangroves for the Future, Phase 3 Final Report.

SGF project visited by the team has become up-scaled through local government initiatives, reportedly emanating from capacity building provided by MFF:

*MFF has engaged local governments directly in project management to develop leadership capacity and pave the way for replication of successful outcomes through local government resources. For example, in Eastern Java the local governments of Situbondo and Probolinggo were brought in at the initial stage of the SGF project development process to build their understanding and capacity for coastal management planning processes and to develop opportunities for local planning authorities to promote and up-scale the work of the SGF project grantees. This approach resulted in strong uptake and support of project outcomes. For example, in the Regency of Situbondo the local government acknowledged the success of the rehabilitation and income generating activities implemented by grantees and encouraged local government to incorporate these types of activities into all local (district level) government programs. This was an important outcome as it indicates that local NGOs and CBOs are increasingly recognized by government as important partners for achieving sustainable development outcomes.<sup>49</sup>*

### **3.26 Exemplify key policy influences of the NCBs in MFF member countries.**

The NCBs have played a catalytic role in linking the results from the field with the national policy discourse. The diverse representation on NCBs has ensured that emerging issues at national and regional levels have been monitored and that MFF have been able to address relevant changes in pilot project implementation and other activities.

The NCBs have played an important role in ascertaining that MFF and their projects have been aligned with national policy and strategy orientation as part of their work with preparing the NSAPs.

#### **Bangladesh**

The Bangladesh NCB has taken a leading role to implement the National Marine Protected Area (MPA) Framework drafted in 2015 with technical assistance of IUCN Bangladesh under the BOBLME programme. It is now considered the country's main guiding principle to achieve targets for SDG 14.5.<sup>50</sup>

The Forest Department with the support from NCB has prepared all documentation to declare St. Martin island as an MPA. Similarly, the Forest Department (FD) and Department of Fisheries (DoF) with support from NCB are jointly working on declaring Nijhum Dwip as another MPA. An additional USD 69,000 was leveraged as co-finance from ECOFISH to implement the MPA framework in Nijhum Dwip.<sup>51</sup>

#### **Cambodia**

In February 2019, the Koh Rong National Marine Park known for its habitats of coral reefs, seagrass beds and mangrove forests was established as the first of its kind in Cambodia. MFF had provided support to the government of Cambodia to the preparatory work for this establishment. Later the same year, the Kep Marine Fisheries Management Area in Kep Province was established, also after support from and cooperation with MFF. These two initiatives followed on Cambodian government officials having visited a protected marine area in Vietnam under a knowledge-exchange visit that was supported by MFF. The visit also included meetings with Vietnamese NCB members.<sup>52</sup>

#### **India**

In addition to facilitating the study on living resource in the Gulf of Mannar, through which high-level officials of India and Sri Lanka could meet and start up a bilateral dialogue on minimizing pressure on the fishery resources and the destructive harvesting practices in the area, NCB and MFF in India have been active in promoting the notification for regulation of dolphin-watching in Goa.<sup>53</sup>

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<sup>49</sup> MFF, 2019: Mangroves for the Future, Phase 3 Final Report

<sup>50</sup> Bangladesh NCB Presentation at the 15<sup>th</sup> MFF RSC Meeting

<sup>51</sup> Ibid.

<sup>52</sup> MFF governance\_policy influence note 2018-10-05

<sup>53</sup> Ibid.

## **Indonesia**

In Indonesia, the NSAP has been aligned with the national plans including the National Medium-Term Development Plan. The NSAP has been dedicated to the delivery of the national mangrove forest restoration agenda of national government with a focus on mangrove restoration in Sulawesi, East and West Java.<sup>54</sup>

At the local level, the MGF project implemented in Tambak Gejoyo Sub-village, Wedung Village, Demak Regency, Central Java, and the SGF project implemented in Sido Pekso Village, Probolinggo District, East Java, have enabled the local coastal community members to engage with local (village) government in implementing policy on coastal resource management, specifically on mangrove protection, at their respective villages.

## **Maldives**

The Environmental Protections Agency (EPA) of the Maldives have been planning to establish management plans for sensitive marine areas containing mangrove habitats around three islands in the northern part of the country. Baseline data was collected and a study on the ecology and biodiversity of the habitats was prepared for the use of the EPA.<sup>55</sup>

## **Myanmar**

In Myanmar, MFF has been supporting government to develop the Union Level National Coastal Resources Management Committee (NCRMC) – a decision-making body for the sustainable management of mangrove and coastal resources designated by the Government of Myanmar on 30 November 2016 and based on a recommendation of the NCB in Myanmar. The NCB has facilitated the establishment of two sub-committees under the NCRMC to deliver its responsibilities – the Central Working Committee and the Advisory Committee. The NCB members have been assigned as the main members of the Advisory Committee who is primarily responsible for ensuring the implementation of NCRMC activities, coordinating between the Union level and State/Regional level coastal resource management committees.<sup>56</sup>

## **Pakistan**

In 2015 the Ministry of Climate Change under the Government of Pakistan started the process for MPA designation with the support of the NCB, with an initial assessment of potential MPA sites including Astola Island. At the IUCN World Conservation Congress (WCC) in 2016, a resolution was adopted calling for the declaration of Astola Island as an MPA. In 2017 the NCB led a process resulting in building stakeholder consensus leading to the official declaration of the Astola Island MPA by the Forest and Wildlife Department. Further to this, IUCN/MFF Pakistan was able to secure a Waitt Foundation Rapid Ocean Conservation (ROC) Grant of USD 14,765 to support research to conduct an ecological baseline survey of Astola Island. The first part of the survey was completed in 2018. The whole survey has informed the development of a Management Plan and Zonation Scheme, expected to be facilitated by IUCN/MFF.<sup>57</sup>

## **Seychelles**

The NCB soft governance structure with a mixture of formal and non-formal representation has been duplicated by the Ministry of Environment, Energy and Climate Change in a steering committee for the GEF Ecosystem-based Adaptation project within designated coastal areas in the Seychelles.

One of the SGFs implemented through the NCB in Seychelles, which included awareness raising for conservation of wetlands, has led to a decision to develop management plans for coastal wetlands, including the Port Launay Mangrove Ramsar site and prompted a review of the National Wetlands Policy.<sup>58</sup>

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<sup>54</sup> Indonesia NCB Presentation at the 15<sup>th</sup> MFF RSC Meeting

<sup>55</sup> RSC-15 Report

<sup>56</sup> MFF 2017 Annual Progress Report\_ revision draft 2018 06 28 – p13

<sup>57</sup> MFF 2017 Annual Progress Report\_ revision draft 2018 06 28 – p14

<sup>58</sup> RSC-15 Report

## **Sri Lanka**

Sri Lanka's NSAP was developed specifically to integrate and deliver targets under the successive national Coastal Zone Management Plans developed by the government's Coastal Conservation and Coastal Resources Management Department and to strengthen the application of the ecosystem approach in the work related to the plans. The NSAP was used by the Coastal Conservation Department to guide the preparation of its National ICM Strategy and Action Plan.

The NCBs of Sri Lanka and India were instrumental in guiding a study to assess the living resources in Gulf of Mannar and bring together the high-level officials to a dialogue on managing the. The preliminary findings from respective biodiversity assessments in the adjoining coastal areas of the Gulf of Mannar were used by the two countries in the joint fishery work group to minimize pressure on resources and destructive harvesting practices. This has also resulted in the banning of spearfishing by the Government of Sri Lanka in 2017 and enhanced efforts to reduce bottom trawling.<sup>59</sup>

## **Thailand**

A Large Grant Fund (LGF) project in Ban Don Bay in southern Thailand has supported the delivery of national policy and regulations for coastal resource management at the provincial level. Another LGF led to the establishment of a community-based learning centre for creating knowledge and strengthening the capacity of the community leaders and other members, and to the establishment of a Mangrove Management Fund and development of management plans.<sup>60</sup>

## **Vietnam**

MFF Phase III has contributed, amongst others, to the Fishery Law (2017) through a review of legal documents for marine protected areas.

As mentioned above, the recommendations in the NSAP for Vietnam were mainstreamed into national policy, plans, and programmes including a 2016 decision in Ca Mau that recognized integrated mangrove-shrimp farming as a valid form of PES. At the moment, the cover of mangrove and shrimp reach 19.000 ha with more than 4.200 households participation. Ca Mau province want to expand the cover of mangrove-shrimp up to 100.000 ha with certification. Minh Phu Corporation has established a social enterprise whose shareholders are 84 organic shrimp farmers in order to expand mangrove-based shrimp certification.

### **3.27 Have the results from MFF been captured, adopted or applied by ASEAN or any other regional institution?**

ASEAN was inducted in the extended network in 2016 with the inclusion of the ASEAN Centre for Biodiversity (ACB) as an institutional partner. In MFF, SAARC was represented since 2015 in the 12<sup>th</sup> RSC Meeting. In the 13<sup>th</sup> MFF RSC Meeting held in Bangladesh in 2016, the Director of SAARC stated their interest to work with MFF on Integrated Coastal Management (ICM) and resilience with the SAARC Disaster Management Centre. An MoU on the collaboration partnership between MFF and SAARC was developed. However, until the 14<sup>th</sup> MFF RSC Meeting was held in Myanmar, the status of official process of collaboration with SAARC was still under discussion. Dialogue was also held with SAARC during the RSC meeting in 2016 with a view to explore the possibilities of collaborative action for South Asian Partner countries. Both agencies continued to attend the RSC meeting up to 2018. There is no evidence of them formulating, funding, adopting or otherwise providing support to any MFF related activities or products.

The gender strategy document developed as an output of the MFF/SEAFDEC/SEI cooperation, was approved by the SEAFDEC Council in March 2019.

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<sup>59</sup> MFF governance policy influence note 2018-10-05

<sup>60</sup> Ibid.



### **3.28 How successful has MFF been in promoting integrated coastal planning and management in policy development?**

Promoting integrated coastal planning and management in policy development has been a core activity of MFF.

In Bangladesh, MFF has raised greater policy awareness, which had culminated in the declaration of one MPA, with a second MPA about to be declared towards the end of 2018. However, such declarations might not be directly improving the resilience of ecosystems at national level or enable communities and households to enhance their resilience. Resilience should be built through the implementation of strategic action plans to that effect around the MPAs.

In Indonesia, the NSAPs developed by the NCB for the periods 2012-2015 and 2016-2019 included consideration of the National Strategy for Mangrove Ecosystem Management, which regulates the protection, preservation, and utilization of sustainable mangrove ecosystem as an integrated part of coastal planning and management.

In Vietnam, the NSAP integrated the three regional MFF objectives along with seven core Vietnam priority areas. At central level, the priorities were knowledge and awareness improvement, integrated coastal management, improvement of governance capacity for stakeholders, sustainable financing, the Ridge-to-Reef Approach, and the Marine Protected Area Network. At local level, four topics was included: coastal ecosystem rehabilitation, community participation, sustainable livelihoods and community resilience, and private sector participation.

Several government and internationally supported ICM programmes have been implemented over the past 10-15 years, and an organizational framework for further ICM planning has been established by the Ministry of Natural Resources and Environment, aiming to apply ICM in 28 provinces by 2020. These efforts were incorporated in a decree on ICM and protection of marine and island environment and subsequently implemented via a national ICM programme for 14 coastal provinces from Thanh Hoa to Binh Thuan.

In recent years, the Ridge-to-Reef technical meetings and a technical workshop on sustainable hydropower in Oct 2017 have helped in identifying solutions towards the sustainable development of hydropower for the Vu Gia – Thu Bon River Basin, including information sharing, technical support and capacity building for the management level in the concerned provinces, using existing data from models to provide flooding impact scenarios for the basin.

A workshop on Illegal, Unreported and Unregulated (IUU) fishing in Hoi An co-organized by IUCN, the Department of Fisheries and local stakeholders followed the decision by the EU in October 2017 to issue a “yellow card” to Vietnam, which is a final warning to the government to take action before all seafood exports to the EU are banned. Although steps have been taken to reform their fishing policies, the warning still remains in place.

Capacity building for 25 provincial government officials in Ben Tre and Tra Vinh province has enhanced coastal land and sea use planning for ecosystem-based adaptation livelihoods as well as to mainstream mangrove-based polyculture into provincial development plans strategy.

Minh Phu Seafood Corporation has established a social enterprise with participation of 84 organic shrimp farmers in order to expand mangrove-based shrimp certification. It has encouraged farmers to practise sustainable shrimp farming for the mutual benefit of both farmers and the corporation. In addition, Minh Phu agreed to pay 500,000 VND/ha/year for farmers through payment for ecosystem services scheme if they commit to protect the mangrove forest in their shrimp ponds.

### **3.29 Assess if MFF is a well-positioned programme to deliver on policy development at regional, national and/ or local level?**

As accounted for in Section 3.26 there are a number of examples of policy influence through MFF, where the NCBs, assisted by the MFF national coordinators have played a key role in advancing policy development at national and local level based on the programmatic parts of MFF, including

the SGF projects. The fact that the NCBs in most countries have been a multi-stakeholder set-up has been important for this to happen. With regard to the sustainability of these efforts this will depend on whether the NCBs will continue or not. The situation as far as the Team has been able to establish, is that the likelihood of this happening is limited (see Section 3.10).

### ***3.30 How well has MFF succeeded in promoting inclusion of land rights, gender, and conflict sensitivity in policy development***

Attention to land tenure and other land-related rights issues has seemingly not been a priority under MFF. It was intended that a regional review of coastal land tenure and resource rights based on best practices be carried out. This was never implemented, the reason cited being financial constraints, meaning priority was put on other outputs. The Team came across one field example where an SGF project led to enhanced land accessibility for a minority community in Bangladesh. This was where a project that included the re-excavation of a canal that facilitated the access to limited seasonal land rights for the Mahatos community as a result of their contribution to the re-excavation work (see Section 3.31).

The MFF Strategic Framework and Action Plan for Gender Integration was formulated in 2014 and revised in 2016. A gender focal point was appointed in 2014 in the MFF secretariat and a panel of Regional Gender Advisors established as per the MFF Gender Action Plan. Capacity building was carried out for senior staff through established gender trainers such as WOCAN. All SGF projects were to be gender-responsive and the National Coordinators were to ensure gender balance in the composition of the NCBs with the support of National Gender Focal persons. As described in Section 3.5, the gender composition of the NCB varies widely between countries and over time from below 5% to above 55%.

The SWOT analysis undertaken at the RSC-15 highlighted the programme partners' and stakeholders' limited understanding of gender equity and the minimal attention given to gender stories in media. It has also been noted that activities specifically in coastal community water security have been limited, although it is well-known that water is always an important concern for women and it is invariably mentioned as a priority. The SWOT analysis also underlined that since gender is context-specific, it must be properly understood at national level for any interventions to be sustainable.

The SGF projects undertaken at community level did not always operationalise or utilise the MFF gender strategy. A certain disinclination or inability to operate outside the IUCN scientific focus and the lack of gender/community development expertise seems to have been a challenge to MFF personnel<sup>61</sup>. However, the operationalisation of the strategy highlights country-wise differences in the extent to which the gender strategy is operationalised at ground level which seems very much dependent on the prevailing MFF approach in each country, the availability of trained human resources and the orientation of the NCB. Gender focus in relation to the community activities have also varied. One reason for the above disparities may be a lack of skilled female professionals in community development and gender within the MFF teams. Many parts of Asia still have relatively conservative communities where women professionals can operate more easily as community facilitators than men.

The Kalpitiya Aloe Vera activity in Sri Lanka was a Phase II activity which was touted as a success in NCB interviews as well as in a number of MFF publications and presentations, and even in the MFF resilience analysis guidelines. The beneficiary questionnaire and stakeholder interviews indicated, however, that almost all women beneficiaries abandoned cultivation due to lack of buyers at the end of the grant cycle. At the same time, the grantee officers, all male, turned entrepreneurs and started up large-scale Aloe Vera plantations, capitalizing on the established connections with buyers in Colombo and started their own small-scale aloe production plants. Interviews with the National Coordinator and NCB members showed that the project had lacked a competent community development officer for this activity and the activity was monitored only with in-house capacity.

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<sup>61</sup> This finding is based on field observations in Sri Lanka.

When this lack of competence is matched with the same lack of competence in the grantee organisation, as has been the case in several projects visited in Sri Lanka, the risk of results being unsustainable is high. The situation has been more favourable in Bangladesh, where NGOs are well-known to have strong community development competence and capacity.

The promotion of a strong gendered approach at the community level was hindered in some cases both by the lack of staff competent in that subject and by the short timeframe of the SGF projects. Almost all persons interviewed agreed that the time frame for SGF projects should be longer.

Apart from the fact that MFF enhances regional cooperation and therefore should reduce conflict risk in a longer time perspective, there are some examples where the programme has touched specifically upon conflict issues. One example is in the studies and strategy preparation related to gender. Another is the focus provided by MFF in locating grants fund projects to the northern parts of Sri Lanka as an input to conflict reduction. There is also the example mentioned in Section 3.18 above, where the NCBs of India and Sri Lanka brought together high-level officials from the two countries to a dialogue on managing the resources of the Gulf of Mannar.

### ***3.31 Exemplify how the Resilience Protocol Approach has been able to generate increased resilience of the coastal communities and generate change in gender roles and human rights etc***

The RAP was taken from one of the internationally available protocols of similar nature and adapted by MFF. It was further customized by country MFF secretariats with active support from the regional secretariat and adopted by the respective NCBs<sup>62</sup>. The application of the RAP was facilitated in each country by staff from the regional secretariat and the national coordinators. It was generally done through a participatory method, involving a mix of stakeholders including local women and men, local government institutions, local elites<sup>63</sup>, youth, NGOs and CSOs. In many cases, the process ended up producing a vision document where causes of vulnerability were identified, remedies were suggested and prioritized and steps towards resilience were highlighted<sup>64</sup>.

However, the MFF project could not deliver all those elements which were highlighted in the project. Rather, before mobilizing the SGF projects, the call went out asking for specific elements to be covered under the projects so that the activities could at least contribute to the roadmap towards achieving resilience. The NCB members then checked the relevance and alignment of such elements with specific SGF project activities and evaluated the merit of a project. This was how the RAP was made central to achieve increased resilience in a given pre-defined locality in each member country.

The NCB made it clear in the call for proposal for SGF (as for MGF) projects, that project elements must also deliver gender-sensitive resilience building. Although most of the integration of gender concerns was limited to mere inclusion of females in project activities under SGF/MGF, at least the efforts were generally made to include as many women as possible as direct and indirect beneficiaries<sup>65</sup>. In some cases, including in Sri Lanka, gender-inclusive delivery of improved livelihoods and enhanced resilience through enhanced women participation was not as evident as elsewhere, as for example in Bangladesh. Therefore, the extent to which gender-focused activities were delivered varied significantly between projects and across the participating countries. Furthermore, there were little local knowledge to further analyse whether a project indeed had greater gender-sensitivity, much beyond women's participation or not<sup>66</sup>.

Most of the SGF/MGF projects generally adhered to the human rights approach and were in favour of the poor, women, most marginalized and the most vulnerable groups. However, due to lack of local level analysis and inadequate guidance, in some cases the benefits could not reach the target

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<sup>62</sup> Based on interviews with Country Representative, IUCN Bangladesh (who was also working at the Regional MFF Secretariat in Bangkok), the National Coordinators of Seychelles and Bangladesh, and several NCB members.

<sup>63</sup> This means in this context persons in society (mostly men) who are more influential, based on wealth, education or status.

<sup>64</sup> For example, the exercise was culminated into a Vision Document titled "Sonar Shyamnagar 2050" in Bangladesh.

<sup>65</sup> SGF/MGF projects implemented in Bangladesh, Indonesia, the Seychelles, Sri Lanka and Vietnam.

<sup>66</sup> Discussions with representatives of Partner Organizations involved in SGF/MGF and also with External (National) Experts in the abovementioned countries.

groups, rather they encountered various obstacles, and the non-intended (secondary) beneficiary groups took advantage of such provisioning<sup>67</sup> and support. The supervision and monitoring skills of the staff, especially the respective NCBs have played significant roles in the delivery of gender-sensitive resilience. The preference of the National Coordinator also played roles in successful integration of gender concerns. For example, the National Coordinator of Sri Lanka had apparently stronger ties with academic institutions in the delivery of SGF projects, in comparison to her/his ties with non-academic organizations, which worked as the partner organizations in the SGF projects.

There has been some clear success stories in the successful upholding of human rights in delivering the SGF/MGF projects. In one example in Bangladesh, the intention was to re-excavate a choked canal to provide water for irrigation to avail two cropping seasons instead of just one cropping season, which was rainfed. However, when the canal was re-excavated, the proponents carried out significant 'social engineering' involving the local people where the extremely marginalized landless (representing Munda communities) came forward to provide for manual labour in the re-excavation process and the land owners agreed to give rights to the participating Mundas to enjoy equal amount of harvests during the season where the crop was cultivated with canal water. Here, the rights of the minority groups were upheld as a by-product.

### **Effectiveness - Promoting partnerships and increased engagement at local, national and regional level**

#### **3.32 How have programme results benefitted different stakeholders in pilot sites?**

MFF has provided support to strengthening the capacity of coastal dependent communities through the grant facilities and various activities related to knowledge, education, public awareness, capacity building, mangrove rehabilitation and protection, and livelihood activities.

As stated above, four countries, namely: Bangladesh, Indonesia, Sri Lanka and Vietnam, were selected for the evaluation based on the geographical distribution and their history with MFF.

The Team members conducted field visits to three to five MFF project sites in each of the four countries to get a deeper understanding of how the MFF Programme was planned and implemented at the local level. The criteria for selecting the specific projects to visit included: i) sufficient representation of MGF and SGF projects; ii) covering different topics such as capacity building, community resilience, livelihoods and income generation; and iii) projects that were recommended to the Team by MFF for reasons of particular interest.

Table 5 provides summary of the projects, beneficiaries and benefits of the visited sites. More detailed accounts of the pilot project field studies are provided in Annex 7.

Table 5 Summary of projects, beneficiaries and benefits of the visited sites.

Country	Project Name	Duration	Beneficiaries	Benefits
BAN	[MGF] Road to resilience in Shyamnagar	1 May 2016 - 31 Oct 2017	The project has provided 200 (121 male and 79 female) farmers to run income	<ul style="list-style-type: none"> <li>- In total, 85.5 ha have been covered by mangrove green vegetation, by involving seven different mangrove species. There is 11.0 km fencing installed as a protection of newly created plantation as well as for safe germination;</li> <li>- The project has provided support to farmers to run income-generating activities (IGA) to reduce the</li> </ul>

<sup>67</sup> For instance, the training given to women for Aloe Vera production and marketing did not result in that being done. While they were struggling with Aloe Vera production and marketing, the male actors could arrange local financing and made significant strides to popularize such livelihoods. In broader terms, it has been a great success of MFF interventions in Sri Lanka. However, it also indicated that the project did not pay much attention to neither the complete analysis of entire value chain of Aloe Vera nor to focusing on improving the livelihoods of the intended women beneficiaries.

			generating activities (IGA)	<p>communities' livelihood dependence on the resources of the Sundarbans;</p> <ul style="list-style-type: none"> <li>- The involvement of women in vegetable production as a part of IGA options appear quite successful, especially when it contributes to higher levels of intake of nutritious vegetables at household level and also the financial gains from their sales</li> </ul>
BAN	[SGF] Development of community led ecotourism in Shyamnagar	24 Feb 2014 – 23 Feb 2015	A total of 10 women were trained as cooks, while 25 local youth were trained to become guides to take tourists to the Sundarbans.	<ul style="list-style-type: none"> <li>- The senior-most Government Official in the Sub-district, the Upazila Nirbahee Officer (UNO), was so eager to expand the facilities and invested GOB finance to create another eco-village in government owned (i.e., khas) land in Shyamnagar;</li> <li>- A few other micro-scale initiatives have been taken by private sector investors by examining the success of the beneficial eco-tourism initiative.</li> </ul>
BAN	[SGF] Community Based Conservation of Coastal Ecosystem through Re-excavation of Canal as a Reservoir and Using Rain Water in Agricultural Activities	24 Feb 2014 – 23 Feb 2015	Over 700 people are directly benefited due to increase in availability of water to grow a second irrigated crop during the dry season.	<ul style="list-style-type: none"> <li>- People who had participated in the project are no longer required to purchase cereal from market and they are no longer dependent on the resource extraction from the Sundarbans;</li> <li>- Moreover, due to greater availability of water in the canal, the villagers have developed an association, which release local variety of fish fingerlings procured at nominal cost from the neighbourhood and raise them in the canal, which dramatically increased their fish intake at no additional cost;</li> <li>- They are now managing a cooperative fund, which appears handy in a bid to mobilize finance for meeting a sudden community requirement;</li> <li>- Inspired by such a successful endeavour from the MFF SGF initiative, the local government institution, the Union Parishad, took an initiative to re-excavate the rest of the choked khal by mobilizing their annual development financing in the subsequent years. The entire area now enjoying better food security by defying climate change induced higher evapotranspiration and drought, they enjoy increased intake of animal protein and they no longer require going to the forest for resource exploitation. These benefits are the keys towards achieving the overall objective of MFF, which is now a reality in the Moukhali Union.</li> </ul>

IDN	[MGF] Introduction of silvo-fishery practice for improving the conditions of coastal communities in Tambak Gojoyo sub-village and Wedung village in Demak Regency, Indonesia	1 Jun 2014 – 30 Sep 2015	Direct Beneficiaries: About 59 persons (those who received direct project intervention such as capacity building activities related to mangrove management and livelihood activities)	<ul style="list-style-type: none"> <li>- Community network for mangrove ecosystem management to protect the area from coastal abrasion was established;</li> <li>- Improved livelihood through mangrove-based products production. Although not every group experienced the same level of improvement (income) due to the type of products they produce, as well as very limited market (only within the sub-village);</li> <li>- Village regulation on mangrove protection was established and implemented, where for every mangrove cut (illegally), the person cutting the mangrove must replant 100 mangrove seeds;</li> <li>- Other leverage of USD 50,000 is provided to the grantee through the MoU with the District Planning and Development Agency and the MFF grantee, which enabled the grantee to receive support from different government agencies and continue their rehabilitation activity beyond the MFF project duration.<sup>68</sup></li> </ul>
IDN	[SGF] Planting and Managing Mangroves along Coastal Areas of Kulon Progo, Daerah Istimewa Yogyakarta Province, Indonesia	27 Aug 2012 – 27 Apr 2013	Direct Beneficiaries: About 10 members of Wana Tirta Farmers Group (those who received direct project intervention including training and seeds)	<ul style="list-style-type: none"> <li>- Mangrove forest area and community-based mangrove forest management, Wana Tirta Farmers Group, was established to protect the mangrove forest along the coastal area and fish pond as well as to protect the area from tsunami threat;</li> <li>- The community has also received supports from local government, District Forestry Office, in the form of capacity building through "Farmers Field School", provision of mangrove and casuarina seeds, and the local government is planning to develop "Community-based Nursery";</li> <li>- Increased income through mangrove-forest eco-tourism that generates an average of USD 136 per month (400 visitors).</li> </ul>
IDN	[SGF] Women's Group Empowerment to Increase Household Income through Production and Marketing of Mangrove and Fisheries-Based Products	2 Mar 2016 – 31 Dec 2016	About 50 persons (3 Community Groups and 10 Women Group Members who received training both in casuarina management and livelihood activities)	<ul style="list-style-type: none"> <li>- The community of Karanganyar village with the support of MFF SGF project and LPPPM-IAINJ, protected their area from abrasion through coastal vegetation rehabilitation. Of the 1,150-casuarina planted, 750 trees (65%) grew well and rehabilitated 1.5 ha of coastal area;</li> <li>- Improved livelihood through mangrove-based products production (Women Group) such as grill milk fish cake (otak-otak bandeng) and crab-cracker. The group members experienced significant improvement in their livelihood and have been able to expand their market to other provinces including to West Java and Bali through their own network.</li> </ul>
IDN	[SGF] Synergy of Mangrove Forest Rehabilitation and Sustainable Coastal Community Economy Development in Kraksaan, Probolinggo	11 Apr 2014 – 10 Apr 2015	About 5 core members of Sido Agung Farmers Group (who then shared the knowledge to the other group members) and women group members (17)	<ul style="list-style-type: none"> <li>- Restored the natural conditions of the shrimp and fish ponds by planting mangroves around the pond and coastal area. In total, 82,250 mangrove seedlings were planted (with 83% growth rate) and 5 ha was rehabilitated (two fish ponds, along three riverbanks and coastline);</li> <li>- Improved livelihood through mangrove-based products production (additional income of average USD 639 per month by the women group);</li> <li>- The Group has also initiated the implementation of village regulation on mangrove protection, where for every</li> </ul>

<sup>68</sup> MFF 2017 Annual Progress Report\_ revision draft 2018 06 28

				mangrove cut, the person who cut mangrove tree have to replant 10 mangrove seeds.
LKA	[SGF] Installation of an efficient model of water management and novel home garden system at the Delft Island	1 Mar 2016 - 28 Feb 2017	School children, staff and identified families in Delft South Farmers community	<ul style="list-style-type: none"> <li>- A drip irrigation system installed to use the harvested rain water in plastishell tanks</li> </ul> <p>The system is in running condition but there are several indications of insufficient maintenance, , it is intended to use the water for irrigation of vegetables for the students but apart from that, the use of the system is unclear and there does not seem to be a well thought through plan for this</p>
LKA	[SGF] Building economic resilience of returned coastal communities through sustainable management of ecosystems	15 Aug 2016 - 15 Feb 2017	Communities in the J3 ward of Delft Island and will specifically benefit the inhabitants of the Ward 6, 7, 8 of this GN Divisions	<ul style="list-style-type: none"> <li>- Two eco-friendly beach cabanas built with landscaped garden</li> </ul> <p>The project is a complete failure and there have been no benefits, the constructed buildings are dilapidated and cannot be repaired at reasonable cost, they are standing on land on which stationary buildings were not permitted, the whole project conceptualisation was sub-standard. This project has produced more problems and conflict than benefits.</p>
LKA	[SGF] Mapping of ponds / waterholes and restoration of a selected pond in the Delft Island	1 Jan 2016 - 31 Dec 2016	Farmers and local communities	<ul style="list-style-type: none"> <li>- 44 ponds have been restored as a model through widening, bund raising, cleaning up the pond's barrier and blocking seepages in bunds</li> </ul> <p>The pond visited by the Team was a success, with good quality construction. Benefits are clear: improved water supply for people, cattle and wildlife (ponies)</p>
LKA	[SGF] Greening of bare land and income generation for the selected community members in Manalkadu and the coastal area of Delft East of Jaffna District	1 Feb 2016 - 31 Jan 2017	76 families got benefits to improve their subsistence level livelihood	<ul style="list-style-type: none"> <li>- 28 beneficiaries were involved in onion cultivation, 20 beneficiaries in poultry rearing, 23 people in fish marketing and 03 in food processing;</li> <li>- For poultry rearing each of beneficiaries had been provided with 20 chicks and cash of Rs. 5000.00 for building up cages whereas onion farmers had been given with 100 kg of onion bulbs. Fish vendors had been given cash of Rs. 10 000.00 and other equipment needed, for food processing cash of Rs. 2 400.00 and other utensils were provided.</li> </ul> <p>The fish vendors have improved their business and have good benefits from the project. Also the onion growers have benefitted. For the others the results are mixed: some of the poultry beneficiaries have improved their nutrition status, but for others mostly the chicken have died. The food processors did not make much benefit. All over, the poultry and food processors think they have got too little follow-up support.</p>
LKA	[SGF] Aloe Vera cultivation in Kalpitiya	1 May 2011 - 30 Apr 2012	20 women from fisher families	<p>Each was given 500 Aloe Vera plants shade netting where necessary, 5 bags of fertilizer and a pump or piping. There were some immediate benefits, but the women were eventually deserted by the grantee who developed this into a large-scale business, which led to the loss of market for the beneficiaries since the quantity of material they could supply were too small to attract the buyer (see Section 3.39).</p>
VIE	[SGF] Developing community participatory	12 Jan 2013 - 31 May 2015	Direct beneficiaries: About 130 people who participated	<ul style="list-style-type: none"> <li>- Ecosystem of 2,000 m2 coral reef has been rehabilitated with about 2,400 hard coral groups;</li> </ul>

	coral reefs management mechanism and pilot rehabilitation of 2,000m <sup>2</sup> hard corals in Bai Huong Hamlet, Tan Hiep Commune (Cu Lao Cham), Hoi An, Quang Nam Province		into protection group and training on coral protection	<ul style="list-style-type: none"> <li>- Community awareness on coral reef protection has been improved with concrete linkage to tourism activities and sustainable livelihood improvement through tourism;</li> <li>- Local regulations on coral protection has been applied by community and tourism.</li> </ul>
VIE	[SGF] Study on conservation and restoration solutions for some target resources (lobster, cellana, abalone, scallop, tridacnidae)	1 Mar 2016 – 1 Mar 2017	Direct beneficiaries: 976 people who received IEC material on target species	<ul style="list-style-type: none"> <li>- An IEC material for communication on target resources (lobster, cellana, abalone, scallop, tridacnidae) has been developed;</li> <li>- Community and tourism guest understand about the value of target resources in local ecosystem;</li> <li>- Community participates into target resources protection.</li> </ul>
VIE	[SGF] Develop homestay village in Cam Thanh eco-tour commune/ MPA Cu Lao Cham buffer zone	1 Mar 2016 – 31 Aug 2017	Direct beneficiaries: 18 households who live in Cam Thanh commune and along the Thu Bon river bank with Nipa palm	<ul style="list-style-type: none"> <li>- Homestays village has been established and functioned in order to improve the livelihood for local people and protect the Nipa palm forest among Thu Bon river and buffer zone of Cu Lao Cham MPA;</li> <li>- Women's capacity on community-based tourism has been improved.</li> </ul>
VIE	[SGF] Conversion to mangrove polyculture systems from failed or extensive shrimp farms	1 Apr 2014 – 31 May 2015	Direct beneficiaries: About 42 households who received trainings on mangrove polyculture system	<ul style="list-style-type: none"> <li>- A technical assessment report on contextual ecosystem and conversion solutions and process has been reported;</li> <li>- 06 conversion models from fail extensive shrimp farming have been established with the support from local government</li> <li>- Dissemination and experience sharing;</li> <li>- A network of conversion model has been maintained.</li> </ul>
VIE	[SGF] Supporting farmers to develop polyculture of snail-shrimp-fish and planting Scirpus littoralis Schrab for aquaculture natural feed	1 Jun 2014 – 30 Jun 2015	Direct beneficiaries: About 400 people, who received training on grass planting techniques	<ul style="list-style-type: none"> <li>- Yield and productivity of polyculture model of snail-shrimp-fish and planting Scirpus littoralis Schrab has been proved to community;</li> <li>- The model of polyculture snail-shrimp-fish and planting Scirpus littoralis Schrab has been applied;</li> <li>- Dissemination and experience sharing.</li> </ul>

Focus group meetings were arranged in most project areas and questionnaires were given to and filled out by the beneficiaries. The questionnaire form is provided in Annex 5 and selected results in the graphs below.



In general, the beneficiaries are quite positive to the various aspects of the projects covered in the questionnaire.

The sample size varies from 18 interviewees in Bangladesh to 38 in Indonesia as shown in Figure 9. These very limited sample sizes means that one should be careful in drawing absolute evaluative conclusions.

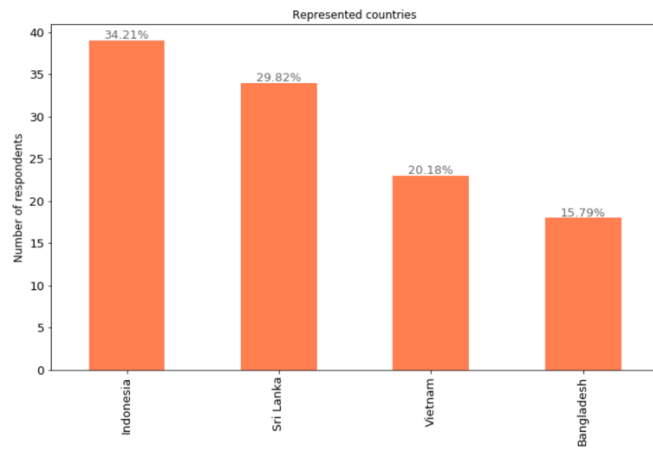


Figure 9 Sample size in the four countries.

The average perception of quality of communication with project staff, usefulness of the project, and effects on knowledge and livelihoods in the different countries is shown in Figure 10. The general findings of the national consultants with regard to the different qualities of the pilot projects are largely confirmed by the questionnaire results, with high scores for the projects in Vietnam and Indonesia and lower scores for the projects in Sri Lanka and Bangladesh.

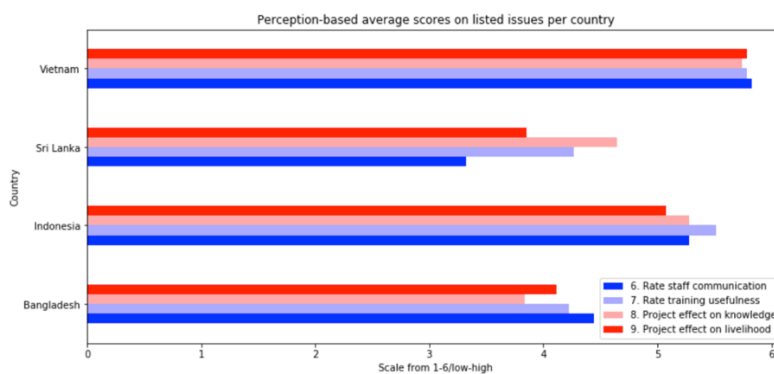


Figure 10 Perception-based average scores per country

As shown in Figure 11, the scores based on year of implementation shows an increasing trend of appreciation for the two years preceding Phase III (2012 to 2013), and a slight decline in appreciation during period of Phase III implementation (2014 to 2018). The latter is surprising, since it could be expected that more recent benefits for the project beneficiaries, all other things being equal, would be reflected in higher values for the later projects.

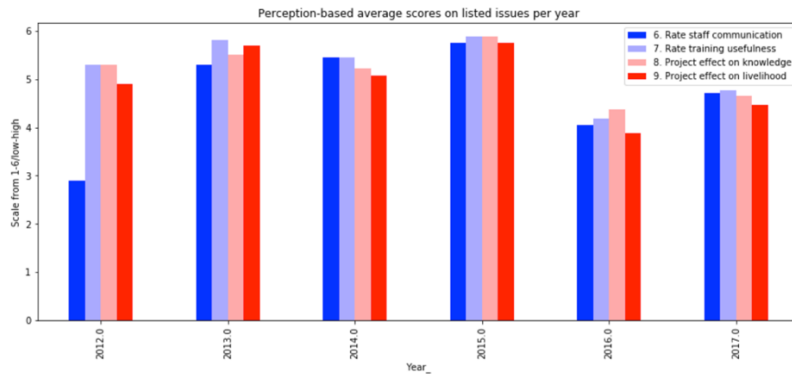


Figure 11 Perception-based average scores per year of implementation

There is a slightly higher level of appreciation of the medium-sized grant projects than for the small ones as shown in Figure 12. It should be noted, though, that MGF data is available only for two projects

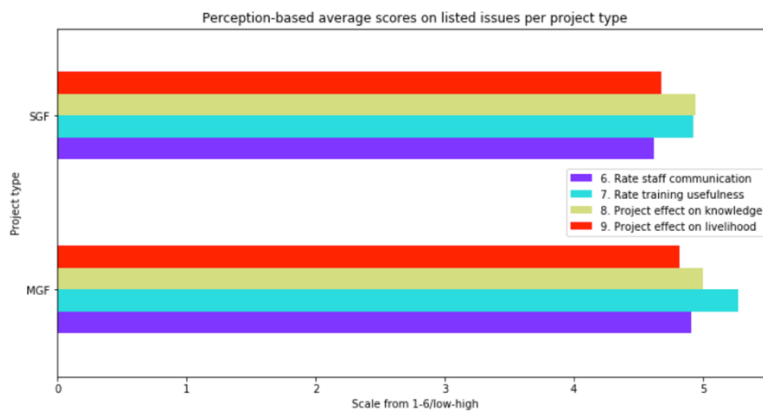


Figure 12 Perception-based average scores per type of grant project

There is a clear difference in the appreciation scores for women and men as shown in Figure 13, with markedly higher appreciation among male beneficiaries. It is possible that this reflects that more of the project benefits has gone to men than to women.

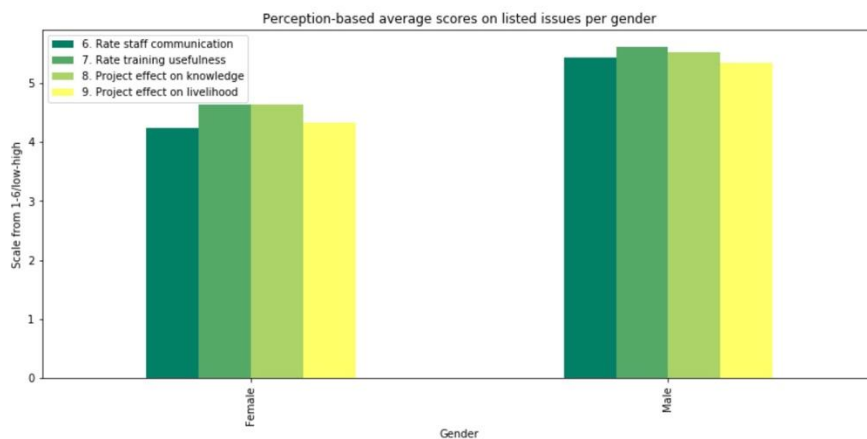


Figure 13 Perception-based average scores per gender

### 3.33 What have been the enabling and dis-enabling factors determining the level of cooperation between the different stakeholders in the programme?

Several stakeholders interviewed have acknowledged that the mere existence of the NCBs as nationally acknowledged stakeholder platforms has led to enhanced capacity through the sharing of experience and stories through the NCB. However, there are regional differences. In Bangladesh, as mentioned, it is reported that relatively junior officers were standing in for high level decision makers. Therefore, there is a risk of loss of institutional memory. In Sri Lanka, the engagement of the stakeholders in the NCB has been longer, 2-6 years, thus enabling cooperation emanating from long-term collegiality. A similar type of collegiality is also present in Indonesia, possibly strengthened by the fact that the NCB members represent almost exclusively government entities.

The convening power of IUCN and MFF (see 3.1 and 3.23) along with obvious general advantages of cooperation, has led to a number of agreements and cooperation with other regional organisations being established, including with UNDP, FAO, UNEP, WII, SAARC, ASEAN, SEAFDEC, BOBLME and COBSEA. The actual content and usefulness of the different cooperation arrangements seems to have been determined by the similarity of objectives and level of common interest. In addition to the important direct programme management partnership with UNDP, cooperation with SEAFDEC and BOBLME have been particularly effective (see Sections 3.12, 3.24, 3.26 and 3.36).

At the local level, MFF has cooperated with a large number of communities, NGOs, CSOs and local governments in the implementation of MGF and SGF projects, enabled through the funds made available and by the provision of guidance, supervision and monitoring of the activities.

### ***3.34 How has MFF used the potential in the partnerships between with UNDP, FAO, UNEP and Wetlands International? How have the respective partners adopted the insights and results of MFF in their own program of work?***

#### **United Nations Development Programme (UNDP)**

United Nations Development Programme (UNDP) has been the co-chair of the MFF Programme since it was initiated. The partnership with IUCN and the engagement and support from UNDP has strengthened the implementation and contributed to the long-term performance of MFF.

Due to the absence of IUCN in the Maldives, the grant facility projects have been managed by UNDP. Implementation of a small grant component of the Low Emission Climate Resilient Development Programme (LECRd) through MFF's existing grant modality was taken up in 2015.<sup>69</sup>

UNDP Maldives has provided programmatic and financial support to MFF implementation including project cycle management training organised together with the UNDP-SGF programme. At the same time, MFF has played an important role in supporting the LECReD programme, where the MFF mechanism and modality including the RAP was adopted and utilised by UNDP in the implementation of the LECReD Programme.

#### **Food and Agriculture Organization (FAO)**

As one of MFF's institutional partners, the UN Food and Agriculture Organisation (FAO) has acknowledged that MFF has been effective in raising the profile of mangroves and in developing collaborative work with partners and sectors. As areas that could be improved, enhanced country ownership and engagement with partners at national level were mentioned by FAO, the latter in order to create more synergy.<sup>70</sup>

FAO was awarded a project under the RGF, the "income for coastal communities for mangrove protection" project launched in January 2015. The project aimed at developing a low-cost mechanism enabling investors to responsibly promote mangrove conservation and restoration, carbon emissions reduction and sustainable development through the provision of funding to local communities.<sup>71</sup> The mangrove carbon estimator and monitoring guide, a knowledge product developed by the project, is now being used in Cambodia for mangrove reforestation monitoring trials.

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<sup>69</sup> MFF 2016 Annual Progress Report

<sup>70</sup> Mr. Kenichi Shono, FAO Forest Resources Officer, at the 12<sup>th</sup> MFF RSC Meeting

<sup>71</sup> MFF 2017 Annual Progress Report\_ revision draft 2018 06 28 – p7

MFF in collaboration with AIT and FAO/GEF BOBLME held regional ICM courses. Since the inception in 2007, 140 professionals have completed the post-graduate ICM course at AIT, Bangkok, and that course is currently intended to become integrated within 12 universities in Bangladesh, Cambodia, Myanmar, Pakistan and Sri Lanka<sup>72</sup>. The courses are expected to be given at different levels, including B.Sc. and vocational level (see also 3.28).<sup>73</sup>.

As mentioned earlier, cooperation between IUCN/MFF and FAO has been established in the preparation of BOBLME, Phase 2 (see Section 3.42) and a Letter of Agreement has been entered into, under which national consultations will be organised and facilitated to identify and validate country priorities under the project.

### **United Nations Environment Programme (UNEP)**

During MFF Phase III, the United Nations Environment Programme (UNEP) implemented three (3) projects under the MFF Regional Grant Facility:

1. Mapping and enhancing natural resource governance in small island communities (Sri Lanka, Maldives, Thailand and Seychelles)
2. Protecting marine ecosystems in MFF countries using the green fins approach (Maldives, Vietnam)
3. Strengthening the resilience of coastal communities, ecosystems, and economies to sea-level rise and coastal erosion (Pakistan, Thailand)

MFF has conducted, in collaboration with UNEP, a regional training of trainers course on ecosystem-based disaster risk reduction and adaptation.<sup>74</sup>

Regarding the partnership between UNEP and MFF, UNEP has provided several suggestions on MFF's legacy, amongst others: 1) to define more clearly what sustainability means for MFF and the pathways through which it achieves influence; 2) to develop a strategy for engaging regional policy entities as part of a long-term sustainability approach; 3) to consider how member countries can use MFF partners such as UN organisations to help influence the global environmental agenda; and 4) to consider how to work better with UNEP.

### **Wetlands International Indonesia (WII)**

Wetlands International (WII) has been engaged as an institutional partner of MFF since the establishment of the Programme. WII has been instrumental in delivering MFF in-country, in terms of supporting action on the ground, facilitating policy dialogue, training, monitoring, learning & evaluation and providing institutional support, including hosting the MFF office in Indonesia since 2011, and actively engaging as member of the NCBs in Indonesia and India.

WII has facilitated mangrove rehabilitation activities in Indonesia since 1998. More than 6 million mangrove and related seedlings have been planted by coastal communities in 12 provinces in Indonesia through various projects managed by WII, including MFF.<sup>75</sup>

Two specific methods have been applied that have been proven to be able to store large amounts of soil carbon and increase biodiversity on the coast: 1) planting mangrove seedlings through the silvo-fishery model; and 2) building sediment traps in eroded coastal area to form new habitats for mangroves.

Since 2013, WII has successfully applied the sediment traps method in mangrove rehabilitation project in many parts of Indonesia and they have received MFF funding from SGF for mangrove rehabilitation. This is a good example where both MFF and WII have used the partnership for joint benefits and where they have been able to influence each other's work.

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<sup>72</sup> <https://www.iucn.org/news/asia/201903/asias-largest-coastal-resource-management-programme-sets-sights-further-growth>

<sup>73</sup> Ibid – p72

<sup>74</sup> MFF 2017 Annual Progress Report\_ revision draft 2018 06 28 – p72

<sup>75</sup> Wetlands International Indonesia Presentation at the 15<sup>th</sup> MFF RSC Meeting

At RSC-14, however, WII shared their concern about the difficulty to find similar tangible synergies at the institutional level and it was suggested to explore the roles and responsibilities of institutional partners in the next phase of MFF.

***3.35 During Phase III, MFF has made moves towards strengthened relations with relevant regional initiatives including three regional inter-governmental bodies – namely Partnerships in Environmental Management for the Seas of East Asia (PEMSEA), South Asian Association for Regional Co-operation (SAARC) and the Association of South East Asian Nations (ASEAN). What has been the key achievements? And what have been the enabling and disabling factors determining the level of cooperation? Have other regional entities benefited and adopted insights from MFF?***

To sustain the programme objectives and to achieve an integrated approach to coastal resource management, MFF has attempted to strengthen the relation with relevant existing regional institution and initiatives, namely: the Partnerships in Environmental Management for the Seas of East Asia (PEMSEA), the South Asian Association for Regional Co-operation (SAARC), and the Association of South East Asian Nations (ASEAN).

**Partnerships in Environmental Management for the Seas of East Asia (PEMSEA)**

The Partnerships in Environmental Management for the Seas of East Asia (PEMSEA) was created with a clear mission: to foster and sustain healthy and resilient coasts and oceans, communities and economies across the Seas of East Asia through integrated management solutions and partnerships.

There are two main areas for collaboration between IUCN/MFF and PEMSEA, namely: 1) capacity development activities focusing on application of ICM as well as special skills to strengthen sustainable development and management of coastal and marine areas and resources; and 2) and the establishment of a State of Oceans and Coasts reporting system, which was emphasised by PEMSEA at the RSC-13.

In 2016, an MoU between IUCN/MFF and PEMSEA was signed to formalise the collaboration on the development of Pemex's State of the Oceans and Coasts Report. Building on the existing MOU, in 2017, MFF established a closer collaboration with PEMSEA with particular focus on knowledge management and private sector engagement in Cambodia, Indonesia, Vietnam, and Thailand through a Letter of Cooperation (LoC).

In 2018, the partnership developed a sustainable business roadmap to inform private sector engagement in blue economy development, review challenges and successes of private sector engagement and explore strategic and targeted approaches for continuing to work with private sector. The research<sup>76</sup> conducted for the purpose to develop the roadmap found that:

1. PEMSEA and IUCN/MFF are in a good position to engage companies.
2. In interviews with 22 companies and related organisations, interest in forming a regional alliance was found.
3. To be successful, a concrete issue to rally around is needed; ocean plastic pollution was identified as a good potential entry point.

No further progress has been reported on this cooperation.

**South Asian Association for Regional Cooperation (SAARC)**

The South Asian Association for Regional Cooperation (SAARC) was established in 1985 as an intergovernmental body to accelerate the process of economic and social development including coastal zone and management in the South Asia region.

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<sup>76</sup> PEMSEA Presentation at the 15<sup>th</sup> MFF RSC Meeting

Cooperation between SAARC and IUCN was initiated in 2005 through a joint meeting on formulation of a SAARC coastal zone management action plan

In MFF, SAARC was represented since RSC-12 in 2015. At RSC-13, SAARC stated their interest to work with MFF in Integrated Coastal Management (ICM) and resilience with the SAARC Disaster Management Centre. Accordingly, the MoU on the collaborative partnership between MFF and SAARC was developed. The status of this potential official collaboration with SAARC is still pending.

### **Association of Southeast Asian Nations (ASEAN)**

ASEAN, which has a working group on coastal and marine environment, was established in 1967 as an intergovernmental body for the promotion of regional economic growth, social progress, cultural development, peace and stability. It became an institutional partner with MFF in 2016 through the ASEAN Centre for Biodiversity (ACB). The objectives of the partnership are specified as: 1) to promote sharing of knowledge and best practices between the organizations; and 2) to explore opportunities for applying them throughout the region covering both MFF and ASEAN member countries.

The partnership was formalised through an MoU covering the period 2016 – 2019. Representatives of ACB participated at RSC-15 but no specific suggestions for the content of the partnership seemed to have been agreed.

### ***3.36 Has the MFF generated input to SEAFDEC, BOBLME and COBSEA operations throughout the years?***

#### **Southeast Asian Fisheries Development Center (SEAFDEC)**

The Southeast Asian Fisheries Development Center (SEAFDEC) established in 1967, is an autonomous inter-governmental body comprising 11 member countries: Brunei Darussalam, Cambodia, Indonesia, Japan, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand and Viet Nam. Its mission, as adopted by the SEAFDEC Council in 2017 is to promote and facilitate concerted actions among the member countries to ensure the sustainability of fisheries and aquaculture in Southeast Asia.

In partnership with MFF, SEAFDEC and the Stockholm Environment Institute (SEI), carried out a regional gender study in order to examine gender dimensions in coastal resources management in order to improve understanding about the state of men and women in environmental decision-making and the structural challenges preventing equitable opportunities for men and women in relation to coastal and marine resources in South and Southeast Asia.<sup>77</sup>

The study consisted of three components: 1) a regional policy analysis for gender and the environment, 2) national level policy analyses, and 3) a real-life contextual understanding of the specific sites where MFF and SEAFDEC are working. The results of the study were intended to feed into the MFF knowledge platforms as key information to guide further project implementation and policy planning.

The key outputs of the MFF/SEAFDEC/SEI regional gender study<sup>78</sup> included:

1. A regional literature review providing information on existing research and data gaps and informing the content and design of the MFF/SEAFDEC/SEI regional gender study.
2. Five country policy profiles exploring the 'connectivity' between the national policy perspective and prevailing general conditions (social, economic and political) and the local realities of coastal-resource dependent communities.
3. Finalisation and testing of the MFF gender analysis toolkit for coastal management practitioners, a practical guide for coastal and fisheries managers and field staff seeking to

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<sup>77</sup> MFF 2017 Annual Progress Report\_ revision draft 2018 06 28

<sup>78</sup> Report on Gender Integration and MFF presented at the 15<sup>th</sup> MFF RSC Meeting

understand how gender can impact coastal ecosystems resource use and management. The Gender Analysis Toolkit provides a set of illustrative research questions to guide data collection when performing a gender analysis in coastal ecosystem dependent communities. SEI facilitated training sessions for MFF and SEAFDEC on the gender analysis methodology and provided mentoring support post training to capture and analyse field data.

4. Subsequently, MFF and SEAFDEC, guided by the toolkit, have completed 13 participatory gender assessments in 13 project sites across nine countries (11 MFF project sites and 2 SEAFDEC project sites).

The cooperation between the three parties in this gender work has been much appreciated by all concerned and has been one important input to the MFF strategic gender action plan and to the SEAFDEC gender strategy.

### **FAO/GEF Bay of Bengal Large Marine Ecosystem Project (BOBLME)**

The Bay of Bengal Large Marine Ecosystem Project (BOBLME) aims to improve the lives of the coastal populations through improved regional management of the Bay of Bengal environment and its fisheries. It engages the Maldives, India, Sri Lanka, Bangladesh, Myanmar, Thailand, Indonesia and Malaysia in this work. Planning has started for the 2<sup>nd</sup> phase of the project.

New global and regional initiatives such as the Green Climate Fund (GCF) and Blue Economy were recognized as potential funding opportunities for MFF beyond 2018. Following a Regional Blue Economy Seminar in 2015, key priorities of developing a Blue Economy program for MFF were identified: transboundary cooperation for capacity building; use of existing tools designed with partner organizations; and the need for social inclusiveness. Sida encouraged MFF to further engage with FAO to explore collaboration on the second phase of BOBLME. FAO and BOBLME-2 will provide an opportunity for collaboration on Blue Economy and, according to MFF reporting, the MFF governance mechanism has been incorporated into the BOBLME phase 2 proposal.<sup>79</sup> As mentioned, MFF will provide support to national consultations as part of the phase 2 proposal preparation.

### **Coordinating Body on the Seas of East Asia (COBSEA)**

The Coordinating Body on the Seas of East Asia (COBSEA), which has ten member countries, is the lead agency of the United Nations for marine environmental matters in East Asia, responsible for coordinating the activities of governments, NGOs, UN and donor agencies, and individuals in caring for the region's marine environment.

Through the MFF Regional Grant Facility, the UNEP-COBSEA coastal erosion project was implemented in Pakistan and Thailand and completed in 2015. The outputs of the project were a coastal erosion assessment and a coastal erosion management plan. There was also a joint workshop organised on improvement of coastal erosion management.

## **Future looking**

### **3.37 What could the programme do to improve its efficiency and effectiveness?**

With regard to efficiency there are three main ways the programme can improve:

- By reducing the cost of the regional secretariat by decentralising or delegating functions that do not necessarily have to be located at the secretariat to one or several member countries.
- By reducing the cost to the programme caused by the current mark-up on staff salary expenses.
- By changing the structure of the NCBs.

As mention earlier, many key stakeholders interviewed, from the countries as well as at the regional level, have expressed the necessity of changing the relative importance of, and budget allocations to, the regional and national levels respectively, to the favour of the national level. This general

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<sup>79</sup> MC-4 Report 2016 07 15-rev 03082016

perception is supported by several findings on efficiency presented under Sections 3.7 and 3.8. As shown in Section 3.8, there is a current average mark-up of 29% on staff salary expenses that has not been reported as having been specifically and exclusively benefitting the programme. Avoiding this cost would be a simple administrative action. Shifting the cost of some of the programme functions from the regional secretariat to the country level would be more complicated and necessitate careful analysis and planning to become successful.

Figure 14 shows the actual staff expenses and the amounts charged to the programme for three types of staff categories of which the one on the left represents the regional operations and the other two the national ones. If the first two actions listed above were taken, it would substantially increase the efficiency of the programme.

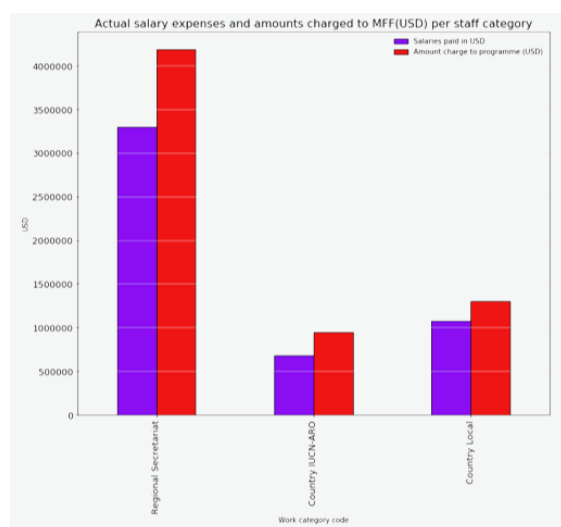


Figure 14 Actual staff expenses and charges for three staff categories.

With regard to effectiveness, based on findings in other parts of this report three areas that could be addressed have been identified:

- The importance of engaging more with the private sector as a means of making the programme more efficient, and at the same time more effective and sustainable, is globally accepted among the individuals engaged in the programme. How to do this is not evident, and there are only few examples of where the programme has done it reasonably successfully. MFF regional secretariat staff have stated, and the Team agrees, that one requirement for succeeding in making progress in this area would be to ascertain that staff with competence in, and experience of, private sector business is engaged.
- The NCBs appointing the national ministry responsible for gender affairs as a member, as well as ascertaining that the gender focal point in the lead ministry becomes a member, could make them more gender responsive.
- As described in Section 3.8, adding staff with a participatory, social and gender competence to the country teams is required in order for these aspects to be sufficiently covered in all parts of the project cycle, and not only in actual field implementation.

### 3.38 Would it be beneficial to consider an adjustment in design or format of the programme?

Based on the findings presented in the earlier text, it is clear that some adjustments in design and format of the programme would benefit the programme.



The SWOT event and other analysis has shown that i) the investment in capacity at regional level in comparison with investments on the ground is a limitation both to efficiency and effectiveness of the programme; ii) there have been weaknesses in communication between the secretariat and the member countries. In general, the Regional Secretariat has provided good support to the MFF National Coordinators in the form of advice and capacity building, but in some cases the reports and questions from the countries have not been responded to, and several respondents in the countries felt that the regional secretariat made too many ad-hoc requests with too close deadlines for submitting responses.

According to interviews at national level, the member countries were of the opinion that the individual members of the NCB changed too often. The soft government structure was normally functioning well but could become chaotic and cumbersome when this happened. In addition, there have been knowledge gaps between members of the NCB, something that has been common to several countries, and which has affected the effectiveness and efficiency of the programme.

The financial sustainability and lack of relevant exit strategies are another weakness, which will affect the long-term development of MFF. Firstly, the lack of financial sustainability plans in some member countries and the non-implementation of these plans in some countries where they exist. Secondly, the lack of reinvestment mechanisms for MFF grants, which would ensure larger financial resources for MFF. Thirdly, the delay and failure in renewing or securing donor funding. Fourthly, the future strategy at regional level was not clear, and the commitment of donors has weakened drastically.

In addition, based on interviews at country and regional level, an adjusted design should address as many of the following requirements as possible:

- Increased allocation to and focus on SGF and MGF activities, with longer duration and more resources. In addition, increased allocation for local staff, local projects in some member countries in order to avoid transaction cost of engaging the regional secretariat. The small size and short duration of the grants fund projects have been mentioned as a weakness in MFF by almost all respondents at the national level, by financing partners and by external experts, including the consultant who carried out the review of the SGF projects <sup>80</sup>.
- A two-tier NCB as an alternative management mechanism to be tested in a following phase. The lower tier will be a network of experts who can voluntarily contribute their experience to NCB. The upper small tier should be a policy decision-making body, that can quickly and flexibly decide on emerging issues.
- A more 'resilience-oriented' membership of the NCB, instead of as today having a focus more on protection and natural resource management. It would mean that the selection of NCB members should be linked directly to the objectives in resilience strengthening.
- In each member country, the resources could be focussed on 1 or 2 themes only, and the grants for projects must be based on the needs of communities, geography, and the capacity of grantee and community. Spending funds based on equal distribution must be avoided. The projects would rather benefit from being clustered in one or a limited number of areas, where MFF should attempt to engage local government, authorities and NGOs/CSOs in a more comprehensive integrated approach to enhancing resilience rather than implementing narrow thematic projects.
- IUCN and MFF should realistically and creatively promote private sector engagement through i) tax incentives in countries where this would be realistic, ii) CSR funding and iii) NCB membership.
- Last but not least, IUCN and MFF should continue and increase functioning partnerships at regional level, e.g. with BOBLME, PEMSEA, COBSEA, Ocean and Sea, ICLME and SEAFDEC to possibly ensure sustained and larger, collaborative funding with design of the cooperation based on each particular cooperation partner.

During the learning event at RSC-15, the participants were asked to specify individually the most important results of Phase III and what the most important results of a future phase would be in

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<sup>80</sup> Blomley, Tom 2018: Review of MFF Resilience Analysis and Phase 3 Small Grant Facility Projects

their opinion. The results are shown in Figure 15. The outcome of the exercise indicates a general need for having more focus in a new phase

For Phase 3, the participants listed results in 31 broader result and thematic areas, and for a future phase in 37 areas. A programme where the main actors can gather around a more limited number of themes and directions would probably be both more efficient and more effective.

An interesting observation is that the word resilience was mentioned in only 13 responses for the current project and 9 for a future one, while for livelihoods the corresponding figures are 15 for the current phase and 15 for a new phase. The corresponding figures for some other key words are for gender 8/4, ecosystem 8/8, policy 11/8, and climate 2/6 with climate change mitigation being a new theme. Monitoring and evaluation is also a new theme.

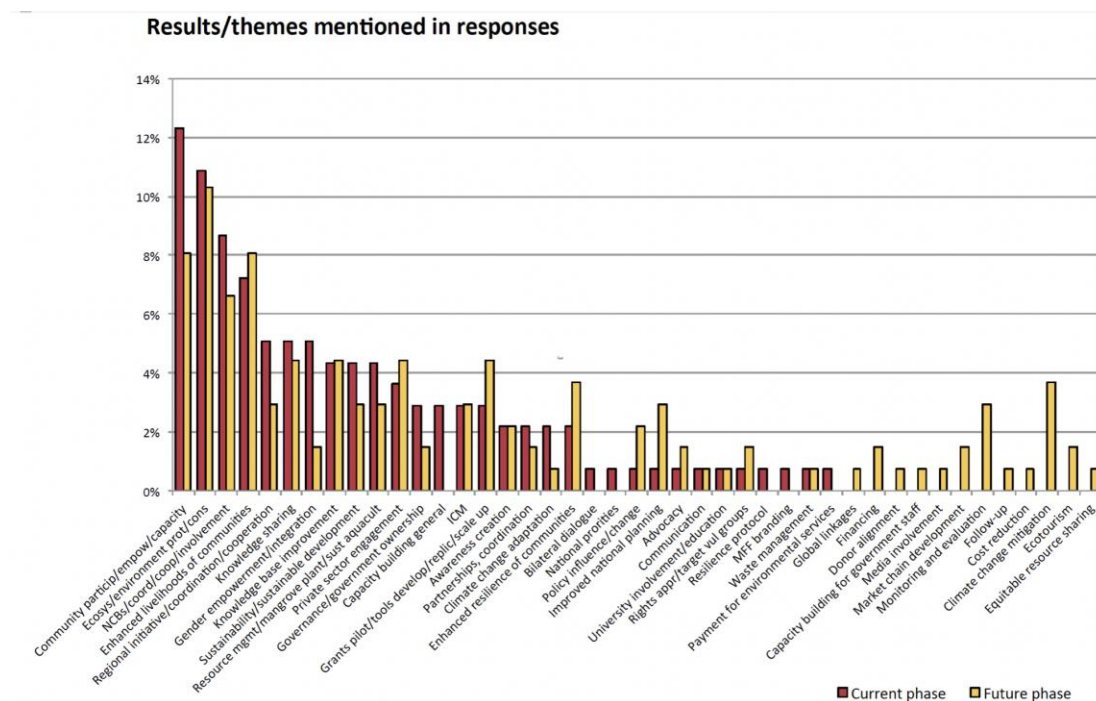


Figure 15 Results and themes/keywords mentioned by RSC stakeholders, ranked for current phase

The same data has been presented in Figure 16, now grouped from global down to community level, showing more clearly the level where most participants tended to put an emphasis. There is a clear tendency for respondents to mention themes and results relating to ecosystem and community levels.

## Results/themes mentioned in responses

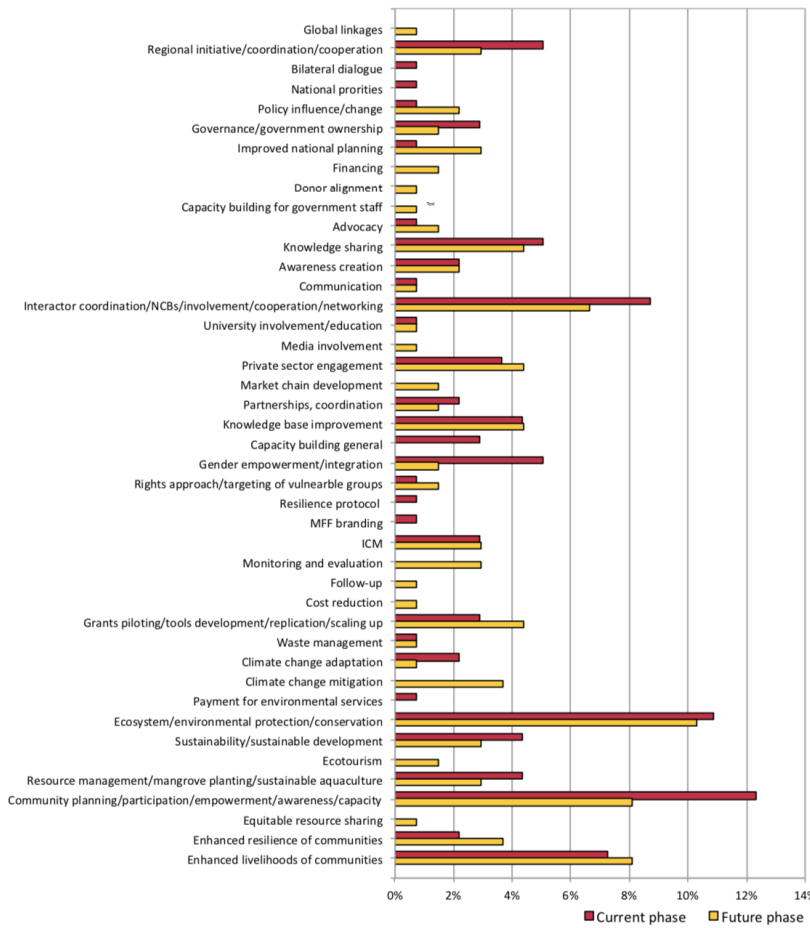


Figure 16 Results and themes/keywords mentioned by RSC stakeholders, grouped from global to community level.

The responses have also been analysed with regard to what output area of the current programme the themes mentioned for a future programme would have fitted. The result is shown in Figure 17.

Although the responses of the different stakeholder groups do not deviate radically from each other, there are some clear differences. Not surprisingly, the national NGOs and the national IUCN/MFF staff have mentioned results that belong to Component 1, under which the SGF projects lie, to a larger extent than other stakeholder groups. Neither is it surprising that governance issues, which belong primarily to Component 3, have been mentioned more frequently among government, INGOs, academia and regional IUCN/MFF staff.

In spite of these differences, the responses indicate that the groups of stakeholders in MFF have a rather cohesive view on what the important aspects of the programme should be. This is an indication of strength in the MFF organisation.

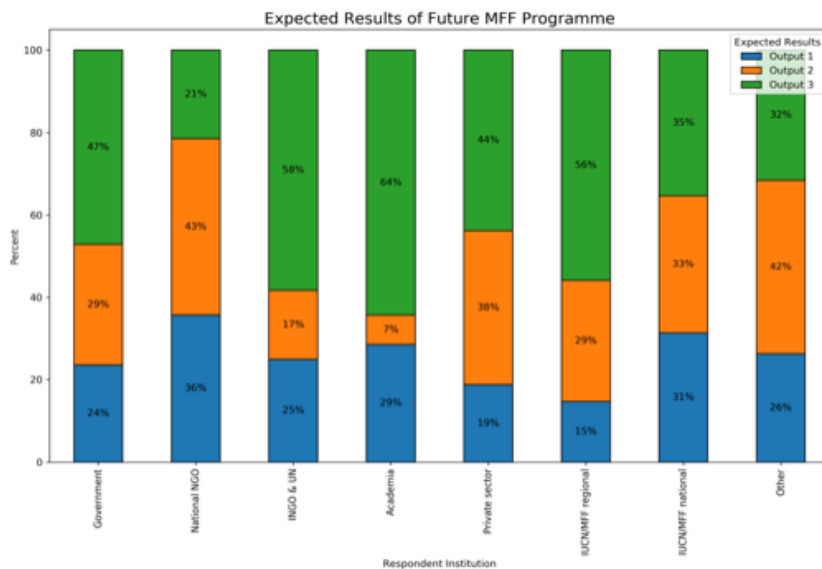


Figure 17 Results belonging to different MFF Phase III components.

### 3.39 What potential does the programme have to improve its delivery on sustainable coastal management, poverty reduction, and resilience for men and women in coastal areas in Asia?

The implementation of the grants projects has provided an opportunity for enhancing resilience and reducing the dependence of people living in poverty on the resources extracted from mangrove forest areas. The application of RAP further strengthens the basic arrangements to implement a participatory programme towards contributing to build resilience. Since resilience-building processes already encompass the creation of various forms of assets (of groups) and the lack of which results in vulnerability, any effort towards resilience-building therefore creates access to livelihood assets, which eventually contributes to poverty reduction and social empowerment. If the targeting is done judiciously, such efforts can be highly useful for marginalised groups including women, people living in poverty and minority groups. In its third phase, MFF focused on resilience building and in some cases it delivered what was expected.

However, a closer examination of delivered outputs of SGF/MGF projects leads to a number of questions. The SGF projects have been considered the most viable mechanism to deliver on resilience-building targeting vulnerable communities. Such an approach has led to allocation of available resources to cover a relatively large number of households in total. However, the thinly spread resources were not adequate to offer a full range of resilience-building options for the participating households<sup>81</sup>. The Team has found few examples of the scaling-up of local pilot projects that would be needed to achieve substantial and sustainable resilience enhancement of coastal households, a finding that was arrived at also by the separate review of the SGF projects carried out simultaneously with the current evaluation<sup>82</sup>.

<sup>81</sup> The distribution of SGF and MGF projects suggests that there were many SGF projects in each country, each targeting a small number of households (often living in poverty) and each beneficiary household receiving only a part of the full range of services in offer, which does not contribute optimally to building their resilience.

<sup>82</sup> Blomley, Tom 2018: Review of MFF Resilience Analysis and Phase 3 Small Grant Facility Projects

Even when an MGF project was approved in a given member country, the tendency was to cover a large number of groups spread over a large area. As a result, the resource allocation per household became too small to engage the household members to address most of the aspects of vulnerability meaningfully and simultaneously. If, for instance, members of a household were given training and support to make some small earnings from poultry, they were not simultaneously given support for safe water supply<sup>83</sup> or other forms of livelihood support. In order to improve the approach, a two-pronged intervention may be used: (a) instead of a thinly-spread allocation of resources per adaptation type, efforts should be made to justify household-level allocations on the basis of a more comprehensive definition of 'needs' and 'capacity' of the target recipient(s), and (b) to concentrate on an 'integrated resilience package' instead of a single-solution based delivery<sup>84</sup>.

There has been a generic weakness in understanding important parts of the context where such projects were being implemented. In Sri Lanka and Bangladesh, no proper market analysis was carried out and the behaviour of various players in the prevailing market was not subjected to risk analysis. As a result, women received training and support for the production and marketing of Aloe Vera, keeping in view the growing market in the cosmetic industry, while the men entrepreneurs were found to take advantage of the benefits generated. Women are no longer directly integrated in the value chain and have gradually become marginalised. To address such limitations, any future project should begin with a small number of adaptation options, however having access to a complete market analysis so that potential gains of micro-scale producers can be achieved.

MFF has ventured into creating functional linkages between small-scale producers and the market in general, in an effort to include vulnerable producers in an effective value chain. MFF Phase III has just made a discernible beginning, where efforts were also made to bring in market players including the private sector in a win-win engagement where restoration services are paid for to gain from enhanced ecosystem services. Such blending of ideas have sometimes yielded promising results, as in the case of Vietnam (see Section 3.14) and could be further developed in a subsequent phase.

The knowledge management aspects of the project were not adequately delivered. The effort towards linking resilience building issues with national and regional policy making was less than adequate in Bangladesh and Sri Lanka. The MFF teams at country level picked issues (such as the declaration of MPA), without properly examining their direct linkages with the resilience-building objective. It is important to select best practices in relation to resilience-building and linking those with national policies and programming. It should therefore be considered to engage national-level specialists on knowledge management.

### ***3.40 Are there alternative programmes to MFF that deliver on the same issues in this region***

While there are many alternative programmes that deliver on several of the result areas covered by MFF, the programme has a unique niche in its specific focus on combining coastal community resilience building with mangrove forest restoration and reducing excessive resource exploitation in mangrove forests across the member countries. However, building resilience and livelihoods in coastal areas involving community-driven approaches is nothing new to the countries in the region, neither is afforestation- and protection-related programmes related to mangroves.

The Coral Triangle Initiative on Coral Reefs, Fisheries and Food Security (CTI-CFF), a partnership of six countries in the Sulu-Sulawesi Seascape Sub-region (SSS)<sup>85</sup> includes, within a wider thematic scope than MFF, several activity areas that are similar to those of MFF. Setting up new MPAs and rehabilitating and managing mangrove forests are included as specific results in their regional action plan<sup>86</sup>, and building coastal community resilience is the major theme of their climate change action

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<sup>83</sup>As was the case, for example, in the MGF project implemented in Bangladesh.

<sup>84</sup>The finding in the last part of this paragraph coincides with comments provided in an interview with the SGF sustainability review consultant.

<sup>85</sup>Indonesia, Malaysia, Papua New Guinea, the Philippines, the Solomon Islands and Timor-Leste.

<sup>86</sup>CTI-CFF: Regional Plan of Action (RPOA).

plan<sup>87</sup>. CTI-CFF has also led the development of a plan for Ecosystems Approach to Fisheries Management (EAFM) in the SSS region together with several development partners, including USAID Oceans. The Worldwide Fund for Nature (WWF) is a development partner to CTI-CFF and has been and is being involved in several capacity building and large implementation programmes on EAFM in the SSS region, including a large GEF project in Indonesia. The EAFM approach is not limited to fisheries management but covers also coastal community livelihoods and good governance, and has many similarities to the field projects implemented under MFF.<sup>88</sup>

One major difference between the CTI-CFF and MFF is the level of regional and country ownership, which is much stronger in the case of CTI-CFF. This is manifested not only in the ownership of the regional set-up in the form of a regional secretariat in Indonesia, but also by the fact that there is funding from the participating governments of activities at the country level, which has not been the case under MFF to any substantial extent. As part of CTI-CFF, there are National Coordination Committees, which have a similar representation of government, civil society and private sector actors as the NCBs set up under MFF.

CTI-CFF was mentioned in the SEI/SEAFDEC/MFF regional synthesis report on gender in coastal and fisheries resource management, as one example of a possible important starting point or building block for gender mainstreaming as it intends to promote social learning among participants.

Other regional activities of relevance include the work related to environment and fisheries management under BOBLME in the Bay of Bengal region; the management of aquatic resources and reduced vulnerability of fishing communities to climate change in the South-East Asia region covered by SEAFDEC; and the application of EAFM under the regional USAID Oceans programme. EAFM activities have also been implemented at national level in Thailand, Cambodia and Myanmar under the SEAFDEC-Sweden Collaborative Programme.

### ***3.41 Would there be an effect on the program implementation and its delivery of results if the financial resources were distributed in a different manner, i.e. the financial allocation between national and regional?***

As mentioned in several other sections of this report, a change in the allocation of resources to the national level could be expected to lead to higher levels of efficiency and effectiveness in implementation. The benefits to efficiency would be in terms of lower unit costs for implementing grant projects that could be more comprehensive and of longer duration, which would also have a positive effect on the effectiveness. More effort could be put in integrating the pilot projects with sustained activities carried out by locally active NGOs that have had, and can be expected to continue having in the future, a long-term presence in the pilot project areas. Experience from pilot projects of similar character as the MFF SGF projects, using the EAFM approach, carried out by the SEAFDEC-Sweden Collaborative Programme in Thailand and Cambodia points to the positive effects of such long-term presence on the effectiveness and sustainability of results.<sup>89</sup>

The current bilateral cooperation funding landscape is such that it is more difficult now than it used to be, to justify having large and costly regional secretariats when the same functions that are today carried out centrally could well be decentralised to national level (see Section 3.2). An example of a programme service that would be suited for such decentralisation would be the programme communication and communications functions. Today, with the electronic communications facilities available, there is no reason why this should not be located in a national office where costs for office facilities and staff would be much lower than in Bangkok. It could also be contemplated to engage a private sector or NGO provider for such services.

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<sup>87</sup> CTI-CFF, 2011: Region-wide Early Action Plan for Climate Change Adaptation for the Nearshore Marine and Coastal Environment (REAP-CCA).

<sup>88</sup> FAO, 2014: Essential EAFM. Ecosystem Approach to Fisheries Management Training Course. RAP Publication 2014/13.

<sup>89</sup> FCG Sweden, 2019: Evaluation of the SEAFDEC-Sweden Collaborative Programme (2013-2019), draft report, December 2019.

### **3.42 What other sources of funding could support MFF interventions?( including GCF and GEF) How could such funding be leveraged and maximised by Sida support to MFF? Would such funding mean a shift in focus for MFF, and would such a shift be in line with emerging needs**

One of the objectives of the MFF programme in Phase III has been to build resilience to climate change. Currently, GCF is the largest financing window for promoting community resilience in vulnerable countries. Although the majority of the GCF resilience-building financing has gone to a single country and the MFF programme has a regional character, it is yet to be seen how a regional resilience-building project involving a number of participating countries may be successfully developed. A brief analysis of the current portfolio of GCF-approved projects infers that GCF could be a potential source of financing related to resilience building.

The advantage of GCF financing is that the resilience-building objective matches well with the GCF-financing priorities. It has been already shown in SGF/MGF projects that some of the resilience-building activities practiced so far can make contributions to several SDGs, including SDG 1, SDG 2, SDG 5, SDG 13 and SDG 14<sup>90</sup>. In this regard, MFF may have strong sustainable development potential, which might enhance MFF's chances of securing GCF financing.

Since MFF involves a number of member countries<sup>91</sup>, a regional project will have to be relatively big. In this regard, GCF is probably a better financing window than Global Environment Facility (GEF). However, GEF financing may also be tapped if the primary focus of the project deals with environmental conservation by protecting or enhancing mangroves across the participating countries. The above assessment shows that two separate projects could be simultaneously be developed, each suited for either GCF or GEF, depending on the overall objective of the project and its alignment with the financing priority of the respective fund.

For GCF financing, co-financing is always preferred. Therefore, Sida financing for a new phase would make the project more eligible to secure GCF financing. Sida support could thus act as a steppingstone to securing a larger financing from the GCF.

There was an opportunity for MFF to secure bilateral funding for a regional REDD+ project from Norway and considerable NORAD funding was made available and spent by MFF in preparing a draft proposal for *Integrating Mangroves in REDD+ Policy and Practice in Asia*. However, neither the process and methodology of preparing the proposal nor the technical quality of the proposal itself were considered adequate by NORAD. As in the case of MFF, also in the REDD+ proposal the cost for the regional part of the project was high. For the REDD+ proposal to NORAD, the cost for the regional organisation would account for 43% of the total budget and on top of this there would be a management fee of 7%, meaning that only about half of the funds would be used for implementation at national level. For those reasons, NORAD decided not to go ahead and fund the project.<sup>92</sup>

Currently, GCF has a window on REDD+ Results Based Payment (RBP) with a secured allocation of about 500 million USD for the pilot phase. Since MFF has a mandate to facilitate restoration and enhancement of mangrove forests, such a project idea may be developed further within the GCF REDD+ framework to claim RBP against proven mitigation activities. However, the first step of such a REDD+ RBP proposal is to register the Forest Reference Emissions Level (FREL) through the UNFCCC processes for each of the participatory countries. This initial activity takes time. Based on examining the state of registering country-specific FRELs for the participating countries, it appears that for a REDD+ project it might not be immediately feasible to secure GCF financing under its RBP window.

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<sup>90</sup> SDG 1: End poverty in all its forms everywhere; SDG 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture; SDG 5: Achieve gender equality and empower all women and girls; SDG 13: Take urgent action to combat climate change and its impacts; SDG 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development.

<sup>91</sup> At the 15<sup>th</sup> RSC meeting in Bali, Indonesia, at least 12 countries expressed their interest in participating in GCF-related projects if funding can be secured.

<sup>92</sup> Based on documentation provided by NORAD, Oslo.

In contrast, MFF may try to tap resources from other REDD+ opportunities. For instance, the Norwegian Fund for REDD+ could have been comparatively easy to access, since the funds are bilateral in nature and a formal registry on FREL may not have been a hard requirement towards securing REDD+ finance.

Each of the above issue-based financing windows can have specific objectives that need to be matched with the project activities and expected results. While the GCF financing window can involve a number of aspects of resilience building including afforestation, REDD+ is applicable only for projects involving mangrove forest restoration, regeneration and rehabilitation. Other elements that involve adaptation responses to climate variability and change do not qualify under REDD+. Thus, the available financing opportunities do have inherent limitations.

Outside such multilateral and bilateral financing windows, there can be opportunities for arranging financing from charities and endowments based on large-scale global CSR activities. For instance, foundations such as Bill and Melinda Gates Foundation, and Lucile and David Packard Foundation, which often offer large financing for a target-oriented multi-country activity. Such foundations have windows for climate change and/or afforestation-related activities and IUCN/MFF could contact such organizations for possible financing. National programmes implemented by the member countries are another potential opening for cooperation and source of funding.

## 4 Conclusions and lessons learned

Based on the findings of the evaluation, the main conclusions and lessons learned are presented in the following. The conclusions are structured under the headings in the Terms of Reference and with the three evaluation purposes included as sub-headings in the appropriate places.

### **Efficiency**

*Evaluation Purpose Number 2A: Input for Sida in assessing the efficiency of the programme as part of the implementation of Sweden's Regional Development Strategy for Asia and the Pacific 2016-2021.*

The National Coordination Bodies (NCBs) have been an innovative and successful part of MFF Phase III. They have generally been set up in a way that has allowed for broad representation of government and civil society, and they have functioned well as forums for exchange of knowledge and experiences, for overseeing the process of planning and implementing the Small Grants Fund (SGF) projects and for direct policy influence to some extent. One drawback that has been identified is that the NCBs usually has had representatives from different levels of government, including from high policy level persons as well as technical experts from ministries. This has, in several cases, reduced efficiency and has led to limited participation of important policy-influential persons.

The professional profiles of NCB members are heavily oriented toward ecosystem protection and natural resource management. Since the activities supported by MFF and the NCBs are related to enhancing the resilience of ecosystem-dependent coastal communities, it would have been beneficial to have had more of representation in social science and community development areas. The percentage of women participating in the NCBs has been around 23% and in total for all NCBs, 44% have represented civil society.

The sustainability of the NCBs beyond the end of 2018 when the Swedish funding expired is unclear. It has to a major extent been the availability of project funding that has motivated the NCBs in their work. When this funding has seized, in most cases the NCBs are not expected to survive as independent structures. In some cases they may be integrated in other similar government committees or working groups, in some cases they may be dismantled.

In cooperation with FAO, IUCN is engaged in the preparation of BoBLME Phase 2, and possibly also in its implementation. In this context it is possible that in those countries covered by BoBLME, the



NCBs in a shape similar to what they have had during the third phase of MFF may remain to some extent.

It is concluded that a major weakness of MFF has been that a disproportionately large part of the programme budget has been allocated to running the regional secretariat in Bangkok. This has been at the expense of opportunities to fund larger and better field projects at the national level. With more resources allocated to the national level, more and larger projects of longer duration could have resulted in higher efficiency, effectiveness and sustainability. In order for MFF to provide higher value for the countries involved and for potential future financing partners, more functions currently managed by the regional secretariat could be decentralised and delegated to national IUCN offices and NCBs. For instance, communication and knowledge management functions do not necessarily have to be located at the regional secretariat but could well be moved to one of the other countries, where staff and operational costs are substantially lower than in Bangkok. Competence could be attached to an IUCN country office either by recruiting staff or by procuring external resources on the private or NGO market

Functions that must remain with a central secretariat in Bangkok are:

- Chair of the RSC, which will be the IUCN Regional Director
- Financial management
- Regional programme planning, progress monitoring and reporting
- Procurement and management of technical assistance to region and countries

With regard to programme efficiency, the actual use of a substantial part of the funding provided by the donors is unclear. Based on financial data received from IUCN, it has been calculated that the difference between the staff fees charged to MFF and the actual staff expenditures incurred by IUCN reflects a mark-up on the actual staff expenditures of 27% on average for the programme. The Team has found no information in project reporting on how this mark-up has been used. In addition, there is a management fee that for Sida has amounted to 8%. Since this fee is charged on all costs, this adds another 2% to the 27%, that is, in all 29%. Unless this mark-up on staff costs has been used specifically and exclusively for direct MFF purposes, this would constitute a significant limitation to the efficiency of the programme.

The Management Committee has been efficient in its function as a necessary executive addition to the RSC. It has taken important management decisions as well as strategically important implementation ones.

Efforts under MFF to engage sustainably with private sector actors have largely failed, in spite of many attempts. This is to a substantial extent attributed to limited competence in, and experience of, private sector business in the MFF programme organisation.

The active monitoring of programme implementation carried out by the Swedish Embassy staff has been complemented by the engagement of a consultant from the Swedish Agency for Marine and Water Management, who has advised and supported the Embassy in connection with programme meetings. It would probably have been cost efficient to add to the consultant's tasks to also provide limited technical assistance in the form of advice to the programme. This could also improve the flow of information between the programme and the Embassy.

## **Effectiveness**

*Evaluation Purpose number 2B: Input for Sida in assessing the effectiveness of the programme as part of the implementation of Sweden's Regional Development Strategy for Asia and the Pacific 2016-2021.*

### **Learning and knowledge exchange at local, national and regional level:**

There has been a general exchange of experiences and methodologies between staff from different member countries. Exchange visits between member countries are considered having been effective

by programme staff at all levels as a means of learning from success stories in other countries. More could have been done, however, to support learning under the programme.

An important intended purpose of the RSC meetings has been that it would function as a forum for learning. This has not functioned well. The RSC meetings have focussed on formal presentations of activities in the respective country programmes, and other than comments from the floor there has been little in the way of interactive learning processes, a critique that has been raised by the donors.

The analysis, packaging and dissemination of learnings generated under MFF to a larger audience has not been effective. There has been lack of outreach to local level partners in this regard, and apart from larger overall strategy and methodology products such as the strategic framework for gender integration and the Resilience Approach Protocol (RAP), knowledge products generated under MFF being used at local level have been few.

### **Improved policy and coastal management at local, national and regional level**

It is concluded that as a result of the implementation of MFF there has been a number of important policy influences related to coastal zone management in several countries at local, national and, in some instances, bilateral level. To assess the true extent to which these influences have had important and lasting impacts would require a study conducted after some time. However, one example of a policy change initiated by MFF that has probably had an impact on the livelihoods of many coastal community members is the mainstreaming in Vietnam into national policy, plans and programmes of integrated mangrove-shrimp farming as a valid form of payment for environmental services, which has probably directly benefitted thousands of coastal households. This result has the added advantage that it combines environmental protection with enhanced resilience for coastal communities. This policy change built directly on one of the grant projects implemented by MFF.

Several of the grant projects visited and studied by the evaluation team have led to direct livelihood benefits to targeted local communities, and possibly also to more long-term outcomes in terms of enhanced competencies, capacity and resilience. The sustainability of these results is not evident in all cases.

Reasons for some failures that have been observed during the evaluation have included weaknesses in both project design and implementation, but the most important single reason is that the projects have had too small budgets and too short duration for them to guarantee sustainable results being achieved. Increased level of funding to fewer and more strategic field projects, for which more resources could be allocated for supervision, technical assistance, monitoring and evaluation would be conducive for better projects and fewer failures. It is also clear that, even if a significant number of community members have indeed benefitted, the coverage of these projects is negligible in relation to the needs at national scales. From an efficiency point of view, it is therefore important that the projects are strategic in the sense that they contribute to developing innovative approaches or methodologies or new knowledge that can contribute to policy development rather than enhancing resilience only for a limited number of households in a community.

The effectiveness of the grants fund projects has varied between countries. One reason for this is the lack of strategic attempts to ascertain an adequate professional competence profile for staff at national level, which should include competence in social science and community development areas. Another reason is that the competence of the engaged grantee NGOs has varied, in spite of attempts from MFF to ascertain quality through due diligence process.

The beneficiaries of the field projects for which perception was assessed through questionnaires were overall appreciative of the immediate benefits they had got from the projects. The scores were generally higher for the projects in Vietnam and Indonesia than for those in Sri Lanka and Bangladesh.

The MFF field projects are one of many interventions in coastal areas and communities and, considering their actual outputs, they are quite similar to other community development programmes that are implemented throughout the region, mostly by national programmes and organisations but also some of them regional. One example is the EAFM approach applied by

SEAFDEC and CTI-CFF. These projects have had one thing in common: they have usually been too small to create significant impacts and they would have benefitted from being part of more concerted action programmes by governments and regional organisations in order to be more effective.

### **Promoting partnerships and increased engagement at local, national and regional level**

The programme has been active in engaging with a large number of other organisations at local, national, regional and global level.

The selection of organisations for implementation of grants fund projects was overall appropriate and implementation largely effective. Several failures have also occurred, the most common reasons being weak planning and lack of social and community development competence and experience, both in the programme and grantee organisations.

The cooperation with SEAFDEC and SEI in connection with gender and coastal community field projects has been valuable for the organisations involved and has enhanced the effectiveness of the programme through the production and implementation of strategic and policy documents as well as practical tools. While MFF has sought partnership with many other regional organisations and general agreements on cooperation have been made, the extent to which these have been followed up with substantial action has been limited.

The MFF-UNDP partnership has functioned well and had mutual benefits in terms of joint governance and steering of the programme, as well as concrete cooperation on funding and management of SGF projects in the Maldives.

### **Future looking**

*Evaluation Purpose Number 3: Relevance and efficiency of MFF's future programming vis-a-vis the potential of other actors and service providers in the region working with similar challenges.*

IUCN/MFF was not successful in acquiring continued financial support from donors, which could have kept the programme running at the point when the support from the Scandinavian donors expired by the end of 2018. Its future programming is therefore currently unclear. This points to a serious vulnerability of MFF since the current set-up is fully dependent on external financing. This is different from service providers with more direct government ownership engaged with similar activities combining regional cooperation with community-level work to enhance livelihoods and resilience, e.g. SEAFDEC and CTI-CFF. This also points to the need to be adaptive in terms of reducing costs and cutting down on overhead costs by making appropriate organisational changes.

CTI-CFF could be of particular interest as a potential service provider in that it combines several aspects of MFF with an advantage that MFF does not have, namely a more direct regional and country government ownership with a permanent regional secretariat hosted by one of the governments, Indonesia. CTI-CFF has a set-up of national coordination committees with government, civil society and private sector membership and works with enhancement of resilience at coastal community level. They also have an international environmental organisation as partner, namely WWF, which could be a potential service provider for any future Swedish support.

*Evaluation Purpose Number 1: Learning from the outcomes and experiences of the programme in relation to Sida's future cooperation and implementation related to SDG14 and integrated fisheries/coastal management and partners' further development of operational relevance for future implementation.*

One important conclusion of MMF as a provider or learning for future similar Sida cooperation related to SDG14/ICM activities as well as for the partner's future implementation is that the soft governance structure has been in most cases conducive to broadened participation, exchange of knowledge, policy influence and effectiveness in pilot project implementation. There is, however, need for enhanced participation of CSOs and media. One limitation of the NCBs is that their ability to survive

as a government body of that broad type in a situation where funding from MFF has not been forthcoming seems to have been limited.

It is interesting to compare this with the experience from the SEAFDEC-Sweden Programme, where no such governance system was set up, which has been found to be an important limitation. One advantage of the SEAFDEC programme set-up has been, however, that there is a direct government ownership of the secretariat implementing the programme, which is not the case for MFF. It could be considered in a future possible support to community resilience-oriented coastal management in the region to find a middle way in these regards, which also combines the relevant thematic objectives towards achieving SDG14. At least one such alternative exists, namely CTI-CFF.

## Lessons learned

- The type of interaction with other regional programmes and actors, notably related to gender in the case of SEI and SEAFDEC, the latter also supported by Sida, and to some extent with the Ecosystems Approach to Forestry Management (EAFM) with SEAFDEC has been very valuable and is worth looking for actively in other programmes.
- The convening power and competence of a renowned international environmental organisation such as IUCN is very valuable for setting up and implementing a project such as MFF. In order for the programme to be sustainable, independently on external donor funding, the programme needs to have a strong government ownership and a size and set-up of its organisation that can adapt to available resources.
- IUCN/MFF would have benefitted from being more perceptive and reactive to indications from actual and potential donors of things that needed to change. They could, for instance, easily have taken action towards changing the format of the RSC events following the advice of Sida and other donors, as well as the mid-term review, and they could have responded more strategically to the reactions from Norad in connection with the REDD+ project preparation process.

## 5 Recommendations

Based on the conclusions and lessons learned presented above, the main recommendations to IUCN/MFF and Sida are presented in the following.

### **The following recommendations are made to IUCN/MFF/NCBs:**

#### Programme organisation

- In order to save on costs and strengthen the institutional sustainability of the regional secretariat, adjust the current organisational set-up of MFF by decentralising as much as possible of responsibilities for planning, implementation, M&E and knowledge generation, management and sharing to the national level, using resources already available at that level to the extent possible. Keep the functions that have to remain at the regional secretariat there, but move other functions to one or several locations in the region where costs are lower and where required competence is available.
- Engage staff with competence in, and experience of, private sector business.
- Make changes to the RSC meetings in terms of how they can support learning between member countries and individuals. The current type of country activity presentations can be reduced if they are sent out as briefing documents to all NCBs before the meeting. Only the most important or innovative examples from country level, which have the potential to become instruments for policy change could be brought up for discussion. The competent facilitators that are part of the IUCN/MFF community should be made use of, but external ones could also be employed. The RSC meetings could be smaller and hosted at less costly venues, and they should always be

located close to existing field project sites. The programme could organise annual or biennial thematic meetings that would be more results-oriented and focussed on learning and knowledge exchange than the current ones. Regional physical meetings and workshops could also be organised as smaller events back-to-back with larger conferences in which many of the MFF stakeholders would anyway participate.

- Continue the current function of the Management Committee and strengthen its role as a decision-making body for MFF.
- Establish a more general resilience-oriented membership in the NCB, instead of as today having a focus on ecosystem protection and natural resource management. This means that the selection of NCB members would be linked directly with resilience strengthening objectives. Bring in national expertise on resilience building and allow such expertise to integrate these ideas at policy level, both regionally and nationally, and engage national-level actors with social science and climate change competence. The NCBs should have a stronger participation of CSOs and media. Include persons or institutions with communication and knowledge management competence in the NCBs. The national ministries responsible for gender affairs should be appointed as NCB members, as well as the gender focal points in the 'lead' ministry in each country
- Test establishing of two-tier NCBs as an alternative national-level management solution in cases where the government representatives are at such a high level that it can be anticipated that they may not have time to participate in the NCB meetings to the extent needed. In this case, a lower and more technical group that could be a network of experts who can voluntarily contribute their experience can meet more often and report to the upper policy level, which can then take policy decisions more efficiently.
- Add staff with a participatory, social and gender competence to the country teams in the national secretariats in order for these aspects to be sufficiently covered in all parts of the project cycle, and not only in actual field implementation

#### Programme content

- In the communication area, focus more on outreach at local level and engage with partners operating long-term programmes at community level. In this context, it is also necessary that any regional learning material be delivered to local communities in their own languages.
- Include a comprehensive component on exchange visits between member countries, building on the positive experience of Phase III.
- Particularly at national level, employ development expertise with social competence to achieve better balance between protection, natural resource management and income-generating activities.
- Increase allocation for and focus on MGF and larger pilot projects, with longer duration and more resources than what has been provided to SGF, limit the number of specific thematic areas in each country, and try harder than in Phase III to cluster the grant projects, all this in order to enhance efficiency, effectiveness and policy impact.
- In each member country, the resources could be focussed on 1 or 2 themes only, and the grants for projects must be based on the needs of communities, geography, and the capacity of grantee and community. Spending funds based on equal distribution must be avoided. The projects would rather benefit from being clustered in one or a limited number of areas, where MFF should attempt to engage local government, authorities and NGOs/CSO in a more comprehensive integrated approach to enhancing resilience rather than implementing narrow thematic projects

#### Financing and partnerships

- The available channels of financing need to be explored. Among the potential new financing opportunities, MFF may consider the Global Climate Fund including its REDD+ Results-Based Payment window, bilateral financing and also foundations and endowment funds. In order to

strike a better match, certain elements of the current phase may be packaged separately so as to match with the priorities of a potential financing institution.

- IUCN/MFF should continue and increase functional partnerships at regional level, for instance with BoBLME, PEMSEA, COBSEA and SEAFDEC, to possibly ensure sustained and larger, collaborative funding, as well as to continue synergetic cooperation of the type that has taken place on gender and coastal ecosystem conservation under the current programme.
- The current efforts towards integration of conservation and restoration related activities with private sector needs to be given greater emphasis. IUCN and MFF should realistically and creatively promote private sector engagement through, for instance i) tax incentives in countries where this would be realistic, ii) CSR funding and iii) expanded and strategic private sector NCB membership.

### **The following recommendations are made to Sida:**

- Continue providing support to resilience-enhancing activities for coastal communities through regional projects that are cost-efficient and effective and have strong national ownership, using where relevant the recommendations made to MFF above as input to dialogue with any proposing organisation.
- In future support to similar projects, encourage and support the use of a 'soft management system' similar to the one that has been successfully applied by MFF, but with enhanced participation of CSOs and media, and preferably in combination with a stronger overall government ownership. This could be through working with a multilateral partnership such as CTI-CFF, which combines the two, at the same time as it is engaged in enhancing the resilience of ecosystem-dependent coastal communities, as well as promoting the achievement of SDG14 at the global level.
- Encourage 'organic' cooperation between programmes in the Sida regional portfolio of the type that took place in MFF Phase III between MFF, SEAFDEC and SEI.
- Enhance the efficiency and effectiveness of having an external monitoring consultant by adding a second function of providing technical assistance to the programme in selected and agreed priority areas to the terms of reference.
- If relevant in relation to current and future strategic orientation, invite IUCN to a meeting with Sida to discuss possible openings for future cooperation.
- The analysis made by the Team of the mark-up on staff expenditures charged by IUCN/MFF to donors is based on non-triangulated information received from IUCN-ARO. Sida should commission an audit with the specific task of verifying the findings of the Team and deepening the financial analysis that could be carried out under this evaluation where financial efficiency represented only a part of one out of 42 evaluation questions.
- IUCN's calculation of charge-out fee rates is based on a global Time Management Policy, which might imply that a similar level of mark-up is being charged under other support agreements between Sida and IUCN, at national, regional or global level. The specific audit mentioned above should therefore also include any other Sida support to IUCN.

## Annex 1: Terms of reference

### **Terms of Reference for a process oriented evaluation of the third phase of Mangroves for the Future focussing at regional, national and local level, including in country assessments of Bangladesh, Sri Lanka, Indonesia and Vietnam.**

**Date: 30 April 2018**

#### **1. Evaluation object and scope**

Mangroves for the Future (MFF) is a regional, partner-led independent programme, implemented by International Union for the Conservation of Nature (IUCN) in partnership with United Nations Development Programme (UNDP). The programme focuses on protecting, rehabilitating and promoting sustainable use of coastal and marine ecosystems and improving living conditions for poor coastal communities in Asia. The MFF started as a strategic action to rebuild damaged coastal ecosystems, especially mangrove forests, after the tsunami in the Bay of Bengal in the end of December 2004. During the three implementation phases, the programme has expanded thematically and geographically. Currently it includes 11 countries, the most recent member country, being Myanmar.

Since its conceptualization, MFF vision has been "Healthy coastal ecosystems for a more prosperous and secure future for coastal communities." Its vision has been supported by the following mission statement: "To promote healthy coastal ecosystems through a partnership-based, people focused and policy relevant approach that builds and applies knowledge, empowers communities and other stakeholders, enhances governance, secures livelihoods, and increases resilience to natural hazards and climate change." The programme outcome objective and three overall objectives, which each are supported by nine focus areas:

**The outcome objective:** "The resilience of ecosystem dependent coastal communities is strengthened"

#### **Output 1: Knowledge generated, disseminated and applied for sustainable management of coastal ecosystems**

- Strengthening information base
- Enhancing access to and sharing of knowledge at national and regional levels
- Promoting effective use of knowledge including best practices

#### **Output 2: Key stakeholders empowered to engage in decision-making in support of sustainable management of coastal ecosystems**

- Building awareness and capacity of civil society and private sector
- Supporting multi-stakeholder fora
- Promoting sustainable livelihoods

### Output 3: Coastal governance enhanced to promote integrated and inclusive management

- Strengthening capacity of national and regional governance institutions for integrated coastal management
- Engaging with key business sectors to promote sustainable business practices
- Promoting co-management and similar participatory natural resource management mechanisms

#### There are four principles underlying MFF programmatic activities.

- Policy-relevant: supporting national legal and policy frameworks
- People-centered: Assisting local communities in livelihood development
- Partnership-based: Seeking to meet the needs of all partners
- Investment-oriented: Recognizing coastal ecosystems as valuable natural infrastructure

Guided by these programme objectives, MFF Phase 3 seeks to influence policy and practice for improved integrated coastal ecosystem management and to achieve positive results by promoting regional cooperation, strengthening national governance, engaging the private sector and supporting community action. This is realized through a diverse set of activities, and key components that generate and share knowledge, build capacity of both institutions and people striving at strengthening governance and management in coastal areas.

The MFF has designed a “Soft Governance Structure”<sup>1</sup> of the programme, to create a strong ownership, accountability and transparency at local, national and regional level. At the regional level, the MFF Regional Steering Committee (RSC) provides strategic leadership for policy change and advocacy. The RSC has also established a Management Committee to facilitate decision-making on strategic programme implementation between the annual RSC meetings. Besides this, within each member country a National Coordination Body (NCB) has coordinated MFF activities at national level. The NCB is comprised by different Ministries at national and local level, civil society organisations, including NGOs, academia and private sector representatives. Each NCB is being assisted by small national MFF secretariat within the country office of either UNDP or IUCN.

In order to promote increased engagement among stakeholders and deliver concrete results, the programme has developed several modalities: (Project Grant Facilities) to support the implementation of the programme. The Small, Medium, Regional and the Facility for Private Sector Engagement and have all been developed to facilitate, accelerate and kick-start initiatives that directly would benefit the population in coastal areas as well as regional knowledge learning.

Due to the drivers of change and the complex challenges the coastal communities are confronting in their daily life,<sup>2</sup> a resilience approach was developed to improve MFF capacity to respond to the needs of communities. Since 2015, the resilience approach has been used in all countries to guide selection of grant proposals as well as a tool for monitoring implementation and results. The resilience approach has in dialogue with Sida been adapted to include a gender and rights based approach as well as a conflict perspective. Issues such as poverty reduction, property rights and resource tenure, are issues that have been addressed throughout the implementation of the programme.

<sup>1</sup> The definition of MFF soft governance structure- please define what it entails

<sup>2</sup> MFF/ IUCN Phase one 2007-2010

MFF/ICUN Phase two 2010-2013

MFF/ICUN Phase three 2014-2018



MFF both target direct and indirect target groups.

The direct target group/ **beneficiaries** are men and women, living in poor coastal communities in in Asia, who are directly dependent on marine ecosystem for their livelihoods and whose security is threatened due to degradation of the environment, pollution and the effects of climate change.

The indirect target groups/ **enablers of change** are Ministries, Private Sector, Civil Society and Academia which are involved directly or indirectly and responsible for overall planning and decision-making as regard the coastal development and coastal conservation etc.

Sida has supported MFF since 2006. During the past four years the financial support has amounted to about SEK 15 million per year. The focus of this evaluation will explicitly be on the **third phase** of the programme which covers the time period from 2014 to date. The third phase of the programme has had a budget of USD 25 million over the 5-year period. The funding from Denmark has been DKK 35 million. Norway has through the Royal Norwegian Embassy provided 4 million NOK to the programme. Sida supports the current phase 3 as part of implementation of the Swedish Regional Development Strategy for South East Asia 2011-2015 and the Swedish regional development strategy for Asia and the Pacific 2016-2021.

MFF has been subjected to several assessments and reviews during its 12 years implementation. In 2012, 2014 and 2016, including a few tracer studies. The focus of many of the evaluations have been on the whole programme and its delivery. The evaluations have been positive, but a couple of general reflections and observations came forward in the MTR in 2016. The following aspects of the programme are of particular interest for Sida to get more in-depth knowledge about:

- **MFF convening power/ governance platform to improve long- term sustainable coastal mangagment in Asia.** The MFF programme works at multiple levels and engages multiple sectors and partners in its soft governance structure and implementation to achieve the programmes overall objectives. Previous evaluations have shown that MFF is an important driver of change and has a strong convening power in the region. However, how far does that power/ capacity reach out beyond MFF, to drive structural change and enhance institutional capacity for long- term sustainable coastal management? How conducive has the “soft governance approach” really been as platform for knowledge sharing, policy development, promoting models for change, improving conditions for sustainable coastal management at regional, national and local level? Has this governance structure/ design been delivering on the expected results and has it been operating to its full potential? Is the governance structure to be sustained and be attractive to the stakeholders without its Grants Facility and funding from IUCN? Has this design been conducive to enhance inclusive participation, decision-making and ownership at local, national and regional level to drive the agenda for change in the coastal areas? Is MFF programme a one of a kind delivering in this area of work?

Some of the previous evaluations have presented quite positive findings in relation to the overall delivery of the programme. This evaluation should look more in- depth on the advantages and disadvantages with this design of the programme itself. Previous evaluations revealed for example that the institutional collaborations between MFF and other organisations often have been limited to judicial and contractural arrangements as opposed to content and programme results. The format for learning between countries has also been considered to be rather “procedural” and opportunities have been missed for greater and deeper interaction and sharing of knowledge. Other remarks have been that MFF in its convening power has had a lack of an explicit approach linking project lessons to policy change, which means that lessons may be left to “trickle up” rather than being strategically targeted.” Sida would through this evaluation assess the enabling and disabling factors in relation to the application of the soft governance approach. The evaluation expects to share experiences connected to the application of the soft

governance approach in terms of its ability to generate the expected change. Have the multistakeholder forums provided new opportunities for collaboration and deliberation between government and other sectors to deliver? Have the public, private and civil society's role as change agents been able to deliver to their full potential within the programme? Have the governance structure and programme framework been able to generate knowledge exchange on strategic issues to deliver on poverty reduction, increasing resilience? Has the design and set-up of the MFF provided relevant input on coastal management to the regional learning agenda, knowledge exchange between the countries and policy development, and its institutional partners. The above factors are all important factors to look at more in depth, to see if these have been favourable success/ factors for delivering on the expected results at local, national and regional level.

- **The application, added value and outreach of the Resilience Protocol Approach.** Has the approach generated improved conditions for long-term sustainability of the projects and have they had a positive effect on the integration of gender perspectives, HRBA and conflict sensitivity leading to transformation and improved resilience of coastal communities? What have the factors been for success and/ or failure? To what extent has gender roles been discussed, responded to and/ or transformed? Has it been in terms of awareness raising, gender response or transformation? What are the experiences and lessons learned? Is this a successful approach to enhance equality in coastal areas as well as reducing vulnerability and poverty? Has this approach been a good entry point to tackle land rights issues?

The evaluation will provide an analysis of how the soft governance structure has enabled MFF to deliver on the outputs and outcomes at regional, national and local level. Therefore a few selected countries are selected to get a deeper understanding of the national and local operations in the programme. The suggested countries to visit are Sri Lanka, Indonesia, Bangladesh and Vietnam. The countries are selected based on the geographical distribution and its history with MFF. Furthermore, these are countries both represented in south and south east asia. In addition the evaluator is encouraged to contact stakeholders connected to MFF across the Region.

For further information, the project/programme proposal is attached as Annex D.

The scope of the evaluation and the intervention logic of the programme shall be further elaborated by the evaluator in the inception report.

## 2. Evaluation rationale

Sida has for a long time supported efforts to improve coastal ecosystems and pioneered in putting emphasis on the link between coastal ecosystems and poverty reduction. The MFF programme has been an important programme to support that work. The MFF programme has received support from Sida since the start in 2006. Sida is enhancing its activities on marine issues (SDG 14) and fisheries, resulting from the recently concluded Oceans conference in New York. Sida finds that an evaluation will provide useful strategic input to Sida, partners and other stakeholders regarding important factors/ lessons learned to take into account in design, planning and implementation of activities to improve coastal management and improve resilience of local communities in coastal areas in Asia. Sida also finds it important to look beyond MFF in order to identify other relevant actors in the region improving management of coastal ecosystems, enhancing men and women's resilience and livelihoods in coastal areas.

### 3. Evaluation purpose:

The evaluation has three primary purposes:

- To provide Sida and other intended users with an opportunity to learn from the outcomes and experiences of the programme. Sida will seek to apply the findings from the evaluation in cooperation related to SDG 14 and integrated fisheries/coastal management. Partners will use the evaluation in the further development of operational relevance for future implementation.
- To serve as one of the inputs for Sida in assessing the effectiveness and efficiency of the programme as part of the implementation of Sweden's Regional Development Strategy for Asia and the Pacific 2016-2021.
- To provide Sida with a basis on which to be able to evaluate the relevance and efficiency of MFF's future programming vis a vis the potential of other actors and service providers in the region working with similar challenges.

The primary intended users of the evaluation are:

- The Swedish Embassy in Bangkok Sida
- HQ in Stockholm, more specifically "Avdelningen för Internationella organisationer och tematiskt stöd INTEM, Globala program"
- The MFF/IUCN project management team in Bangkok
- The institutional partners of MFF
- National NCBs and national coordinators.
- The IUCN Global programme.
- NORAD, NICFI and DANIDA.

The evaluation is to be designed, conducted and reported to meet the needs of the intended users, and tenderers shall elaborate in the tender how this will be ensured during the evaluation process. Other stakeholders that should be informed about the evaluation results include:

- All stakeholders involved in the NCBs in the respective countries
- Local authorities in district/municipalities in the respective countries
- The institutional of MFF/IUCN, such as FAO, UNDP, UNEP, Wetlands International, ASEANASEAN (ACB), etc.

During the inception phase, the evaluator and the users will agree on who will be responsible for keeping the various stakeholders informed about the evaluation.

### 4. Evaluation questions

The objective of this evaluation is to assess the effectiveness and efficiency of the soft governance structure of the programme and how and if it facilitates the delivery of the outputs of the programme. The evaluation questions under each criteria have been grouped in relation to the issues of particular interest highlighted in section 1. The questions are however expected to be further developed in the tender by the tenderer and further developed during the inception phase of the evaluation.

#### Efficiency

The questions under this criteria are not expected to be addressed through cost-efficiency and cost-benefit analyses but rather through analytical reasoning.

- To what extent has the implementation set-up been efficient to deliver expected outputs? Could any alternative approaches have been more efficient?

- What is the main additional value of this governance structure in terms of efficiency, in relation to other alternative set-ups?
- What role, function and added value does the Regional Secretariat have in the delivery at local, national, regional and global level? Is it working to its ? What is its weakness and strengths in its delivery on local, national and regional level? Has the programme design been used to its full/ potential to deliver on the expected outcomes? Is there something in the design and implementation that could have been more efficient at the Regional Secretariat?
- Where has the programme been most successful in relation to the MFF-goals - at local, national and or regional level?
- Has MFF as a partner – led programme provided an efficient and strategic platform for inclusive participation and decision making improving governance of coastal areas?
- Has the MC been an efficient mechanism to facilitate anchored decision- making on strategic programme implementation between the annual RSC meetings.
- Has the RSC been an efficient mechanism for strategic leadership for policy change and advocacy?
- What role, function and added value does the NCBs have in its delivery at local, national and regional levels? What is its weaknesses and strengths? Has it been efficient in contributing to improved coastal management in relation to the expected programme outputs and outcomes?
- The NCB is comprised by representatives from Ministries, Civil society organisations, Academia and Private sector. Do these representatives hold relevant positions in their organisations in order to promote effective policy change?
- Assess whether UNDP and/or IUCN have been efficient hosts of the national secretariat within the countries? What are the weakness and the strengths of this set-up? Would it have been more relevant to have a local government body or any other alternative organization as a host of the national secretariat?
- What is the representation of men and women within the NCB, RSC and MC and what are their respective institutional affiliations?
- What space does MFF and IUCN create for inclusive participation and decision- making in its own organization and the programme implementation?
- Assess to which extent MFF projects/ initiatives have succeeded to attract funding from private, public and other sources? Where have they been most successful and not? Has the geographical expansion and outreach activities generated an added value to the programme?
- What measures were adopted to manage the program following the budget reductions due to the reduced value of the SEK to the USD?

## **Effectiveness**

To what extent has the programme contributed to the intended outcomes? If so, why? If not, why not?

### **Learning and knowledge exchange at local, national and regional level:**

- In what aspects has the MFF succeeded in generating learning and contributed to “formal/informal” institutional capacity building in coastal management in Indonesia, Sri Lanka, Bangladesh and Vietnam? And in what way?
- To what extent has the MFF contributed to improved livelihood and enhanced resilience of coastal communities?
- How effective has the programme been in triggering learning between different countries and what are the examples of transfer of knowledge between the different countries?
- To what extent has the programme contributed to the IUCN global program on coastal management?
- To what extent and how has MFF contributed to enhanced institutional capacities of Ministries, private sector and NGOs?
- How effective is MFF as a knowledge broker and capacity builder at local, national and regional level?
- Are there examples of how tools and methods developed by MFF have been applied by other actors in different contexts?

### **Improved policy and coastal management at local, national and regional level**

- How successful has the “soft governance structure” in the program been to support and facilitate policy change in the member countries and between member countries?
- Assess the effectiveness of RSC as a governing body of the programme and its potential to contribute to policy development, knowledge exchange and capacity building to improve coastal management.
- The previous evaluations have demonstrated the success of NCBs in terms of generating results both at the local and national levels. What have been the key enabling factors for the successes of NCBs in Indonesia, Sri Lanka, Bangladesh and Vietnam?
- To what extent have the NCBs maintained a strategic focus on upscaling good results?
- Exemplify key policy influences of the NCBs in MFF member countries.
- Have the results from MFF been captured, adopted or applied by ASEAN or any other regional institution?
- How successful has MFF been in promoting integrated coastal planning and management in policy development?
- Assess if is MFF a well positioned programme to deliver on policy development at regional, national and/ or local level?
- How well has MFF succeeded in promoting inclusion of land rights, gender, and conflict sensitivity in policy development?
- Exemplify how the Resilience Protocol Approach has been able to generate increased resilience of the coastal communities and generate change in gender roles and human rights etc.

### **Promoting partnerships and increased engagement at local, national and regional level**

- How have programme results benefited different stakeholders in pilot sites?
- What have been the enabling and disabling factors determining the level of cooperation between the different stakeholders in the programme?
- How has MFF used the potential in the partnerships between with UNDP, FAO, UNEP and Wetlands International? How have the respective partners adopted the insights and results of MFF in their own program of work?
- During Phase III, MFF has made moves towards strengthened relations with relevant regional initiatives including three regional inter-governmental bodies – namely Partnerships in Environmental Management for the Seas of East Asia (PEMSEA), South Asian Association for Regional Co-operation (SAARC) and the Association of South East Asian Nations (ASEAN). What has been the key achievements? And what have been the enabling and disabling factors determining the level of cooperation? Have other regional entities benefited and adopted insights from MFF?
- Has the MFF generated input to SEAFDEC, BOBLME and COBSEA operations throughout the years?

### **Future looking**

- What could the programme do to improve its efficiency and effectiveness?
- Should it be beneficial to consider an adjustment in design or format of the programme?
- What potential does the programme have to improve its delivery on sustainable coastal management, poverty reduction, and resilience for men and women in coastal areas in Asia?
- Are there alternative programmes to MFF that delivers on the same issues in this region?
- Would there be an effect on the program implementation and its delivery of results if the financial resources were distributed in a different manner, i.e. the financial allocation between national and regional?
- What other sources of funding could support MFF interventions?( including GCF and GEF) How could such funding be leveraged and maximised by Sida support to MFF? Would such funding mean a shift in focus for MFF, and would such a shift be in line with emerging needs?

### **Delimitations**

The evaluation shall have a focus on Phase 3 of the programme, but results and lessons learned from the previous Phases should be included when relevant. For the field trips and in-depth studies, Bangladesh, Sri Lanka, Vietnam and Indonesia should be included. An average of approximately 5 days in each country is expected, covering local and national levels.

## **5. Evaluation approach and methods for data collection and analysis**

It is expected that the evaluator describes and justifies an appropriate evaluation approach/methodology and methods for data collection in the tender. The evaluation design, methodology and methods for data collection and analysis are expected to be fully presented in the inception report. A clear distinction is to be made between evaluation approach/methodology and methods.

Sida's approach to evaluation is utilization-focused, which means the evaluator should facilitate the entire evaluation process with careful consideration of how everything that is done will affect the use of the evaluation. It is therefore expected that the evaluators, in their tender, present i) how intended users are to participate in and contribute to the evaluation process and ii) methodology and methods for data collection that create space for reflection, discussion and learning between the intended users of the evaluation.

Evaluators should take into consideration appropriate measures for collecting data in cases where sensitive or confidential issues are addressed, and avoid presenting information that may be harmful to some stakeholder groups.

The evaluator is expected to read previous reviews commissioned by Sida and other donors of the MFF programme. It is envisaged that during the field visits independent interviews with key stakeholders organised by the evaluator in collaboration with MFF are conducted including representatives in project villages, members of NCB, representatives at relevant government institutions and others. In addition, interviews with pre-selected members of civil society and private sector actors are encouraged in 4 countries. The evaluator is expected to share a list of suggested interviewees with Sida from comments prior to field visit. The list should include name, gender, affiliation, position, and nationality.

## **6. Organisation of evaluation management**

This evaluation is commissioned by the Embassy of Sweden in Bangkok. The evaluated programme MFF has contributed to the ToR and will be provided with an opportunity to comment on the inception report as well as the final report, but will not be involved in the management of the evaluation. Hence, the commissioner will evaluate tenders, approve the inception report and the final report of the evaluation.

## **7. Evaluation quality**

This evaluation shall conform to OECD/DAC's Quality Standards for Development Evaluation<sup>3</sup>. The evaluator shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation<sup>4</sup>. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

## **8. Time schedule and deliverables**

It is expected that a time and work plan is presented in the tender and further detailed in the inception report. The evaluation shall be carried out 7<sup>th</sup> of June to 15<sup>th</sup> of October 2018. The timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during the inception phase.

The table below lists key deliverables for the evaluation process. Deadlines for final inception report and final report must be kept in the tender, but alternative deadlines for other deliverables may be suggested by the consultant and negotiated during the inception phase.

<sup>3</sup> DAC Quality Standards for development Evaluation, OECD, 2010.

<sup>4</sup> Glossary of Key Terms in Evaluation and Results Based Management, Sida in co operation with OECD/DAC, 2014.

<u>Deliverables</u>	<u>Participants</u>	<u>Deadlines</u>
1. <u>Start-up meeting</u> – video meeting	<u>Swedish Embassy in Bangkok</u> <u>Sida HQ</u>	<u>Tentative Mid-August 2018</u>
2. <u>Draft inception report</u>		<u>Tentative 7<sup>th</sup> of September 2018</u>
3. <u>Inception meeting :</u> <u>Bangkok- video meeting</u>	<u>The Swedish Embassy in Bangkok,</u> <u>Sida, HQ</u> <u>MFF/ regional office in Bangkok</u> <u>National offices via video link</u>	<u>Tentative 12<sup>th</sup> of September 2018</u>
4. <u>Final inception report</u>		<u>Tentative : 19<sup>th</sup> of September 2018</u>
5. <u>Debriefing workshops</u>	<u>The Swedish Embassy in Bangkok, MFF/ regional office in Bangkok, NCB</u> <u>represented from each office in country via video link, Sida /HQ on video link, at the RSC</u>	<u>Timing and modality to be agreed during Inception period</u>
6. <u>Draft evaluation report</u>	<u>Embassy of Sweden, Sida/HQ</u>	<u>Tentative 7<sup>th</sup> of November</u>
7. <u>Presentation and discussion on draft evaluation report</u>	<u>Forum and modality to be agreed in the Inception report</u>	<u>Tentative 12<sup>th</sup> of November 2018</u>
8. <u>Comments from intended users to evaluators</u>	<u>Embassy of Sweden collects from intended users.</u>	<u>Tentative 19<sup>th</sup> of November 2018</u>
9. <u>Final evaluation report</u>		<u>Tentative 30<sup>th</sup> of November 2018.</u>
10. <u>Seminar</u>	<u>Embassy of Sweden</u> <u>Intended users of the evaluation</u>	<u>To be decided</u>



**The inception report** will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation proceeds to implementation. The inception report should be written in **English** and cover evaluability issues and interpretations of evaluation questions, present the evaluation approach/methodology, methods for data collection and analysis as well as the full evaluation design. A clear distinction between the evaluation approach/methodology and methods for data collection shall be made. A specific time and work plan, including number of hours/working days for each member, for the remainder of the evaluation should be presented. The time plan shall allow space for reflection and learning between the intended users of the evaluation.

**The final report** shall be written in English and be professionally proof read. The final report should have clear structure and follow the report format in the Sida Decentralised Evaluation Report Template for decentralised evaluations (see Annex C). The executive summary should be maximum 3 pages. The evaluation approach/methodology and methods for data collection used shall be clearly described and explained in detail and a clear distinction between the two shall be made. All limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed. Findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis. Recommendations and lessons learned should flow logically from conclusions. Recommendations should be specific, directed to relevant stakeholders and categorised as a short-term, medium-term and long-term. The report should be no more than **35 pages**, excluding annexes (including Terms of Reference and Inception Report). The evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation<sup>5</sup>.

The evaluator shall, upon approval of the final report, insert the report into the Sida Decentralised Evaluation Report for decentralised evaluations and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication data base. The order is placed by sending the approved report to [sida@nordicmorning.comsitrus.com](mailto:sida@nordicmorning.comsitrus.com) always with a copy to the Sida Programme Officer as well as Sida's Chief Evaluator's Team ([evaluation@sida.se](mailto:evaluation@sida.se)). Write "Sida decentralised evaluations" in the email subject field and include the name of the consulting company as well as the full evaluation title in the email. For invoicing purposes, the evaluator needs to include the invoice reference "ZZ610601S," type of allocation "sakanslag" and type of order "digital publicering/publikationsdatabas."

## 9. Resources

The Swedish Embassy in Bangkok will be responsible for the whole call for proposal of the evaluation. The contact person is Göran Schill, who should be consulted with questions or if any problems arise during the evaluation process.

Relevant Sida documentation will be provided by The Swedish Embassy in Bangkok.

Contact details to intended users (cooperation partners, Swedish Embassies, other donors etc.) will be provided by the Swedish Embassy in Bangkok.

The evaluator will be required to arrange all the logistics related to the evaluation that is to be undertaken in Indonesia, Sri Lanka, Bangladesh, and Vietnam with partners, including any necessary security arrangements.

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<sup>5</sup> Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014

## Annex B: Data sheet on the evaluation object

Information on the evaluation object (i.e. project or programme)	
Title of the evaluation object	Mangroves for the Future phase 3/ IUCN
ID no. in PLANit	51020134
Dox no./Archive case no.	
Activity period (if applicable)	2014-2018
Agreed budget (if applicable)	75 MSEK
Main sector <sup>6</sup>	Environment, Democracy, HR, gender equality
Name and type of implementing organisation <sup>7</sup>	IUCN
Aid type <sup>8</sup>	Core funding
Swedish strategy	The Regional Development Strategy for Asia and Pacific 2016-2021
Information on the evaluation assignment	
Commissioning unit Swedish Embassy	The Regional Development Cooperation Unit at the Embassy in Bangkok
Contact person at unit Swedish Embassy	Göran Schill at the Swedish Embassy in Bangkok
Timing of evaluation (mid-term, end-of- End of the programme programme, ex-post or other)	
ID no. in PLANit (if other than above).	

## Annex C: Decentralised evaluation report template

[This format is a requirement for publication under the “Sida Decentralised Evaluations” report series and can be found on Sida Inside, under Guidelines and support/Cooperation Methods/Conduct Evaluation.]

<sup>6</sup> Choose from Sida’s twelve main sectors: education; research; democracy, human rights and gender equality; health; conflict, peace and security; humanitarian aid; sustainable infrastructure and services; market development; environment; agriculture and forestry; budget support; or other (e.g. multi-sector).

<sup>7</sup> Choose from the five OECD/DAC-categories: public sector institutions; NGO or civil society; public-private partnerships and networks; multilateral organisations; and other (e.g. universities, consultancy firms).

<sup>8</sup> Choose from the eight OECD/DAC-categories: budget/sector support; core contributions/pooled funds; project type; experts/technical assistance; scholarships/student costs in donor countries; debt relief; admin costs not included elsewhere; and other in-donor expenditures.]

## Annex 2: Persons interviewed and met with

NAME	POSITION	ORGANISATION
<b>THAILAND</b>		
Göran Schill	Controller	Swedish Embassy
Louise Herrmann	Senior Program Manager, Environment and Climate Change	Swedish Embassy
Titapa Musignilpan	Controller	Swedish Embassy
Aban Marker Kabraji	Regional Director, Asia	IUCN
T.P.Singh	D:y Regional Director, Asia	IUCN
Christopher Howe	Director, Project Development	IUCN
Rosa Mary Saengsanthitham	Head of Administration	IUCN
Riaz Hassan Bangash	Head of Finance, Asia	IUCN
Ann Moey	Regional Communications Manager	IUCN
Juan Raymundo	Regional HR Manager	IUCN
Steen Christiansson	Coordinator, MFF	IUCN
Maeve Nightingale	Manager, Capacity Development, MFF	IUCN
Alex McWilliam	Programme Manager, Knowledge and Sustainability, MFF	IUCN
Helene Marre	Programme Assistant (Private Sector, KMC)	IUCN
Natisha Pattrom	Programme Officer	IUCN
Jose Padilla	Regional Technical Adviser, Water and Oceans	UNDP
Kenichi Shono	Forest Resources Officer	FAO
Susana Siar	Fishery Industry Officer	FAO
Siriporn Sriaram	National Coordinator	MFF

Poonsri Wanthonchai	Director of Policy and Planning/NCB Member	Mangrove Resource Conservation Office
Noparat Bamroongrugsa	Director/NCB Member	GEO-informatics Research Center for Natural Resource and Environment
Benjamas Chotthong	Deputy Director/NCB Member	Thailand Environmental Institute
Don Macintosh	Previous Coordinator, MFF	Consultant
John Syed (by email)	Head of Office - IFI South East Asia	BDO LLP
<b>BANGLADESH</b>		
Dr. M.K. Mondal	External Expert	International Rice Research Institute, Bangladesh
Mr. Md. S.M. Chowdhury	MFF National Coordinator	MFF-IUCN Bangladesh
Mr. Md S.A. Chowdhury	NCB Member Secretary	Chief Conservator of Forests, Govt. of Bangladesh (GoB)
Mr. Zahir U Ahmed	Deputy Chief Conservator of Forests	Govt. of Bangladesh
Mr. A.S.M.R. Haque	NCB Member	Director General, Department of Fisheries, GoB
Mr. Hasan A. Chowdhury	Project Director	Coastal and Marine Fisheries Project, GOB
Dr. Md Sainur Alam	District Fisheries Officer	Department of Fisheries, GoB
Mr. ....	Additional Secretary	Min. of Env & Forest, GoB
Mr. Shamsur R Khan	Deputy Secretary	Min. of Environment & Forest, GoB
Dr. Neelopal Adri	External Expert	Assistant Professor, Bd University of Engineering and Tech
Mr. Shahadat Ali Khan	NCB Member (Priv. sector)	CEO, Bd Frozen Food Exporters' Association
Mr. Raquibul Amin	NCB Member	Country Representative, IUCN Bangladesh
Mr. Md Akhter Hossain	SGF Project Personnel	Dhaka Ahsania Mission
Mr Mohan K Mondal	SGF Project Grantee	Executive Director, LEDARS, Satkhira
Mr. Ranjit K Mondal	SGF Project Personnel	LEDARS, Satkhira

Mr. Kalyan Banarjee	External Expert	Local Representative, The Daily Prothom Alo
Mr. Md Ali Ahsan	SGF Extension Trainer	Sub-Assistant Agriculture Officer, Koikhali Union, GOB
Mr. Md Jamal Hossain	SGF Extension Trainer	Sub-Assistant Agriculture Officer, Buri Goalini Union, GOB
Mr. Md Nuruzzaman	SGF Extension Trainer	Sub-Assistant Agriculture Officer, Atalia Union, GOB
Mr. Anjan K Ghorami	SGF Extension Trainer	Sub-Assistant Agriculture Officer, Padmapukur Union, GOB
Mr. Masum Billah	SGF Extension Trainer	Sub-Assistant Agriculture Officer, Munshiganj Union, GOB
Mr. Md Ali Gazi	Non-beneficiary Villager	Village Kalinagar, Kalinagar Union, Shyamnagar Sub-District
Md. Liaqat Sheikh	Beneficiary (Kalinagar)	Treasurer, Embankment-side strip plantation Committee
Md. Bashar Gazi	Beneficiary	Embankment-side strip plantation Committee, Kalinagar
Mrs Jamela Begum	Elected Member of UP	Member, Local Government Institution, Kalinagar
Mr. Md Aiyub Ali	Beneficiary	Embankment-side strip plantation Committee, Kalinagar
Mr. Abdul Majed Morol	Elected Leader of UP	Chairman, Local Government Institution, Kalinagar
Mr. Md A.H. Gazi	Beneficiary	Embankment-side strip plantation Committee, Kalinagar
Mr. Abdus Salam	Beneficiary	Embankment-side strip plantation Committee, Kalinagar
Mr. Tofazzal Gazi	Beneficiary	Embankment-side strip plantation Committee, Kalinagar
Mr. Abul Kalam	Beneficiary	Embankment-side strip plantation Committee, Kalinagar
Mr. Mafizul Islam	Beneficiary	Embankment-side strip plantation Committee, Kalinagar
Mr. Mosharraf Karim	Beneficiary	Embankment-side strip plantation Committee, Kalinagar
Mr. Md Ismail	Beneficiary	Embankment-side strip plantation Committee, Kalinagar

Mr. Yasin Gazi	Beneficiary	Embankment-side strip plantation Committee, Kalinagar
Mr. Hafizul Islam	Beneficiary	Embankment-side strip plantation Committee, Kalinagar
Ms. Masura Khatun	Beneficiary (Sewing Machine)	Ward No. 7, Munshiganj UP, Shyamnagar
Ms. Shahana Khatun	Beneficiary (Small trading)	Ward No. 7, Munshiganj UP, Shyamnagar
Mr. Anarul Islam	Beneficiary, UP Member	Village Mirgang, Munshiganj UP, Shyamnagar
Mr. Aleem Sheikh	Beneficiary (Vegetation)	Village Parsheykhali, Munshiganj, Shyamnagar
Mrs Anju Ara Begum	Beneficiary (Vegetation)	Village Mirgang, Munshiganj UP, Shyamnagar
Mrs. Amena Begum	Beneficiary (Vegetation)	Village Mirgang, Munshiganj UP, Shyamnagar
Mrs Jahanara Begum	Beneficiary (Vegetation)	Village Mirgang, Munshiganj UP, Shyamnagar
Mrs Anita Rani	Beneficiary (Chicken raising)	Village Mirgang, Munshiganj UP, Shyamnagar
Mrs Farida Begum	Beneficiary (Duck raising)	Village Mirgang, Munshiganj UP, Shyamnagar
Mr. Hazrat Ali Gazi	Beneficiary (Vegetation)	Village Mirgang, Munshiganj UP, Shyamnagar
Mrs. Selina Sayeed	Beneficiary (Vegetation)	Village Jatindranagar, Munshiganj UP, Shyamnagar
Mr. Shupendra Mondal	Beneficiary (Vegetation)	Village Parsheykhali, Munshiganj UP, Shyamnagar
Mr. Anil Mondal	Beneficiary (Vegetation)	Village Parsheykhali, Munshiganj UP, Shyamnagar
Mr. Shahjahan Gazi	Beneficiary (Small trading)	Village Parsheykhali, Munshiganj UP, Shyamnagar
Mr. Abdul Gazi	Beneficiary (Vegetation)	Village Parsheykhali, Munshiganj UP, Shyamnagar
Mrs. Majida Begum	Beneficiary (Sewing Machine)	Village Parsheykhali, Munshiganj UP, Shyamnagar
Mrs. Kulsum Parvin	Beneficiary (Poultry management)	Village Parsheykhali, Munshiganj UP, Shyamnagar

Mrs Aleya Begum	Beneficiary (Duckery)	Village Parsheykhali, Munshiganj UP, Shyamnagar
Mrs Shahanara Khatun	Beneficiary (Poultry mgmt)	Village Parsheykhali, Munshiganj UP, Shyamnagar
Mr. Ashok Mondal	Beneficiary (Salt tolerant rice)	Village Parsheykhali, Munshiganj UP, Shyamnagar
Mr. Abdullah Al Mamun	Beneficiary (Eco-tourism)	Munshiganj, Shyamnagar
Mrs. Zebunnesa	Beneficiary (Eco-tourism)	Munshiganj, Shyamnagar
Mr. Sadi Hai	Beneficiary (Eco-tourism)	Nildumur, Shyamnagar
Mr. Abdul Hamid	Beneficiary (Boat repairing)	Nildumur, Shyamnagar
Mr. Mizanur Rahman	Beneficiary (Tour-guide)	Nildumur, Shyamnagar
Mr. Md Amzad Hossain	Beneficiary (Vegetation)	Mangrove afforestation, Gabura, Shyamnagar
Mr. Shahnur Alam	Beneficiary (Vegetation)	Vice-President, Char Mangrove Afforestation, Gabura
Mr. Md Firoz Hossain	Beneficiary (Vegetation)	Mangrove afforestation, Gabura, Shyamnagar
Mr. Bhabotosh K Mondal	LGI Leader	UP Chairman, Buri Goalini Union Parishad
Mrs. Shahida Begum	LGI Leader	Member, UP No 5, Koikhali Union Parishad
Mrs. Khadiza Bibi	LGI Leader	Member, Buri Goalini Union Parishad
Mrs. Molina Rani Roptan	LGI Leader	Member, Buri Goalini Union Parishad
Mrs. Laksmi rani Sheel	LGI Leader	Member, Buri Goalini Union Parishad
Mr. G.M. Abiar Rahman	LGI Leader	Member, Gabura Union Parishad
Mr. Krishnapada Mondal	LGI Leader	Member, Buri Goalini Union Parishad
Mr. Nilkanto Raptan	Former LGI Leader	Former Member, Buri Goaloni Union Parishad
Mr. Abdur Rahman Akash	Lead, Partner NGO	Executive Director, Joar (An SGF Project Grantee)
Mr. Mostafa Nuruzzaman	Lead, Partner NGO	Executive Director, Shushilan (An MGF Project Grantee)

Mrs. Shahina P Anny	Programme Lead, P-NGO	Deputy Director, Shushilan (An MGF Project Grantee)
Ms Shahanara Khatun	Field Staff, P-NGO	Field Officer, Shushilan (An MGF Project Grantee)
Mr. Md Sajjad H Shaju	Field Staff, P-NGO	Programme Officer, Shushilan (An MGF Project Grantee)
Ms. Rashida Begum	Regional Staff, P-NGO	Programme Officer, CARITAS (An MGF Project Grantee)
Mr. Hari Das Mondal	Project Staff, P-NGO	Agriculture Technology Officer, CARITAS (An MGF Project Grantee)
Mr. Shuman K Malakar	Regional Staff, P-NGO	Programme Officer, CARITAS (An MGF Project Grantee)
Mr. Pintoo K Guha	Field Staff, P-NGO	Field Facilitator, CNRS (An MGF Project Grantee)
Mr. Mowdudur Rahman	Lead, Partner NGO	Executive Director, CCEC (An MGF Project Grantee)
Mr. Kazi Rajeeb Iqbal	Lead, Partner NGO	Executive Director, Nabolok (An MGF Project Grantee)
Mrs. Tasnim Tabassum	Regional Staff, Partner NGO	Programme Coordinator, Nabolok (MGF Project Grantee)
Dr. Abu Wali R Hassan	Consultant	Department of Agriculture Extension, GOB
<b>SRI LANKA</b>		
Dr Ananda Mallawathanthri	Country Representative	IUCN Sri Lanka
Mr Kapila Guneratna	National Coordinator	MFF Sri Lanka
Mr Ajith Silva	NCB Chair	Director ,Ministry of Mahaweli Development and Environment
Ms Kumudini Ekaratne	Small Grants Coordinator (Fmr)	IUCN Sri Lanka
Dr Terney Pradeep Kumara	NCB member	CEO Marine Environment Pollution Authority
Mr Suranjan Kodithuwakku	NCB Member	CEO Green Movement of Sri Lanka
Prof HMRD Herath	NCB member	Snr Advisor ,Small Fisher Federation
Ms Eesha Nanayakkara	NCB member	Dept of Wild Life Conservation



Dr Champa Amarasiri	Academic Staff	Ocean University
Shiranee Yasaratne	External expert	Snr Advisor, Business and Bio Diversity Platform
Mr Indra Ranasinghe	Former consultant for Grantee organisation	Marine and Coastal Resource Conservation Foundation (MCRCF), Kalpitiya
Ms Mia Haglund-Heelas	Country Director	Plan International, Colombo
Dr Selvam	External expert	M.S.Swaminathan Institute, India
Mr Hasantha	Former grantee , now Aloe Vera manufacturer	Private sector
Mr Human	SGF beneficiary	Kalpitiya
Mr Shanta	SGF beneficiary (Aloe Vera)	Kalpitiya
Mr Sugath Emmanuel	SGF beneficiary (Aloe Vera)	Kalpitiya
Mr Human	SGF beneficiary (Aloe Vera)	Kalpitiya
Mr Shanta	SGF beneficiary (Aloe Vera)	Kalpitiya
Ms Shirani Randika	SGF beneficiary (Aloe Vera)	Kalpitiya
Ms Jenet Appuhamy	SGF beneficiary (Aloe Vera)	Kalpitiya
Ms Dulanjali Chaturika	SGF beneficiary (Aloe Vera)	Kalpitiya
Ms Santamali Vilos	SGF beneficiary (Aloe Vera)	Kalpitiya
Ms Lalitha Mallika	SGF beneficiary (Aloe Vera)	Kalpitiya
Ms Disna Sama Mali	SGF beneficiary (Aloe Vera)	Kalpitiya
Ms Jacinta	SGF beneficiary (Aloe Vera)	Kalpitiya
Ms Deepika	SGF beneficiary (Aloe Vera)	Kalpitiya
Mr Jeyanthakumar Kasthooran	Grantee, Project Officer	Aaruthal, Nallur, Jaffna
Mr Sothimurugesu	Grantee, Fmr Project Officer	Aaruthal, Nallur, Jaffna
Mr A.K.Sanmuganathan	Facilitator	Aaruthal, Nallur, Jaffna
Ms P. Nageswary	SGF beneficiary (Poultry)	Manalkadu,Jaffna
Ms S. Mahalaxmy	SGF beneficiary (Poultry)	Manalkadu Jaffna
Ms P. Vimaladevi	SGF beneficiary (Poultry)	Manalkadu,Jaffna

Ms S. Poomany	SGF beneficiary (Poultry)	Manalkadu Jaffna
Ms P. Pavany	SGF beneficiary (Poultry)	Manalkadu,Jaffna
Ms J. Maheswary	SGF beneficiary (Poultry)	Manalkadu Jaffna
Ms T. Saraswathy	SGF beneficiary (Poultry)	Manalkadu,Jaffna
Ms R. Mangaleswary	SGF beneficiary (Poultry)	Manalkadu Jaffna
Ms K. Parimaladevi	SGF beneficiary (Poultry)	Manalkadu,Jaffna
Ms P. Puswavathy	SGF beneficiary (Onion)	Manalkadu Jaffna
Ms S. Sivashiny	SGF beneficiary (Onion)	Manalkadu,Jaffna
Ms M. Poomany	SGF beneficiary (Onion)	Manalkadu Jaffna
Ms R. Saraswathy	SGF beneficiary (Onion)	Manalkadu,Jaffna
Ms S. Thurkka	SGF beneficiary (Onion)	Manalkadu Jaffna
Ms K. Kanagamani	SGF beneficiary (Onion)	Manalkadu,Jaffna
Mr S. Balasundaram	SGF beneficiary (Onion)	Manalkadu Jaffna
Mr P. Kovinthasami	SGF beneficiary (Onion)	Manalkadu,Jaffna
Mr M. Srikanan	SGF beneficiary (Onion)	Manalkadu Jaffna
Mr R. Sasitharan	SGF beneficiary (Onion)n)	Manalkadu,Jaffna
Ms M. Mangalamery	SGF beneficiary (Food Proc.)	Manalkadu Jaffna
Ms P. Amirthasily	SGF beneficiary (Food Proc.)	Manalkadu,Jaffna
Ms P. Rosamalar	SGF beneficiary (Fish Vend.)	Manalkadu Jaffna
Prof. Ms Sivashanthi Kuganathan	Grantee, Head of the Department	University of Jaffna, Fisheries Department
Ms Sutharshiny	Project Assistant, Lecturer	University of Jaffna, Fisheries Department
Mr Gunalan	Project Co-ordinator, Lecturer	University of Jaffna, Dept. of Fisheries
Dr R. Surendrakumar	Grantee, Head of Department	University of Jaffna, Dept. of Community and Family Medicine
Mr Sarveswaran	Project Coordinator	University of Jaffna (Now in University of Uva Wellassa)
Mr Ehamparam Chachithananthan	Present Principal Fmr beneficiary school	Delft Maha Vidyalayam,Delft

Mr P. Roshan	External expert	Pradeshiya Saba Chairman, Delft
Mr K. Aruljeevan	SGF Beneficiary ( cabana)	Fishermen's Co-operative Societies Union Chairman, Delft
Mr Thasan	SGF beneficiary ( Cabana)	Delft
<b>INDONESIA</b>		

Mr. I Nyoman Suryadiputra	Director Indonesia NCB Member, INGO	Wetlands International Indonesia (WII)
Mr. Barakalla Robyn	Sustainable Ocean Initiative Senior Program Lead	World Resources Institute (WRI) Indonesia
Mr. Yus Rusila Noor	Head of Programme Indonesia NCB Member, INGO	Wetlands International Indonesia (WII)
Ms. Lusiana Nuris Siyadah	Head of Finance and Operation	Wetlands International Indonesia (WII)
Ms. Telly Kurniasari	MFF Indonesia National Coordinator	IUCN
Ms. Sri Yanti Wibisana	Director Indonesia NCB Chair	Directorate Marine Affairs and Fisheries - Ministry of National Development Planning/BAPPENAS
Ms. Setyawati	Deputy Director Indonesia NCB co-Chair	Directorate Marine Affairs and Fisheries - Ministry of National Development Planning/BAPPENAS
Mr. Sapta Putra Ginting	Head of Unit Indonesia NCB Member (Office of Indonesia NCB Secretary)	Rehabilitation Unit, Directorate of Coastal Utilization and Small Island, Ministry of Marine Affairs and Fisheries (MMAF)
Ms. Any Setyawati	Head of Sub Unit Indonesia NCB Member (Office of Indonesia NCB Secretary)	Rehabilitation Unit, Directorate of Coastal Utilization and Small Island, Ministry of Marine Affairs and Fisheries (MMAF)
Ms. Sitti Mumtazia Lestari	Programme Staff Indonesia NCB Member (Office of Indonesia NCB Secretary)	Rehabilitation Unit, Directorate of Coastal Utilization and Small Island, Ministry of Marine Affairs and Fisheries (MMAF)
Ms. Yayu S.S Widiawati	Head of Unit Indonesia NCB Member	Rehabilitation Unit, Directorate of Land and Water Conservation, MOEF

Ms. Indra Kertati	Director (MFF MGF Grantee)	Lembaga Pengkajian dan Pengembangan Sumberdaya Pembangunan (LPPSP) or Institute for Study and Improvement of Development Resource
Mr. Ibnu	Programme Coordinator (MFF MGF Grantee)	Lembaga Pengkajian dan Pengembangan Sumberdaya Pembangunan (LPPSP) or Institute for Study and Improvement of Development Resource, Semarang, Central Java
Mr. Haris Muzakky	Field Facilitator (MFF MGF Grantee)	Lembaga Pengkajian dan Pengembangan Sumberdaya Pembangunan (LPPSP) or Institute for Study and Improvement of Development Resource, Semarang, Central Java
Ms. Safaatun	Project Beneficiary (MFF MGF Project)	Project: Introduction of Silvo-fishery Practice for Improving the Conditions of Coastal Communities in Tambak Gojoyo Sub-village and Wedung Village, in Demak Regency, Central Java, Indonesia
Ms. Munrofiah	Project Beneficiary (MFF MGF Project)	-"-
Ms. Nor Khasanah A.	Project Beneficiary (MFF MGF Project)	-"-
Mr. Nur Khamid	Project Beneficiary (MFF MGF Project)	-"-
Ms. Lilik	Project Beneficiary (MFF MGF Project)	-"-
Mr. Baedlowi	Project Beneficiary (MFF MGF Project)	-"-
Ms. Asmanah	Project Beneficiary (MFF MGF Project)	-"-
Ms. Rukhoyah	Project Beneficiary (MFF MGF Project)	-"-
Ms. Zulikah	Project Beneficiary (MFF MGF Project)	-"-
Ms. Siti Khalimah	Project Beneficiary (MFF MGF Project)	-"-

Ms. Khomsatun	Project Beneficiary (MFF MGF Project)	-"-
Mr. A. Aminuddin	Project Beneficiary (MFF MGF Project)	-"-
Mr. H. Rahmad	Project Beneficiary (MFF MGF Project)	-"-
Ms. Durotun	Project Beneficiary (MFF MGF Project)	-"-
Ms. Farokhah	Project Beneficiary (MFF MGF Project)	-"-
Ms. Hj. Rivai	Project Beneficiary (MFF MGF Project)	-"-
Ms. Masrifah	Project Beneficiary (MFF MGF Project)	-"-
Ms. Maisaroh	Project Beneficiary (MFF MGF Project)	-"-
Mr. Saeful Mujab	Project Beneficiary (MFF MGF Project)	-"-
Mr. Ali Murtazo	Project Beneficiary (MFF MGF Project)	-"-
Mr. Matohir	Project Beneficiary (MFF MGF Project)	-"-
Mr. Asmar	Project Beneficiary (MFF MGF Project)	-"-
Mr. Saptono Tanjung	Programme Coordinator (MFF SGF Grantee)	Damar Foundation
Mr. Tria Triadi	Community Empowerment Facilitator (MFF SGF Grantee)	Damar Foundation
Mr. Darsana Haryadi	District Facilitator	District Forestry Office, Yogyakarta Province
Mr. Warso	Project Beneficiary (MFF SGF Project)	Project: Planting and Managing Mangroves along Coastal Areas of Kulon Progo, Jangkaran Village, Temon Sub-district, Kulon Progo District, Daerah Istimewa Yogyakarta Province, Indonesia

Mr. Sukendro	Project Beneficiary (MFF SGF Project)	-"-
Mr. Haryono	Project Beneficiary (MFF SGF Project)	-"-
Mr. Akmal	Programme Lead (MFF SGF Grantee)	Lembaga Penerbitan, Penelitian, dan Pengabdian pada Masyarakat/Research, Publishing Centre and Community Service (LPPPM) - Nurul Jadid Islamic Institute (IAINJ)
Mr. Fawaidz	Field Facilitator (MFF SGF Grantee)	-"-
Ms. Rumiya	Project Beneficiary (MFF SGF Project)	Women's Group Empowerment to Increase Household Income through Production and Marketing of Mangrove and Fisheries-Based Products in Karanganyar Village, Probolinggo District, East Java Province, Indonesia
Ms. Miftah	Project Beneficiary (MFF SGF Project)	-"-
Ms. Eka	Project Beneficiary (MFF SGF Project)	-"-
Ms. Halimahtus	Project Beneficiary (MFF SGF Project)	-"-
Ms. Samsiah	Project Beneficiary (MFF SGF Project)	-"-
Ms. Kolifah	Project Beneficiary (MFF SGF Project)	-"-
Mr. Bambang Taufiq	Head of Group (MFF SGF Grantee) Project Beneficiary (MFF SGF Project)	Kelompok Tani Tambak (KTT) or Fish Farmers Group of Sido Agung Synergy of Mangrove Forest Rehabilitation and Sustainable Economic Development of Coastal Community in Sidopekso Village, Kebonagung Village, and Kalibuntu Village, Kraksaan Sub-district, Probolinggo District, East Java Province, Indonesia
Mr. H. Rahmatullah	Group Member (MFF SGF Grantee) Project Beneficiary (MFF SGF Project)	-"-

Mr. Arif Misnudin	Group Member (MFF SGF Grantee) Project Beneficiary (MFF SGF Project)	-"-
Mr. Nasution	Group Member (MFF SGF Grantee) Project Beneficiary (MFF SGF Project)	-"-
Mr. Jamil	Project Beneficiary (MFF SGF Project)	-"-
Mr. Narji	Project Beneficiary (MFF SGF Project)	-"-
Mr. Sudar	Project Beneficiary (MFF SGF Project)	-"-
Ms. Hj. Umi Kulsum	Project Beneficiary (MFF SGF Project)	-"-
David Brown	Senior Economist – Fishery Programme Consultant	FAO
<b>VIETNAM</b>		
Jake Brunner	Country Representative	IUCN Vietnam
Hien Nguyen T.Bich	National Coordinator	MFF Vietnam
Cuong Ho Kim	IUCN officer	IUCN HCM branch
Dung Nguyen Thi Phuong	Inter. Affair Director	MARD (Fishery Directorate) – NCB member
Binh Cao Thang	Programme Coordinator	World Bank representative
Hoi Nguyen Chu	Senior Lecturer	Department of Environment management , Faculty of Environment, Hanoi University of Science (HUS), Viet Nam National University, 334 Nguyen Trai road, Thanh Xuan, Hanoi
Tuan Mai Sy	Dean, Faculty of Biology	National University of Education (HNUE), 136 Đường Xuân Thủy, Cầu Giấy, Hà Nội
Viet Hoang	WWF Vietnam Freshwater Coordinator	WWF Greater Mekong - Viet Nam Country Programme No. D13, Thang Long Int'l Village, Cau Giay District, Hanoi, Viet Nam

Thuy Pham Thu	External Expert	Director, Center for International Forest Research- CIFOR
Son Nguyen Nam	External Expert	VN forest
Tao Dang Van	External Expert (Mangroves)	VFD programme – Winrock International
Ca Vu Thanh	Former - Director Associate Professor	Department of International Cooperation and Science, Technology, VASI, 83 Nguyen Chi Thanh, Ha Noi, Viet Nam Department of Environment Ha Noi University of Natural Resources and Environment Ha Noi, Viet Nam
Chuyen Le Thi	Official	Tra Vinh Department of Agriculture and Rural Development (DARD)
Coi Le Van	Farmer	Long Khanh commune, Duyen Hai, Tra Vinh, SG project “Conversion to mangrove polyculture systems from failed shrimp farming”
Dien/Le Vinh Thuan	Head of technique Dep.	Cu Lao Cham MPA Management Board member (SGF-Grantee)
Hien Bui Thi Thu	Marine and Coastal Program Coordinator	IUCN – International Union for Conservation of Nature, 2A Van Phuc Diplomat Quarter, 298 Kim ma, Ba Dinh, Hanoi, 268 A, Nam Kỳ, Khởi Nghĩa, Q3, TP Hồ Chí Minh
Kien Lam Thi	Farmer	Lagi, Long Vinh commune, Duyen Hai Tra Vinh, SG project “develop polyculture model of snail-shrimp-fish and planting Scirpus littoralis Schrab for aquaculture natural feed”
Kiet Bui Tuan	Farmer	Long Khanh commune, Duyen Hai, Tra Vinh, SG project “Conversion to mangrove polyculture systems from failed shrimp farming”
Nguyet Do Van	Director	Live & Learn (local NGO -grantee)
Soi Ha	Farmer	Tan Thanh, Long Khanh commune, Duyen Hai, Tra Vinh, , SG project “develop polyculture model of snail-shrimp-fish and planting Scirpus littoralis Schrab for aquaculture natural feed”



Tao Nguyen Van	Farmer	Long Khanh commune, Duyen Hai, Tra Vinh, SG project "Conversion to mangrove polyculture systems from failed shrimp farming"
Thanh Le	Chairman	Cam Thanh Commune People's Committee (CPC)
Thien Tran Thi	Chair Lady	Cam Thanh commune Women Union – Grantee
Thoai Duong Thanh	Assistant to CEO	Minh Phu Seafood Corporation, 6th Floor, Minh Phu Building, 21 Lê Quý Đôn, Dist 3, Ho Chi Minh City
Thời Tran Van	Farmer	Long Khanh commune, Duyen Hai, Tra Vinh, SG project "Conversion to mangrove polyculture systems from failed shrimp farming"
Thu Ho Thi Yen	Vice director	Maritime Conversation and Community Development - MCD
Toi Nguyen Van	Farmer	Tan Khanh, Long Khanh commune, Duyen Hai, Tra Vinh, , SG project "develop polyculture model of snail-shrimp-fish and planting Scirpus littoralis Schrab for aquaculture natural feed"
Tong Nguyen Thanh	Farmer	Long Khanh commune, Duyen Hai, Tra Vinh, SG project "Conversion to mangrove polyculture systems from failed shrimp farming"
Tri Nguyen Hoang	Director of CERE, General Secretary of MAB VN	Man and Biosphere Reserve (MAB), Center for Environmental Research & Education (CERE), Hanoi National University of Education, 136 Xuân Thủy, Cầu Giấy, Hà Nội
Trung La Minh	Head of Aqua. Dept.	Tra Vinh Agriculture and Aquaculture Extension Centre - Grantee
Van Truong The	Chairman	Tra Vinh Aquaculture Union
Wyatt Andrew	Mekong Programme Manager	IUCN Ho Chi Minh branch
12 members of protection group- coral reef Bai Huong protection SG project	Farmers	Protection Group – Coral Reef Bai Huong village – Cu Lao Cham
3 members of Homestay village SG project	Farmers	Homestay village group – Cam Thanh commune, Hoi An

<b>PHILIPPINES</b>		
David King Pangan	Investment Specialist	PEMSEA
<b>SWEDEN</b>		
Maria Osbeck	Senior Advisor, Environment and Climate	Sida
Göran Haag	Advisor Environment, Climate and Energy	Sida
Tomas Andersson		Sida
Peter Funegård	Senior Adviser, Monitoring Consultant to Sida	Swedish Agency for Marine and Water Management
<b>NORWAY</b>		
Sofi Obrestad Halling	Senior Advisor	Norad
<b>UK</b>		
Tom Blomley	MFF Consultant for analysis of SGF projects/member of MTR Team 2016	Acacia Natural Resources
<b>CAMBODIA</b>		
Chantha Thay	Director	Department of Marine Conservation and Coastal Zone Ministry of Environment
Lou Vanny	National Coordinator	MFF Cambodia
Reasey Hoy Sereivathanak	Head	Department of Natural Resource Management and Development
<b>INDIA</b>		
Anil Kumar Jain	Additional Secretary, (Chair, NCB India)	Ministry of Environment and Forests Government of India
Archana Chatterjee	National Coordinator	MFF
<b>MALDIVES</b>		

Mr. Ahmed Jameel	Director Maldives NCB Member, Private Sector	Water Solutions
<b>MYANMAR</b>		
Zin Myo	National Coordinator	MFF
Cherry Aung	Head of Department	NCB Member
<b>PAKISTAN</b>		
Mahmood Akhtar Cheema	Country Representative	IUCN Pakistan
Naveed Ali Soomro	National Coordinator	MFF
Jahangir Piracha	CEO	Private company
Favad Soomro	Director	Engro Foundation
<b>SEYCHELLES</b>		
Elke Talma	National Coordinator	MFF
Lyndy Bastienne	NCB Member	MFF
Denis Matatiken	Special Advisor	Minister, Ministry of Environment, Energy and Climate Change
<b>SEYCHELLES</b>		
Mr John Parks (by e-mail)	Chief of Party	USAID Oceans

## Annex 3: Key documents studied

Blomley, T.; Fisher, B. 2016: *MMF Phase III – Mid Term Review , Final Report*

Blomley, Tom 2018: *Review of MFF Resilience Analysis and Phase 3 Small Grant Facility Projects*

IUCN, 2013: *Time Management Policy, 18 June 2013*

MFF, 2018: *Staff oversight 2018 09 06*

MFF, 2014: *Programme Document, MFF Phase III*

MFF, 2014: *Inception workshop proceedings*

MFF: *Annual Progress Reports, 2014-2017*

MFF: *MFF Phase 3 Completion Report 2019 05 22*

MFF: *Consolidated financial reports Budget vs Actual for 2014-2017 and for January to September for 2018.*

MFF, 2009: *Mid-term review, MFF Phase I*

MFF: *Capacity Development Strategy*

MFF, 2016: *Strategic Framework and Action Plan for Gender Integration, updated 2018*

MFF, 2017: *Sustainability Strategy*

MFF: *Joint donor meeting reports 2014 - 2018*

MFF: *Management Committee reports 2 – 5*

MFF: *RSC meeting reports 11-14*

MFF, 2018: *Organogram*

MFF: *National Strategy and Action Plans (NSAPs) for 11 countries*

MFF: *Selected Proposals and Final Reports for Grant Facility Projects in Bangladesh, Sri Lanka, Indonesia and Vietnam*

Sida/MFF, 2014: *Grant Agreement, MFF Phase III, 2014-2018*

Sida: *Strategy for Sweden’s regional development cooperation in Asia and the Pacific region 2016–2021*

MFF, 2018: *Bangladesh NCB Presentation at the 15<sup>th</sup> MFF RSC Meeting*

MFF, 2018: *Indonesia NCB Presentation at the 15<sup>th</sup> MFF RSC Meeting*

MFF, 2018: *MFF governance\_policy influence note 2018-10-05*

MFF, 2018: *Wetlands International Indonesia Presentation at the 15<sup>th</sup> MFF RSC Meeting*

MFF, 2018: *PEMSEA Presentation at the 15<sup>th</sup> MFF RSC Meeting*

MFF, 2018: *ACB Presentation at the 15<sup>th</sup> MFF RSC Meeting*

MFF, 2018: *Report on Gender Integration and MFF Presented at the 15<sup>th</sup> MFF RSC Meeting*

MFF, 2018: *Indonesia RSC 15 Country Report*

MFF, 2018: *Indonesia RSC 15 Country Report: List of KMC Activities and Products*

MFF, 2018: *List of NCB members\_11 countries\_Sep 2018*

MFF, 2018: *MFF governance policy influence note 2018-10-05*

MFF, 2016: *NCB Meeting Minutes 20160629 (Indonesia)*

MFF, 2014: *MFF Phase III Inception Report 2014 08 09*

MFF: *Results Framework*

MFF: *Summary and Lessons from Mangrove for the Future – Indonesia Grant Facility Projects: 2010-2018*

MFF/SEI/SEAFDEC, 2018: *Gender in coastal and marine resource management: A regional synthesis report*. Bangkok, Thailand: MFF, 70pp

SEI/SEAFDEC/MFF, undated: *Gender Analysis Toolkit (version-6)*

BOBLME: *Bay of Bengal Large Marine Ecosystem Project*:  
[https://www.boblme.org/About\\_BOBLME\\_Brochure\\_2011.pdf](https://www.boblme.org/About_BOBLME_Brochure_2011.pdf)

FAO Website: <http://www.fao.org/forestry/11261-0350e9b7d21b6cdf1faf9cdfce7e07d3f.pdf>

SEAFDEC Website: <http://www.seafdec.org/about/> (SAARC Coastal Zone Management Centre)

## Annex 4: Evaluation matrix

Evaluation criteria	Evaluation questions	Indicators	Data collection instruments	Sources of information
EFFICIENCY	1. What is the additional value of this governance structure in terms of efficiency, in relation to other alternative set-ups?	<ul style="list-style-type: none"> <li>• Cost of MFF governance structure compared to alternatives</li> <li>• Strengths and weaknesses of MFF governance structure compared to alternatives</li> <li>• Additional value of MFF governance structure as perceived by MFF stakeholders</li> <li>• Additional value of MFF governance structure as perceived by external experts<sup>93</sup></li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>Focus groups</p> <p>Thematic group work</p>	<p>Programme document</p> <p>Progress reports</p> <p>MTR report</p> <p>Budgets and financial reports</p> <p>Audit reports</p> <p>RSC reports</p> <p>MC reports</p> <p>NCB minutes</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p> <p>Staff of institutional partners</p> <p>Donor representatives</p> <p>Sida archives</p> <p>Donor monitoring consultants</p> <p>External experts</p>
	2. What role, function and added value does the Regional Secretariat have in the delivery at local, national, regional and global level? Is it working to its full potential? What is its weakness and strengths in its delivery on local, national and regional level? Has the programme design been used to its full/potential to deliver on the expected outcomes? Is there something in the design and implementation that could have been more efficient at the Regional Secretariat?	<ul style="list-style-type: none"> <li>• Regional Secretariat provides guidance and support to the national coordinators in a timely manner,</li> <li>• Regional Secretariat has adequate personnel and competence.</li> <li>• Internal and external communication is managed in a timely manner.</li> <li>• Number of lessons across/between countries/case sites has been adopted locally and nationally</li> <li>• Overhead and management costs of the MFF Regional Secretariat in relation to funds disbursed for implementation at the country level</li> <li>• Possible relevant and realistic alternatives to current design, and assessed variance of efficiency determinants in the previous bullet point</li> <li>• Perception among MFF actors at national level, and donors, of efficiency of current design of the secretariat as compared to alternatives</li> <li>• Cost of Regional Secretariat as percentage of total budget and percentage of</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>Focus groups</p> <p>Thematic group work</p>	<p>Programme document</p> <p>Progress reports</p> <p>MTR report</p> <p>Budgets and financial reports</p> <p>Audit reports</p> <p>Website</p> <p>Facebook group</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p> <p>Staff of institutional partners</p> <p>Donor representatives</p> <p>Donor monitoring consultants</p> <p>External experts</p>

<sup>93</sup> Persons, institutions and organisations that can be expected to be interested in or affected by, positively or negatively, MFF results without being or having been involved in governance or implementation of the programme.

		total programme management cost.		
3. Has the MC been an efficient mechanism to facilitate anchored decision-making on strategic programme implementation between the annual RSC meetings.	<ul style="list-style-type: none"> <li>Number of <u>strategic</u> management decisions taken by the MC along the Phase III timeline</li> <li>Level of participation of MC members in MC meetings along the Phase III timeline</li> <li>Perception of RSC, NCB, MFF Secretariat and donors, of MC being an efficient mechanism for decision-making on strategic programme implementation</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>Thematic groups at learning event</p>	<p>Programme document</p> <p>Progress reports</p> <p>MTR report</p> <p>Budgets and financial reports</p> <p>MC reports</p> <p>MFF staff</p> <p>NCB members</p> <p>MC members</p> <p>Staff of institutional partners</p> <p>Donor representatives</p> <p>Donor monitoring consultants</p> <p>External experts</p>	
4. Assess whether UNDP and/or IUCN have been efficient hosts of the national secretariat within the countries? What are the weakness and the strengths of this set-up? Would it have been more relevant to have a local <sup>94</sup> government body or any other alternative organization as a host of the national secretariat?	<ul style="list-style-type: none"> <li>Overhead and management costs of national secretariats in relation to funds disbursed to projects</li> <li>Available relevant and realistic alternatives to current set-up, and assessed variance of efficiency determinants in the previous bullet point</li> <li>Perception of MFF and external experts respectively, of efficiency of current set-up as compared to alternatives</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>Thematic group work</p>	<p>Programme document</p> <p>Progress reports</p> <p>MTR report</p> <p>Budgets and financial reports</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p> <p>Staff of institutional partners</p> <p>Donor representatives</p> <p>Donor monitoring consultants</p> <p>External experts</p>	
5. What is the representation of men and women within the NCB, RSC and MC and what are their respective institutional affiliations?	<ul style="list-style-type: none"> <li>Percentage of men and women participating in NCB, RSC and MC meetings</li> <li>Type of institutional affiliation, by sex</li> <li>Level in organisational hierarchy, by sex</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p>	<p>Programme document</p> <p>Progress reports</p> <p>MFF database</p> <p>MTR report</p> <p>RSC reports</p> <p>MC reports</p> <p>NCB minutes</p> <p>MFF staff</p> <p>NCB members</p>	
6. What space does MFF and IUCN create for inclusive participation and decision-making in its own organization and the programme implementation?	<ul style="list-style-type: none"> <li>Number and types of participating actors in decision-making bodies and fora of IUCN, MFF and programme implementation set-up, including at grants project implementation and follow-up level</li> <li>Perception among external experts of programme inclusiveness</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>External expert interviews</p> <p>questionnaires</p> <p>Facebook page</p>	<p>Programme document</p> <p>Progress reports</p> <p>Website</p> <p>Facebook group</p> <p>MTR report</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p> <p>MGF/SGF project beneficiaries</p> <p>Staff of institutional partners</p> <p>External experts</p>	
7. What measures were adopted to manage the program following the budget reductions due to the reduced value of the SEK to the USD?	<ul style="list-style-type: none"> <li>Number and type of budget-line changes and changes of budget-line amounts made as a result of reduced actual contribution from Sida following reduced exchanged rates for SEK.</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p>	<p>Programme document</p> <p>Progress reports</p> <p>MTR report</p> <p>Budgets and financial reports</p> <p>Audit reports</p> <p>RSC reports</p> <p>MFF staff</p> <p>NCB members</p>	
8. To what extent has the implementation set-up been efficient to deliver expected outputs? Could any alternative	<ul style="list-style-type: none"> <li>Average cost per beneficiary reached (per programme and the four countries visited)</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>Beneficiary interviews and questionnaires</p> <p>Focus groups</p>	<p>Programme document</p> <p>Progress reports</p> <p>MTR report</p> <p>Budgets and financial reports</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p>	

<sup>94</sup> Taken to mean "national"

	<p>approaches have been more efficient?</p>	<ul style="list-style-type: none"> <li>• Number of projects delayed, and on-time in implementation</li> <li>• Number of efficient projects by classified project themes</li> <li>• Level of overhead and programme management costs in relation to direct implementation costs</li> <li>• Three alternative approaches specified and assessed</li> </ul>		<p>Staff of institutional partners Donor representatives Donor monitoring consultants</p>
<p>9. Where has the programme been most successful in relation to the MFF-goals - at local, national and or regional level?</p>		<ul style="list-style-type: none"> <li>• Achievement of goals at the three different levels as reflected in programme monitoring and reporting</li> <li>• Achievement of goals at the three different levels as perceived by MFF stakeholders, including donors</li> <li>• Achievement of goals at the three different levels as perceived by external experts</li> <li>• Achievement of goals at the three different levels as reported by grant project beneficiaries</li> </ul>	<p>Document review Stakeholder interviews External expert interviews Field visits Focus groups Beneficiary interviews and questionnaires</p>	<p>Programme document Progress reports MTR report MFF staff Staff of institutional partners Donor representatives Donor monitoring consultants External experts Beneficiaries</p>
<p>10. Has MFF as a partner - led programme provided an efficient and strategic platform for inclusive participation and decision-making improving governance of coastal areas?</p>		<ul style="list-style-type: none"> <li>• Number and strategic importance of actors participating actively in the programme at the different levels</li> <li>• Number and strategic importance of results relating to learning, communication and policy impact</li> <li>• Perception among external experts of the importance of the programme for coastal area governance improvement</li> </ul>	<p>Document review Stakeholder interviews External expert interviews External expert questionnaires</p>	<p>Programme document Progress reports MTR report NCB minutes IUCN staff MFF staff NCB members Staff of institutional partners MGF/SGF project beneficiaries Donor representatives Donor monitoring consultants External experts</p>
<p>11. Has the RSC been an efficient mechanism for strategic leadership for policy change and advocacy?</p>		<ul style="list-style-type: none"> <li>• Number and strategic importance of policy issues raised, addressed, agreed and disseminated at RSC</li> <li>• Relative cost of RSC</li> </ul>	<p>Document review Stakeholder interviews Thematic group work</p>	<p>Programme document Progress reports MTR report RSC reports MFF staff NCB members Staff of institutional partners Donor representatives Donor monitoring consultants</p>
<p>12. What role, function and added value does the NCBs have in its delivery at local, national and regional levels? What is its weaknesses and strengths? Has it been efficient in contributing to improved coastal management in relation to the expected programme outputs and outcomes?</p>		<ul style="list-style-type: none"> <li>• Extent to which the NCBs in the four countries visited fulfil their two main functions of approving and overseeing small and medium grants, and conveying lessons learned and policy messages to the national level.</li> <li>• Number and strategic importance of issues related to coastal area management (policy, best practices, lessons learned) raised, discussed, agreed and disseminated at NCB meetings</li> <li>• NCB contribution towards achievement of intended</li> </ul>	<p>Document review Stakeholder interviews External expert interviews Field visits Focus groups Thematic group work</p>	<p>Programme document Progress reports MTR report Budgets and financial reports Audit reports RSC reports MC reports Field visits NCB minutes IUCN staff MFF staff NCB members Donor representatives Donor monitoring consultants External experts</p>



		<p>results as reflected in project monitoring and reporting</p> <ul style="list-style-type: none"> <li>• NCB contribution towards achievement of intended results as perceived by MFF stakeholders, external experts at national level and grant project beneficiaries respectively</li> <li>• Cost of NCBs compared to overhead, operation and implementation costs at the national level, and as an indicator of sustainability of the NCB</li> </ul>		
	<p>13. The NCB is comprised by representatives from ministries, civil society organisations, academia and private sector. Do these representatives hold relevant positions in their organisations in order to promote effective policy change?</p>	<ul style="list-style-type: none"> <li>• Level of position of NCB members in their respective institutions, organisations and companies (high governance, senior management with policy influence, programme management, administration)</li> <li>• Level of position of NCB meeting participants in their respective institutions, organisations and companies (high governance, senior management with policy influence, programme management, administration)</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>Focus groups</p> <p>Thematic group work</p>	<p>Programme document</p> <p>Progress reports</p> <p>MTR report</p> <p>RSC reports</p> <p>MC reports</p> <p>NCB minutes</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p>
	<p>14. Assess to which extent MFF projects/ initiatives have succeeded to attract funding from private, public and other sources? Where have they been most successful and not? Has the geographical expansion and outreach activities generated an added value to the programme?</p>	<ul style="list-style-type: none"> <li>• Number and amount of external additional funding for MFF projects and initiatives raised from private, public and other sources; regionally and by the four countries visited.</li> <li>• Extent to which external funding has led to geographical expansion and outreach activities.</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>Field visits</p> <p>Focus groups</p> <p>Beneficiary interviews and questionnaires</p> <p>Thematic group work</p>	<p>Programme document</p> <p>Progress reports</p> <p>MTR report</p> <p>Budgets and financial reports</p> <p>Audit reports</p> <p>RSC reports</p> <p>NCB minutes</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p> <p>MGF/SGF project grantees</p> <p>MGF/SGF project beneficiaries</p> <p>Staff of institutional partners</p> <p>Donor representatives</p> <p>Donor monitoring consultants</p>
<p><b>EFFECTIVENESS</b></p>	<ul style="list-style-type: none"> <li>• To what extent has the programme contributed to the intended outcomes? If so, why? If not, why not?</li> </ul>	<ul style="list-style-type: none"> <li>• Contribution towards intended outcomes as reflected in programme monitoring and reporting</li> <li>• Contribution towards intended outcomes as perceived by MFF stakeholders, including donors</li> <li>• Contribution towards intended outcomes as perceived by external experts</li> <li>• Contribution towards intended outcomes as reported by grant project beneficiaries</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>External expert interviews</p> <p>External expert questionnaires</p> <p>Field visits</p> <p>Focus groups</p> <p>Beneficiary interviews and questionnaires</p> <p>Thematic group work</p> <p>Facebook page</p>	<p>Programme document</p> <p>Progress reports</p> <p>MTR report</p> <p>Budgets and financial reports</p> <p>RSC reports</p> <p>NCB minutes</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p> <p>MGF/SGF project grantees</p> <p>MGF/SGF project beneficiaries</p> <p>Donor representatives</p> <p>Donor monitoring consultants</p> <p>External experts</p>

	<p>15. In what aspects has the MFF succeeded in generating learning and contributed to "formal/ informal" institutional capacity building in coastal management in Indonesia, Sri Lanka, Bangladesh and Vietnam And in what way?</p>	<ul style="list-style-type: none"> <li>• Number and type of learning products produced at local, country and regional levels</li> <li>• Number and types of conduits, fora and events through which learning has been implemented in the four countries visited</li> <li>• Effect on capacity of institutions, organisations and beneficiaries of learning dissemination performed by MFF as reported/perceived by MFF stakeholders, external experts and grant project beneficiaries</li> </ul>	<p>Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Thematic group work Facebook page</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members Staff of institutional partners MGF/SGF project beneficiaries Donor representatives Donor monitoring consultants External experts</p>
	<p>16. To what extent has the MFF contributed to improved livelihood and enhanced resilience of coastal communities?</p>	<ul style="list-style-type: none"> <li>• Extent to which the results of the grants projects in the countries have improved the livelihood and enhanced the resilience of coastal communities, as reflected in programme monitoring and reporting</li> <li>• Extent to which MFF learning and capacity building has resulted in changes in national and regional policy and capacity, which in turn can be expected to have positive effects on the livelihood and resilience of coastal communities</li> <li>• Contribution towards improved livelihood and enhanced resilience of coastal communities as perceived by MFF stakeholders, including donors</li> <li>• Contribution towards improved livelihood and enhanced resilience of coastal communities as perceived by external experts</li> <li>• Contribution towards improved livelihood and enhanced resilience of coastal communities as reported by grant project beneficiaries</li> </ul>	<p>Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Thematic group work Communication platforms</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members Staff of institutional partners MGF/SGF project grantees MGF/SGF project beneficiaries External experts</p>
	<p>17. How effective has the programme been in triggering learning between different countries and what are the examples of transfer of knowledge between the different countries?</p>	<ul style="list-style-type: none"> <li>• Number, character and results of inter-country learning events such as study visits and meetings.</li> <li>• Replication of lessons learned in different countries</li> <li>• Number of replications of successful methods?</li> <li>• Extent to which strategically planned knowledge sharing has taken place between countries</li> <li>• Extent of systematically provided input on successful coastal management of climate change to the global programme</li> <li>• Extent to which the MFF web site or other platforms has</li> </ul>	<p>Document review Stakeholder interviews Field visits Thematic group work Communication platforms</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members Donor monitoring consultants</p>

		<p>been used to promote learning exchange</p> <ul style="list-style-type: none"> <li>• Extent and content of experience sharing on the website or other platforms initiated by individuals at country level</li> </ul>		
	<p>18. To what extent has the programme contributed to the IUCN global program on coastal management?</p>	<ul style="list-style-type: none"> <li>• Number and character of methodologies and policies shared with and implemented by the IUCN global program on coastal management?</li> <li>• Perception among IUCN staff at global level of the size and importance of MFF contributions to the global programme</li> </ul>	<p>Document review Stakeholder interviews Thematic group work Communication platforms</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff, including at global level MFF staff NCB members Staff of institutional partners</p>
	<p>19. To what extent and how has MFF contributed to enhanced institutional capacities of Ministries, private sector and NGOs?</p>	<ul style="list-style-type: none"> <li>• Number, contents and extent of MFF contributions to enhanced institutional capacities of Ministries, private sector and NGOs in the countries as monitored and reported on by the programme (e.g. provision of grants and training)</li> <li>• Number, contents and extent of MFF contributions to enhanced institutional capacities of ministries, private sector and NGOs as monitored and reported on by the programme in the countries, and as perceived by MFF stakeholder and external experts in the countries</li> </ul>	<p>Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Thematic group work</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members MGF/SGF project beneficiaries MGF/SGF project grantees Staff of institutional partners External experts</p>
	<p>20. How effective is MFF as a knowledge broker and capacity builder at local, national and regional level?</p>	<ul style="list-style-type: none"> <li>• Refer to indicators provided for evaluation questions 16-20 above</li> <li>• The internal capacity of the programme and RSC to systematically collect and disseminate lessons, best practices and policy issues, and raise capacity at local, national and regional level</li> </ul>	<p>Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Thematic group work Communication platforms</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members MGF/SGF project beneficiaries MGF/SGF project grantees Staff of institutional partners Donor representatives Donor monitoring consultants External experts</p>
	<p>21. Are there examples of how tools and methods developed by MFF have been applied by other actors in different contexts?</p>	<ul style="list-style-type: none"> <li>• Refer to indicators provided for evaluation questions 16-20 above</li> </ul>	<p>Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Communication platforms</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members MGF/SGF project beneficiaries MGF/SGF project grantees Staff of institutional partners Donor representatives Donor monitoring consultants External experts</p>

<p>22. How successful has the “soft governance structure” in the program been to support and facilitate policy change in the member countries and between member countries?</p>	<ul style="list-style-type: none"> <li>• Number of best practices, lessons learned and policy messages raised, addressed, agreed and disseminated through the different levels of the MFF governance structure.</li> <li>• Clear evidence (in policy papers, legislation, by-laws, important investment plans etc) of the MFF governance structure having led to policy change in the member countries and between member countries</li> <li>• Perception of MFF and external experts respectively, of the extent to which the MFF governance structure has resulted in policy change in the member countries and between member countries</li> </ul>	<p>Document review Stakeholder interviews External expert interviews External expert questionnaires Thematic group work Communication platforms</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members Staff of institutional partners Donor representatives Donor monitoring consultants External experts</p>
<p>23. Assess the effectiveness of RSC as a governing body of the programme and its potential to contribute to policy development, knowledge exchange and capacity building to improve coastal management.</p>	<ul style="list-style-type: none"> <li>• Extent to which RSC has effectively performed its role as a governing body</li> <li>• Number and strategic importance of initiatives, best practices and policies in coastal management raised by RSC and agreed, disseminated and implemented by member countries</li> </ul>	<p>Document review Stakeholder interviews External expert interviews External expert questionnaires Thematic group work Communication platforms</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members Staff of institutional partners Donor representatives Donor monitoring consultants External experts</p>
<p>24. The previous evaluations have demonstrated the success of NCBs in terms of generating results both at the local and national levels. What have been the key enabling factors for the successes of NCBs in Indonesia, Sri Lanka, Bangladesh and Vietnam</p>	<ul style="list-style-type: none"> <li>• The enabling factors for NCB success in Indonesia, Sri Lanka, Bangladesh and Vietnam identified</li> </ul>	<p>Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Thematic group work Communication platforms</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members MGF/SGF project beneficiaries MGF/SGF project grantees Staff of institutional partners Donor monitoring consultants External experts</p>
<p>25. To what extent have the NCBs maintained a strategic focus on upscaling good results?</p>	<ul style="list-style-type: none"> <li>• Number and relevance of upscaled good results, initiatives and best practices</li> </ul>	<p>Document review Stakeholder interviews Field visits Thematic group work Communication platforms</p>	<p>Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members Staff of institutional partners Donor representatives Donor monitoring consultants</p>
<p>26. Exemplify key policy influences of the NCBs in MFF member countries.</p>	<ul style="list-style-type: none"> <li>• Number and importance of policy development/change having been influenced by NCBs in member countries based on initiatives and best practices developed by MFF projects</li> </ul>	<p>Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups</p>	<p>Programme document Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members MGF/SGF project beneficiaries MGF/SGF project grantees Staff of institutional partners Donor representatives</p>

			Beneficiary interviews and questionnaires Thematic group work Communication platforms	Donor monitoring consultants External experts
27. Have the results from MFF been captured, adopted or applied by ASEAN or any other regional institution?	<ul style="list-style-type: none"> <li>Number of examples of MFF results having been applied by ASEAN, SAARC or other regional institutions</li> </ul>		Document review Stakeholder interviews External expert interviews External expert Thematic group work	Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members Staff of regional institutions Donor representatives Donor monitoring consultants External experts
28. How successful has MFF been in promoting integrated coastal planning and management in policy development?	<ul style="list-style-type: none"> <li>Number of examples of increased application of integrated coastal planning and management attributable to MFF promotion</li> </ul>		Document review Stakeholder interviews External expert interviews External expert questionnaires	Document review Stakeholder interviews External expert interviews External expert questionnaires
29. Assess if MFF is a well-positioned programme to deliver on policy development at regional, national and/or local level?	<ul style="list-style-type: none"> <li>Strengths, weaknesses, opportunities and threats of MFF delivering policy development at regional, national and local levels</li> </ul>		Document review Stakeholder interviews External expert interviews External expert questionnaires	Document review Stakeholder interviews External expert interviews External expert questionnaires
30. How well has MFF succeeded in promoting inclusion of land rights, gender, and conflict sensitivity in policy development?	<ul style="list-style-type: none"> <li>Number of occurrences of issues and best practices relating to land rights, gender and conflict sensitivity having been successfully promoted by MFF in policy development</li> <li>Extent to which the gender strategy has been implemented under MFF</li> </ul>		Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Thematic group work Communication platforms	Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members MGF/SGF project beneficiaries MGF/SGF project grantees Staff of institutional partners Donor monitoring consultants External experts
31. Exemplify how the Resilience Protocol Approach has been able to generate increased resilience of the coastal communities and generate change in gender roles and human rights etc.	<ul style="list-style-type: none"> <li>Number and relevance of examples of where the application of the Resilience Protocol Approach has generated resilience for coastal communities and changes in gender roles and human rights</li> </ul>		Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Thematic group work Communication platforms	Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members MGF/SGF project beneficiaries MGF/SGF project grantees Donor representatives Donor monitoring consultants External experts
32. How have programme results benefited different stakeholders in pilot sites?	<ul style="list-style-type: none"> <li>Number of beneficiaries, type of benefits and level of benefits in monetary terms, by project in the four countries visited</li> </ul>		Document review Stakeholder interviews External expert interviews	Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members

	<ul style="list-style-type: none"> <li>Beneficiary perception of sustained benefits accrued, by projects visited</li> </ul>	<p>External expert questionnaires</p> <p>Field visits</p> <p>Focus groups</p> <p>Beneficiary interviews and questionnaires</p>	<p>MGF/SGF project beneficiaries</p> <p>MGF/SGF project grantees</p> <p>Donor monitoring consultants</p> <p>External experts</p>
33. What have been the enabling and disabling factors determining the level of cooperation between the different stakeholders in the programme?	<ul style="list-style-type: none"> <li>Key factors that have enabled or disabled the quality of cooperation among different stakeholders in the programme identified</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>Field visits</p> <p>Thematic group work</p>	<p>Progress reports</p> <p>MTR report</p> <p>RSC reports</p> <p>MC reports</p> <p>NCB minutes</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p> <p>Staff of institutional partners</p> <p>Donor representatives</p> <p>Donor monitoring consultants</p>
34. How has MFF used the potential in the partnerships between with UNDP, FAO, UNEP and Wetlands International? How have the respective partners adopted the insights and results of MFF in their own program of work.	<ul style="list-style-type: none"> <li>Partners acknowledge partnership benefits and influence on their work</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p>	<p>Progress reports</p> <p>MTR report</p> <p>RSC reports</p> <p>NCB minutes</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p> <p>Staff of institutional partners</p> <p>Donor representatives</p> <p>Donor monitoring consultants</p>
35. During Phase III, MFF has made moves towards strengthened relations with relevant regional initiatives including three regional inter-governmental bodies – namely Partnerships in Environmental Management for the Seas of East Asia (PEMSEA), South Asian Association for Regional Co-operation (SAARC) and the Association of South East Asian Nations (ASEAN). What has been the key achievements? And what have been the enabling and disabling factors determining the level of cooperation? Have other regional entities benefited and adopted insights from MFF?	<ul style="list-style-type: none"> <li>Progress shown in communication with the concerned organisations, and relationships are manifested in protocols and agreements</li> <li>Implementation of cooperation agreements</li> <li>Enabling and disabling factors identified by concerned organisations</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p> <p>External expert interviews</p> <p>External expert questionnaires</p>	<p>Progress reports</p> <p>MTR report</p> <p>RSC reports</p> <p>NCB minutes</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p> <p>Staff of concerned institutional bodies</p> <p>External experts</p>
36. Has the MFF generated input to SEAFDEC, BOBLME and COBSEA operations throughout the years?	<ul style="list-style-type: none"> <li>Inputs to SEAFDEC, BOBLME and COBSEA verified by respective organisations and other stakeholders</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p>	<p>Progress reports</p> <p>MTR report</p> <p>RSC reports</p> <p>NCB minutes</p> <p>IUCN staff</p> <p>MFF staff</p> <p>NCB members</p> <p>Staff of concerned institutions</p>
37. What could the programme do to	<ul style="list-style-type: none"> <li>Evaluation of indicators on efficiency and effectiveness above will provide a basis for</li> </ul>	<p>Document review</p> <p>Stakeholder interviews</p>	<p>Progress reports</p> <p>MTR report</p> <p>Budgets and financial reports</p> <p>Audit reports</p> <p>RSC reports</p>

	improve its efficiency and effectiveness?	recommendations on how to improve efficiency and effectiveness.	External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Thematic group work Communication platforms	MC reports NCB minutes IUCN staff MFF staff NCB members MGF/SGF project beneficiaries MGF/SGF project grantees Staff of institutional partners Donor representatives Donor monitoring consultants External experts
	38. Should it be beneficial to consider an adjustment in design or format of the programme?	<ul style="list-style-type: none"> <li>Evaluation of indicators on efficiency and effectiveness above will show strengths and weaknesses of current design and format and how they can be adjusted</li> </ul>	Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Thematic group work Communication platforms	Progress reports MTR report Budgets and financial reports Audit reports RSC reports MC reports NCB minutes IUCN staff MFF staff NCB members MGF/SGF project beneficiaries MGF/SGF project grantees Staff of institutional partners Donor representatives Donor monitoring consultants External experts
	39. What potential does the programme have to improve its delivery on sustainable coastal management, poverty reduction, and resilience for men and women in coastal areas in Asia ?	<ul style="list-style-type: none"> <li>Evaluation of indicators on efficiency and effectiveness above will show strengths, weaknesses, opportunities and threats to be used for identifying potential for improved delivery</li> </ul>	Document review Stakeholder interviews External expert interviews External expert questionnaires Field visits Focus groups Beneficiary interviews and questionnaires Thematic group work Communication platforms	Progress reports MTR report Budgets and financial reports Audit reports RSC reports MC reports NCB minutes IUCN staff MFF staff NCB members MGF/SGF project beneficiaries MGF/SGF project grantees Staff of institutional partners Donor representatives Donor monitoring consultants External experts
	40. Are there alternative programmes to MFF that delivers on the same issues in this region?	<ul style="list-style-type: none"> <li>Presence of other programmes that deliver on the same issues as MFF in the South and South-East Asia region</li> </ul>	Document review Stakeholder interviews External expert interviews External expert questionnaires Communication platforms	Programme document Progress reports MTR report RSC reports NCB minutes IUCN staff MFF staff NCB members Staff of institutional partners Donor representatives Donor monitoring consultants External experts Internet
	41. Would there be an effect on the program implementation and its delivery of results if the financial resources were distributed in a different manner, i.e. the financial allocation between national and regional?	<ul style="list-style-type: none"> <li>Selected indicators under efficiency and effectiveness above will show which components and sub-components that are more efficient and effective than others, indicating possible re-orientation of resources in future activities</li> </ul>	Document review Stakeholder interviews Thematic group work	Progress reports MTR report Budgets and financial reports Audit reports RSC reports NCB minutes IUCN staff MFF staff NCB members
	42. What other sources of funding could support	<ul style="list-style-type: none"> <li>Availability of alternative funding sources that could</li> </ul>	Document review Stakeholder interviews	Progress reports MTR report RSC reports NCB minutes

	<p>MFF interventions? (including GCF and GEF) How could such funding be leveraged and maximised by Sida support to MFF? Would such funding mean a shift in focus for MFF, and would such a shift be in line with emerging needs?</p>	<p>be leveraged and maximised by Sida support</p> <ul style="list-style-type: none"> <li>• Possibility of matching needs and demands in countries and regionally to recommend possible shift and funding openings.</li> </ul>	<p>External expert interviews External expert questionnaires Thematic group work</p>	<p>IUCN staff MFF staff NCB members Staff of institutional partners Donor representatives Donor monitoring consultants External experts</p>
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## Annex 5: Questionnaires

### Questionnaire issued to participants of SWOT workshop at 15<sup>th</sup> RSC

The type of my organisation/institution:

- Government
- National NGO
- INGO
- Academia
- Donor
- Private sector
- IUCN, regional
- IUCN, national
- MFF, regional
- MFF, national
- Other

- Female
- Male
- Other

In my opinion, the five most important results of the current Mangrove for the Future programme are:

1	
2	
3	
4	
5	

The type of my organisation/institution (please tick):

Government  
National NGO  
INGO  
Academia  
Donor  
Private sector  
IUCN, regional  
IUCN, national  
MFF, regional  
MFF, national  
Other

Female  
Male  
Other

In my opinion, the five most important results of a future programme engaged with improving coastal management and improved livelihoods and enhanced resilience in coastal areas of South and South East Asia should be:

- 1
- 2
- 3
- 4
- 5

**Questionnaire issued to beneficiaries of MFF SGF projects**

*Translated to the respective local languages*

1. What support (like training, money, equipment, seedlings.....) have you got from the project?
  
2. When and for how long did you get support from the project?
  
3. What benefits (results) did you got from the project?
  
4. Was it a priority for you to get these benefits at that time?


5. Do you still have these benefits?


6. On a scale from 1 to 6 where 1 is “not at all good” and 6 is “very good”, how do you rate the way the project staff communicated with you?

Please tick					

7. On a scale from 1 to 6 where 1 is “not at all useful” and 6 is “very useful”, how do you rate the usefulness of training provided by the project?

Please tick					

8. On a scale from 1 to 6 where 1 is “no effect at all” and 6 is “very positive effect”, what effect has the project had on your knowledge?

Please tick					

9. On a scale from 1 to 6 where 1 is “no effect at all” and 6 is “very positive effect”, what effect has the project had on your livelihood?

Please tick					

## Annex 6: Results from SWOT event at 15<sup>th</sup> RSC meeting, Bali

### **MFF Evaluation**

**Results from SWOT analyses at RSC meeting**

**26 September 2018**

## **Introduction**

This document presents the results of SWOT analyses carried out by 5 thematic groups of MFF stakeholders who participated in a learning event as part of the RSC meeting in Bali, Indonesia on 26 September 2018.

The themes of the 5 groups were:

1. Programme governance
2. Gender equality
3. Climate change resilience
4. Learning, knowledge exchange and policy action
5. Private sector engagement

The event was facilitated by the MFF Evaluation Team. Staff of MFF were assigned as chair persons in the groups and Evaluation Team members participated as resource persons.

# 1. Programme governance

## A SWOT analysis

### Strengths

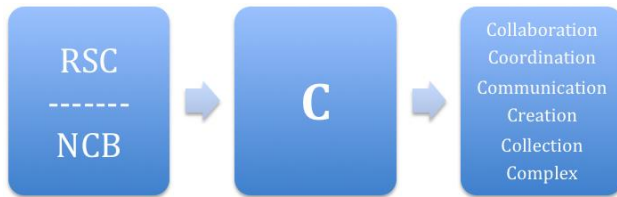
- NCB Strong and flexible, comprising multi-stakeholders
  - NSAP in line with national policy
  - Advocacy on technical issues
  - Engagement with private sector
- Grant facilities
- Knowledge sharing within and between countries
- Regional framework
  - Connection between national set-ups, including through RSC
  - Accessing regional funding
- International recognition

### Weaknesses

- IUCN
  - Top heavy compared to on-the-ground investment
  - Weakness in communication to member countries
  - More private sector involvement needed at national level
- NCB
  - Composition can change often
  - Knowledge gap between members
- Attribution and accountability
  - Identifying and measuring non-direct beneficiaries/benefits
  - Difficult to measure long-term impact
  - Accountability of grant recipient after grant is ended
- Financial sustainability and exit strategy
  - Lack of/non-implementation of sustainability plan (national)
  - Reinvestment to MFF/ grant mechanism
  - Delay in renewing and securing donor funding
  - Future strategy not clear at regional level

## Opportunities

Functions of RSC and NCB:



- NCB - Better information sharing at national to local level
- Private sector investment
  - Tax incentive
  - CSR funding
  - NCB membership
- Increase partnership at regional level
  - e.g.: BOBLME, PEMSEA, COBSEA, Ocean and Sea, ICLME, SEAFDEC
  - Connected to ↓
- Defining and focusing MFF strategic interventions
  - e.g. other grant programs
- More connection to scientific networks, including IUCN commission members
  - Filling a broader communication role

## Threats

- Politic situation
  - Change in government priorities
  - Development threat to conservation, i.e. roads and mega projects
  - Change in NCB composition and ability/will to influence policy, losing personal contact
  - Impact on NGOs
- Change of focus/priorities for donor funding
  - Resulting in declining fund from donors
- Lack of financial support to maintain NCBs and RSC
  - NCB with funding from private sector will depend on economy of companies
  - NCB rely on government budget → How to contribute to regional level
- Disconnection between donors – stakeholders
  - Grantee does not have understanding of investment from donor

## **B Issues raised during discussions in plenary**

There were no comments made in plenary.

## 2. Gender equality

### A SWOT analysis

#### Strengths

- Sida development policy HRBA
- MFF gender strategy, integrated in NSAP, tools, SGF, etc.
- Capacity development for gender integration (internal and external)
- Ground examples – ‘pilot projects’ – that can be replicated
- Indonesia
  - Education – training on gender integration (livelihood projects) and women’s organizations
  - Women speak up – they are empowered to voice opinion at household & community level

#### Weaknesses

- Human resources – gender development professionals rare
- Need to disseminate MFF GA results to all decision makers
- Define indicators to measure change in attitude / behaviour
- Programme partners / development stakeholders have superficial understanding of gender equity. Gender is seen as women.
- Little uptake of gender stories in media
- Gender is context specific and must be properly understood for any interventions to work – no one size fits all
- Water security is a women’s interest / concern but not much of freshwater security in MFF

#### Opportunities

- CSR tax (India and Seychelles) – community development opportunities
- Government policy that aims to improve gender equality should be leveraged by development projects / programmes
- Broad acceptance that inequality exists (India)
- Access to education and financial independence is a pathway for improved gender equality
- We need a catalytic effect to continue long-term gender related interventions that is independent of donor financial priority
- Government and private sector investment
- Broker for programme design
- Private sector can best relate to interventions in their local areas / communities compelling shift in gender roles – Cambodia garment factory employing women

#### Threats

- Cultural barriers to gender equality
- Lack of access to education for women / girls leads to vulnerability – reinforces gender inequity
- Policy in place but uptake uncertain



- Development organizations must have good institutional gender policy – walk the talk
- Lack of dedicated financial resources
- Chinese investment leading to 'regression' due to belt and road initiative – there is a need to bring China on board MFF

**B Issues raised during discussions in plenary**

- Formal figures on representation of men and women in local bodies and government structures are not always representative for the actual involvement when it comes to implementation. Proper training needs to be provided to both men and women.
- MFF projects are short-term and may have some short-term effects on the conditions of women, but how do we achieve strategic long-term effects?
- Need for better communication of results to concerned planners and policy makers so they can be translated to action.

### 3. Climate change

#### A SWOT analysis

##### Strengths

- MFF has/follows a holistic resilience building process
- Communication between various actors has been effective
- MFF is an incubator of ideas, which has led to experimentation (focusing at the grassroots)
- Since MFF follows a bottom-up approach, the process brings in greater stakeholder ownership
- NCB's soft governance generally works
- The models are replicable elsewhere (in similar contexts)
- MFF processes have a certain level of flexibility
- MFF mandate exhibits clarity

##### Weaknesses

- Because of MFF's positioning, certain opportunities (especially financing opportunities) cannot be tapped/realized (certain typologies do not attract financing niche)
- The results are not captured in quantitative terms
- The SGF projects have short time-frame
- The SGF projects are often tiny/too thin (which limits realization of considerable results)
- Impacts at regional level is limited
- Collaborations with partners are very limited (until Phase-III)
- Staffing has been inadequate (to deliver all aspects of the project)

##### Opportunities

- It is possible to build partnership with other stakeholders
- Expanding programmes involving REDD+ (to link up with country-specific NDCs)
- Financing opportunities need to be sought including
  - Philanthropic organizations and foundations
  - Voluntary carbon markets
  - Private sector (examples of Pakistan, )
- Private sector engagement can be enhanced
- Blue economy issues can be integrated (example: sustainable aquaculture)
- Traceability/certification of origin can be facilitated for certain products to add value
- MFF can be a regional technical hub to offer consultancy services for generating revenues
- MFF should look at country commitments

##### Threats

- Risks associated with negative externalities of adaptation practices (particularly involving livelihoods of poor people, as demand for certain raw materials/products have been escalating)
- Parts of the resilience building activities are dependent on global negotiations on climate change

- Government policies are changing all the time
- Donor interests are always shifting from one issue to another
- The benefits achieved can be wiped away by unpredictable climate events

## **B Other issues discussed in the group, and issues raised during discussions in plenum**

Other issues discussed in the group:

- Integration with contemporary issues has been weak (example: plastics in marine ecosystems)
- General weakness in communicating results of climate change related actions for actual policy change, although it has happened in e.g. Pakistan
- Design did not consider adequate efforts in outreach and sharing (also implementation weakness)
- Focus on coastal area (niche area, but also a weakness)
- Risk with envisioning a programme that is regional

Issues raised during discussions in plenary:

- MFF has touched the core of climate change, through conservation and restoration of large areas of mangroves that has improved coastal protection and enhanced resilience of ecosystems and livelihoods of communities
- Land subsidence has been a problem for regeneration of mangroves, another threat is the construction of dams in upstream catchments, which can change the freshwater/saltwater balance and thus the conditions for the mangroves
- Landscape planning is an opportunity that needs to be addressed, and enhanced sedimentation as a result of mangrove rehabilitation can counteract land subsidence effects
- The programme is well recognized as a programme that has mainstreamed resilience and applied the concept in actual application
- Several countries have forests (albeit not necessarily mangroves at this stage) as part of their national climate commitments and will report on this, which is an opportunity that should be used in future MFF

## 4. Knowledge management

### A SWOT analysis

#### Strengths

- Multi-stakeholder and multi-level knowledge sharing (local, national and regional): platforms like RSC, MLE
- MFF research filling key knowledge gaps and informing & influencing policy and governance
- Specific events for knowledge sharing exchange
- MFF knowledge products for capacity development (ICM course, training materials)
- MFF processes engage and inform civil society and local stakeholders building knowledge base
- MFF knowledge leveraging other funding
- Diversity of KMC tools

#### Weaknesses

- Knowledge products not always available in local language
- Limited investment in dedicated KMC human resource in countries (also sharing events)
- Specific knowledge not always tailored for policy makers
- Using website internet as a primary dissemination tool limits access for community level
- Use of audio-visual mediums could be improved
- Learning opportunities for communities and private sector could be improved
- Fund allocation for research is limited at both national & regional levels

#### Opportunities

- Extending and upscaling MFF knowledge outside MFF and to other regions
- Distilling MFF knowledge for best practices
- MFF knowledge brand can be marketed
- Strengthening social media and TV to extend learning to others
- Usage of MFF ICM course by other university networks
- Engaging regional partners to extend MFF knowledge products
- Others can use MFF knowledge base to develop decision making tools for government and private sector

#### Threats

- Lack of continuity brings “turbulence” to MFF knowledge base (e.g. people, tools)
- Changing global trends, MFF knowledge base loses relevance (low risk)
- As above for local govt. agencies (e.g. shifting people disrupts knowledge base)
- MFF knowledge base disruption limits ability to influence government decision making

## B Specific examples of points brought up in the group discussion

There was no discussion in plenary on the results of this group. Below are some specific points brought up in the group discussions:

- MPAs have been designated by government upon recommendations of research supported by MFF in Pakistan; similarly, in Bangladesh and in Sri Lanka mangroves are designated as protected areas
- NGOs and private sector members as part of NCB have helped in knowledge sharing – in India, Sri Lanka and Pakistan
- Odisha – MFF played an important role in conducting a research on whale sharks, a heavily hunted species got it marked as Schedule I 'heavily protected species' under the Wildlife Protection Act
- RSC and training events organized by MFF involves other partners and NCB members
- Sri Lanka – five universities have adopted the ICM training course modules developed by MFF support; similarly in Bangladesh
- Informing local stakeholders and building their capacities by way of livelihood models and pilot projects through MFF
- Pakistan – MFF knowledge products have helped to leverage funding from other sources; baseline study undertaken by MFF gathered other agencies' interest and was the base for the first Marine Protected Area
- Website, training materials and social media tools have also added to the knowledge base on mangroves
- Knowledge products – largely products produced from regional secretariat are in English. Few countries have produced them in other local languages. This would really be necessary to contextualize and take it to grassroots level partners and communities
- Lack of resources dedicated to knowledge management human resources at national and local levels; MFF doesn't interact with media much due to this; knowledge needs to be converted into specific messaging for communication to policy makers in simple and non-technical language is required
- Greater dependence on communicating through internet platforms like the website may not be the best way; in countries like Indonesia where internet is not very accessible our knowledge does not reach out to most stakeholders
- Use of audio-visual media could be improved further by way of documentation of pilots, e.g. videos produced by Pakistan are now being considered for use by Sri Lanka. Visuals speak much more than technical reports.
- Learning opportunities for the communities and private sector could be improved; currently most of the knowledge and training events are targeted more to government representatives
- Funding allocation for research is limited at national and regional levels; coordinated research is not placed on priority, and hence policy level recommendation opportunities also become limited
- Distilling MFF knowledge for best practices, case studies and widely communicating these for outreach; raise more funds and effectively communicate more actively to wider audience
- More **local** media engagement required to leverage knowledge generated
- Engaging regional partners to share knowledge
- A lot of the knowledge available can be converted to easy-to-use tools for private sector and decision makers

- MFF knowledge base needs to keep pace with changing global trends and priorities to stay relevant; communicating in the language relevant to the times

## 5. Private sector engagement

### SWOT analysis

#### Strengths

- IUCN's good brand attracts private sector
- Some NCBs include private sector and expertise
- MFF provides flexible finance and co-financing
- MFF's interest beyond CSR distinguish from other fundraising organisations
- MFF benefits from IUCN policies and tools for engagement decision

#### Weaknesses

- Visibility of MFF lacking
- Lack of capacity and resources (technical and marketing)
- Disconnect between IUCN global discussions and reality on the ground

#### Opportunities

- National funding to scale-up incentivize MFF's results (Sri Lanka, Cambodia)
- Media plays greater role in increasing transparency
- Growing international demand for sustainable products/services
- Growing business interest in sustainability (Marine plastic, organic shrimp)

#### Threats

- Green washing
- IUCN members and partners opposition to PSE
- Competition with usual suspects
- Mass coastal tourism, zero transparency, need for strict regulations
- Perverse policy (poor people some time pay more than rich person for example-fire wood)
- Lack of continuous funding

### B Issues raised during discussions in plenum

- With regard to the strength of IUCN's good brand, that could also be a weakness
- MFF is a multi-stakeholder programme and since the private sector is usually unwilling to share the glory, their willingness to engage might be limited
- Partnering with industrial associations and business platforms might be an alternative
- MFF is able to use IUCN tools in its work (well-tested in terms of due diligence etc.), which is a strength in engaging with the private sector
- Moving from CSR to value creation and sustainable business practices takes time and has to start with awareness

- Companies get credibility by engaging with IUCN when moving from CSR to sustainable business with financial returns, carbon offset etc



## Annex 7: Pilot project briefs

Bangladesh

## MFF END-OF-PROJECT EVALUATION

### BANGLADESH FIELD VISIT

The project areas visited in Shaymnagar Upazila (i.e., sub-district) of Satkhira district. The names of the projects are as follows:

Project brief title	Implementing agency	Years	MFF financing US\$ amount	Category
1. Eco-tourism at community level	Joar	2014-2015	21,429 (CF 1,301)	SGF
2. Road to resilience in Shaymnagar	SHUSHILAN	2016-2017	99,597 (CF 11,346)	MGF
3. Khal re-excavation in Koikhali	CARITAS	2014-2015	25,000 (CF5,875)	SGF

#### **1. Development of Community-led Eco-tourism in Shaymnagar**

Following the landfall of Aila on 25<sup>th</sup> May 2009, the embankments around Shaymnagar got devastated and saline water engulfed the entire area. As a consequence, people could not continue their agriculture-based livelihoods. Over 250,000 people had to leave their homes. They had to live on top of embankments. Many households had to out-migrate permanently from their area. Following the reconstruction of embankments, some 50% of the population could return to their homesteads, however could not maintain livelihoods due to high salinity on the top soils. Their predominant viable livelihoods option was to harness the resources of the Mangrove forest, the Sundarbans, both illegally and unsustainably. People realized that, in the wake of climate change induced increased intensity of cyclonic storm surge, they should no longer rely on fragile agricultural production system and they needed to diversify their earning opportunities, especially in non-agricultural sectors.

Joar is a localized NGO, which promoted the idea of developing eco-tourism opportunities in Shaymnagar. This has been the first instance in Bangladesh to promote eco-tourism involving local communities. Instead of cutting the forest vegetation, the participants accepted the challenge to organize an eco-tourism value chain under the leadership (i.e., technical assistance) of Joar. The lead organization offered training on (a) maintenance of living space and services for the tourists, (b) operation of boat service, (c) cooking of local, regional and international cuisine, and (d) operation of guide services involving local youth. Four home-stays are built and several boats are repaired/refurbished and equipped with tourism facilities (viz with life jackets etc.). A total of 10 women were trained as cooks, while 25 local youth were trained to become guides to take tourists to the Sundarbans. The plan and execution of the project was completely in synergy with the National Tourism Policy 1992.

A number of persons involved as beneficiaries to the operation of eco-tourism were interviewed and brought under a mini-questionnaire survey. The beneficiaries expressed their deep appreciation regarding the opportunities created by the initiative. The innovation is well received by the immediate communities in the neighbourhood, many people started to emulate the services provided by the beneficiaries, a few restaurants started their operation to cater the need of the increasing number of



implemented by Shushilan, where the project created total 85.28 hectare mangroves in all coastal areas in 10 villages from 03 unions Buri Goalini, Munshiganj and Padmapukur Unions of Shyamnagar. Moreover, 10 villages of 3 Unions are brought under adaptive vertical agriculture-based livelihoods practices. In addition, organic shrimp farming practices have been promoted in the area. In a bid to organize the newly developed mangrove forests primarily along erosion-prone rivers and embankments and to minimize conflicts of users of various common property resources, Shushilan promoted a management group called the VCF, the members of which have been instrumental in managing the mangrove plantations.

There were afforestation-plantation in 44 ha area, reforestation-plantation in 10.4 ha area, afforestation-seedling distribution to cover 24.5 ha area and reforestation-seedling distribution to cover 6.6 ha area. In total, 85.5 ha has been covered by mangrove green vegetation, by involving seven different mangrove species. There is 11.0 km fencing installed as a protection of newly created plantation as well as for safe germination. Local goats are found to be detrimental for the new plantations. Mangrove-based coastal aquaculture through organic shrimp farming has been introduced and shrimp farmers as well as water management groups are mobilized in the polder areas. Already 100 shrimp farmers have been mobilized under the project, who planted mangroves within shrimp farms. Reportedly, their catch has increased as a result of mangrove plantation in the productive lands (i.e., gher). The project has also provided 200 (121 male and 79 female) farmers support for running income generating activities (IGA) to reduce the communities' livelihood dependence on the resources of the Sundarbans.



**Figure-2: Mangrove vegetation is seen on the green bank of the river, where a green belt is supposed to protect the villages to the north of the vegetation**

Despite the early destructions caused by goats (The recurring cost for fencing and guarding was not anticipated, thus the management at the initial stages is found to be very weak), a significant proportion of the vegetation is found to be growing. In absence of any subsequent financing, people are still craving for additional financing to protect the vegetation for at least two more years. The organic shrimp farming and mangrove plantation inside the gher are not found to be particularly exciting options

among project beneficiaries. It is far too early for the groups to say decisively that the presence of vegetation has been beneficial for the production of shrimps in their respective gher. However, the involvement of women in vegetable production as a part of IGA options appear quite successful, especially when it contributes to higher levels of intake of nutritious vegetables at household level and also the financial gains from their sales. Since there are local markets in the neighbourhood and women do not require to go far away places for the marketing of the fresh vegetables and the value chains are well developed and within reach of the grower women groups, the vegetable production management is found to be quite successful.

### **3. Community Based Conservation of Coastal Ecosystem through Re-excavation of Canal as a Reservoir and Using Rain Water in Agricultural Activities**

As a SGF project, CARITAS (a national NGO) implemented the project to address a localized problem in Koikhali Union. ShahebKhali *Khal*, a canal (*khal*) that provides drainage link of the hinterland of the Sundarbans, was choked like many other small canals in the Southwestern Bangladesh due to heavy siltation and almost non-existent effort to remove silts from such canals on a regular basis. Since the groundwater aquifer system could not be found upto 1,200 feet below ground (which has been the economic threshold to draw water for irrigation), the people of Koikhali could not utilize the land properly due to non-availability of water for irrigation in the dry season. Therefore, they use to depend on the production of rice in only one season (i.e., the rainfed Kharif-II season to grow Aman rice) and they used to harvest resources from the forest indiscriminately, often below sustainable levels to eke out a living. People having land in Koikhali used to behave like landless and caused havoc to the mangrove forest due to poor livelihoods options for not having irrigation water. Some of the landless representing the area are belonging to Munda minority groups, which are socially discriminated (as 'untouchables') and having least amount of resources to maintain their livelihoods. Climate change has been intensifying the moisture-stress conditions, making livelihoods prospects even worse.

The project as a small initiative addressed the critical vulnerability issue. In 2014-15, CARITAS organized the local people and arranged community-driven participatory re-excavation of 1,800 feet of 4,600 feet long Shahebkhal khal (removed earth with an average depth of 6 feet to get a target depth of about 10 feet). The removal of silt enabled the villagers to cultivate a second crop in about 100 acres of land and receive an additional 265±10% tons of paddy per year (worth about US\$70,000 at current GOB procurement rate in 2018). The financial return per year is worth enough to justify the project, which was implemented at a cost of about US\$25,000. However, the most visible benefit is exhibited by the fact that, all the people who had participated in the activity no longer require to purchase cereal from market and they are no longer dependent on the resource extraction from the Sundarbans. Moreover, due to greater availability of water in the canal, the villagers have developed an association, which release local variety of fish fingerlings procured at nominal cost from the neighbourhood and raise them in the canal, which dramatically increased their fish intake at no additional cost. Moreover, they are now managing a cooperative fund, which appears handy n a bid to mobilize finance for meeting a sudden community requirement.

However, the hidden benefit of the project is even more dramatic. The initial social-engineering of CARITAS brought almost everybody in the community in the planning and execution process. This enabled the Mundas to participate in the collective work (through lending physical labour) and it was agreed that, the benefit of the increased availability of water from the khal will be shared among all the participating households, even the socially discriminated Mundas will also benefit from the second crop. Moreover, such inclusive sharing of proceeds (i.e., additional paddy) will be equitably distributed, while the cost of production would also be equally shared. This is how, the landless and 'untouchable' Mundas are 'harvesting' paddy in every dry season despite the fact that they do not own any land. The arrangement allowed them to escape hunger and helped them attain social dignity.

Inspired by such a successful endeavour from the MFF SGF initiative, the local government institution, the Union Parishad, took an initiative to re-excavate the rest of the choked khal by mobilizing their annual development financing in the subsequent years. The entire area now enjoys better food security by defying climate change induced higher evapo-transpiration and drought, they enjoy increased intake of animal protein and they no longer require to go to the forest for resource exploitation. These benefits are the keys towards achieving the overall objective of MFF, which is now a reality in the Moukhali Union.

Sri Lanka

## Sri Lanka Field Visits - MFF Evaluation

Title of the Project	Grantee	Project Targets	Project period
<b>MFF04:</b> Greening of bare land and income generation for the selected community members in Manalkadu and the coastal area of Delft East of Jaffna District	Aaruthal, 51 Wyman Road, Nallur, Jaffna	<p><b>In Delft</b></p> <ul style="list-style-type: none"> <li>Target 30 families cultivate 600 coconut seedlings in their homesteads (with a potential income of LKR 4,000/month after the trees become mature).</li> <li>Target 30 families grow fruit trees in their homesteads with a view to increasing their house-hold income by 60%.</li> </ul> <p><b>In Manalkadu</b></p> <ul style="list-style-type: none"> <li>Increasing income by onion cultivation – 28 families with an anticipated income of LKR 20,000 in two months (one onion cycle)</li> <li>Increasing income by introducing back-yard poultry – 20 families with an anticipated income of LKR 300/ month after three months from the project start.</li> <li>Increasing income by 60% in 23 families in fish vending and five families in food preparation.</li> </ul>	<b>1 Feb 2016 – 31 January 2017</b>
<b>MFF07:</b> Mapping of ponds / waterholes and restoration of a selected pond in the Delft Island	Department of Fisheries, University of Jaffna, Jaffna	<ul style="list-style-type: none"> <li>Documentation of available ponds/waterholes in Delft island and their characteristics including physico-chemical parameters;</li> <li>Restoration, as a model, of a selected pond using accepted ecological and hydrological principles</li> </ul>	<b>1 January 2016 – 31 December 2016</b>
<b>MFF 22:</b> Installation of an efficient model	Jaffna Science Association, Jaffna	<ul style="list-style-type: none"> <li>Installation of a model rain water harvesting system;</li> </ul>	<b>1 March 2016 – 28 Feb 2017</b>

Project Name	Grant Amount USD	Co-finance (in kind) USD
Mapping of ponds / waterholes and restoration of a selected pond in the Delft Island	17,367	1,232
Greening of bare land and income generation for the selected community members in Manalkadu and the coastal area of Delft East of Jaffna District	19,946	3,968
Installation of an efficient model of water management and novel home garden system at the Delft Island	19,764	3,000
Building economic resilience of returned coastal communities through through sustainable management of ecosystems	17,280	1,071

### 1. Rain Water Harvesting System and Model Vegetable Garden in “Delft Maha Vidyalayam”, Delft island.

**Introduction** – A field visit made on 29<sup>th</sup> Nov, 2018 to the Delft Maha Vidyalayam to have an evaluation on implemented rain water harvesting system and model vegetable garden which had been commenced in 2016 with the intention of introducing drip irrigation system and other water management systems and enhancing vegetable harvesting through introducing advanced technologies. The teacher in charge of the activity was absent and



the school principal Mr. E. Chachithananthan is newly appointed in 2018. The teacher who was the focal point person at the initial stages of this project got transferred to another school, with whom we could have a conversation on the telephone. The project log book related to this activity had very little information or comments made by NCB members on their monitoring missions.

Though the rain water harvesting system and the model vegetable garden are in running condition they are not maintained properly. Also there are major construction flaws as which have not been observed or remedied by MFF. There was no concrete base provided for the RWH tanks. Without the concrete base the tanks are sinking into the soft soil and due to this reason the intake line has broken away. The school has a need for water as the toilet had no water supply. But no attempt has been made to connect the lines as the harvested rain water is supposed to be used for agricultural purposes only. There is a dug well, from which brackish water drawn from which is used for washing purposes or for toilet use. They have another separate tank filled regularly using potable water which is brought from Sarapittya, an area 7 km away. Around half of the Delft Island depends on this Sarapittya for their drinking water where as other half depends on an reverse Osmosis plant from which water is also available in the Island. Those systems which are not having the base should be provided with concrete foundation.

In case of drip irrigation system put up by the school rows of empty poly bags used for home gardening were observed. The school has a plan to plant vegetables in those empty bags in near future. Earlier the vegetables harvested on their own school garden were used for providing lunch to their student. This stopped due to discontinuation of the lunch programme in the schools.

In the school premises another older ferro concrete rainwater harvesting system which had lost only the roof guttering system was observed. It is observed that this system may have been rehabilitated through MFF. A request has now been given by the school development society to the

Education department to revamp that older rain water harvesting system.

Importantly, other staff or the principal know nothing much regarding this project implemented in their school. no proper supervision or technical support given to the society throughout the project. There is much potential for

compost making which can be used as crop fertilizer.

Even the person initiated this project from Science Association, University of Jaffna hasn't had contact for direct support or supervision thereafter. The program shows a lack of coordination and indicates threat to sustainability due to poor monitoring and follow-up.

## **2. Eco-friendly Beach Cabanas in The Delft Island.**

This project was started in 2015 with the intension of increasing the income and creating new livelihoods for the communities. As proposed it had been completed in 2016. But the land was only leased for 1 ½ years from the owner.

This project was funded through the grantee "Sewa Lanka" and now it is now in the hands of Delft fishermen's Co-op societies Union Ltd. The fishermen's society prefer for tear it down as the construction is so poor. Also it is built near the womens bathing spot which may lead to other complications.

The cabanas constructed under this project are in very dilapidated condition. The huts were made up of wooden walls and very cheap thin gauge roofing materials is used for the roof. Because of the improper construction of these wood walls and use of thin roofing material the walls got buckled due to the heat and the roof was torn off due to the impact of the coastal wind. There after though it was started up it ran only three or four months. There was a room boy assigned but he too left as there was no business.

On a field visit made on 29<sup>th</sup> Nov, 2018 to the Delft Island the evaluator met with Mr. A. Jeevan

(Chairman, Delft Fishermen's Co-op societies Union Ltd.) and Mr. P. Roshan (Pradeshiya Sabha Chairman) during which they were able to state the obstacles they are tackling with.

According to the statement given by the contacted persons, the intermediate organization Sewa Lanka had given the construction contract to a person who had a close relationship with them. Supervision was poor. Therefore, the materials used for the huts' construction were in poor quality. At the same time even the construction hasn't finished completely yet. There is no separation to two adjacent bathrooms.

Additionally they stated that, the Pradeshiya Sabha(local authority) has the ownership of the particular land. This land was released for the grantee Sewa Lanka with a lease agreement of one and half year and they were permitted to install only a temporary building. After getting approval from Pradeshiya Sabha, instead of installing a temporary building they built permanent huts which was not permitted by the Pradeshiya Sabha. Further, the one and half year agreement is also all over. The Chairman of the Pradeshiya Sabha was of opinion that the land lease agreement has to be renewed in order to permit the activities to continue otherwise they would take over the land back from the Delft Fishermen's Co-op societies Union.

Another problem is regarding the property is damaged and the fittings ( fans, water pumps) were stolen . The building was also damaged by the people who were passing nearby as there is no security. According to the community groups estimation, the repair cost will require minimum of Rs 100, 000 and it may be cheaper to rebuild.

### **3. Restoration of "Thoddichchakulum" Pond in Delft Island.**

This one year project has been completed in 2016 and 2017. Due to the absence of the grantee focal point ( he was currently abroad on study leave I ) the evaluator met with Prof. Mrs. Sivashanthini Kuganathan (Head of the department, department of fisheries, University of Jaffna) who was the project proponent of the Thoddichchakulum . She had earlier got a MFF grant for a sea cucumber study.

There are 44 such ponds in Delft which is an extremely water stressed island. This small pond have been restored as a model through widening, bund raising, cleaning up the pond's barrier and blocking seepages in bunds. The construction is excellent and provides water for community and wildlife( Delft has wild ponies). The local officer is in charge of the pulley for the well which is situated in the pond for human use- this traditional system is called " Kirny".

The bund has a concrete notice indicating all organization and institutions involved in this project. MFF ownership is clearly indicated in this activity only from among all the small grants.

#### **4. Greening of Bare Land and Income Generation for The Selected Community Members Project in "Manalkadu".**

The project implemented in Manalkadu called "Greening of Bare Land and Income Generation for The Selected Community Members" through which 76 families are getting benefits to improve their subsistence level livelihood was carried out with staff from the former grantee "Aruthal", the Jaffna based organization which carried out the project at this particular area since 2016 to 2017. The site was visited along from Mr. Jeyakanthan Kasthooran (Project Coordinator) and Mr. A. K. Sanmuganathan (Facilitator ) from Aruthal . According to the interview we had with the grantee officers, this project was started to enhance the livelihood of this community, as initially the people were dependent on sand mining and mangrove felling which was damaging the fragile ecosystem. As an intention of preserving mangroves Aruthal has conducted a project called "Participatory Conservation of Casuarina Forest" was initiated by this small organization in 2015. Thereafter based on the assessment of community need, they started a livelihood project under MFF to introduce income generation options for the 76 selected families of the coastal area in Manalkadu. During this

evaluation 22 beneficiaries out of 76 were met with for a focus group discussion to develop a data set on achieved benefits, occurred changes on their livelihood, current practices, problems faced and their current requirements etc and a questionnaire survey had also been carried out.

Through direct observations and discussions made could gather valuable information regarding benefits and limitations they had. The selected people in the gramasevaka

divisions J/418 and J/419 (Valikkandi & Kudaththanai) had been provided with four income generating options such as onion cultivation, poultry rearing, fish marketing and food processing. According to grantees 28 beneficiaries were involved in onion cultivation, 20 beneficiaries in poultry rearing, 23 people in fish marketing and 03 in food processing. The selection procedure done by the divisional secretariat based on the experience people they had and their current livelihood. For poultry rearing each of beneficiaries had been provided with 20 chicks and cash of Rs. 5000.00 for building up cages whereas onion farmers had been given with 100 kg of onion bulbs. Fish vendors had been given cash of Rs. 10 000.00 and other equipment needed, for food processing cash of Rs. 2 400.00 and other utensils were provided.

Anyhow most of them do cultivation two times per year. Marketing of harvested products are sold at the local markets or it is sent to other parts of the country through middlemen. In case of onion cultivation the farmers can be affected in both seasons, the wet and dry. During wet season the bulbs get diseased and start to rot. In dry seasons the crops suffer due to leaf blight and they produce bulbs of small sizes. Though the farmers requested the aid of agricultural instruction from the grantee to surmount these challenges they were not supported technically and some of them stopped doing onion cultivation in the wet season. Some beneficiaries do not have own lands and are tenants. In poultry rearing group reported that birds are affected in wet season mostly due to spreading of diseases. Because of this incident one beneficiary was lost all her inputs and others continued their business with remaining 7 or 8 chicks. They were not taught construction of the traditional aerial cages which are used in other parts of the country to avoid flooding. They have not been registered as an organization with the local Divisional Secretariat and Veterinary surgeon to enable them to access state support services. . Some of them were

able to get veterinary officials' consultation privately and some could not. Moreover the group had preferred goat rearing with which they were familiar to chicken rearing .

Some beneficiaries are struggling to feed the birds properly as a result the birds peck each other ,there is heavy moulting and the stock is becoming weakened. Another matter of concern is that some of the chicks turned out to be cocks and not hens due to improper sexing at the farm gate.; they were not reimbursed for this loss by the supplier or grantee . The survivors have been useful in providing nutrition for the families and with the surplus being sold at a normal price of Rs. 18.00 per egg ,about 12-20 eggs per family per week.

The fish marketing group seems to be doing best with the support as they have been already very experienced in marketing.

The food processing group had preferred gas cookers since they had problems accessing firewood, another had wanted labels for packeting snacks- these small requests and initiatives were not supported.

Though the fish vendors are doing well their business most of the others have been not provided with sufficient technical support and other services.

There are no strong groups of women developed through the MFF intervention in any of the SGs since they were not registered and empowered through capacity building programs . The grantee has not understood the dominant gender ideology in the areas they work in and planned accordingly. Men continue to be decisionmakers related to SGs with women as nominal entrepreneurs.

##### **5. Aloe Vera project –Kalpitiya**

Two visits were made to Kalpitiya and discussions conducted with beneficiaries as well as MFF officers .The project had started well with a leading beauty product company being the main purchaser. Many non beneficiary families too started cultivating with wild stock in the initial stages. After the end of the grant the grantees started their own business and stopped purchasing the product. The female livelihood grant recipients in the Aloe vera project were mostly gave up the activity by the end of the project cycle as their crop rotted in the field due to lack of a buyer. The beneficiaries remained a collection of individuals unable to access new buyers as they were not registered and denied access to information on marketing /buyers.

The real longterm beneficiariess are seen as male persons connected to the grantee organization. When the female beneficiaries in Kalpitiya , stopped aloe cultivation as their products were not purchased as promised, a male officer who used to work for the grantee started up an extensive commercial plantation of aloe vera using connections built up during the project to sell the product to commercial buyers. Another male who used to work for the grantee has started a commercial venture producing aloe products ( he attended the mini NCB meeting) , he sometimes purchases from Kalpitiya but not always from beneficiaries . Another person linked to the grantee also male, has started up an aloe drink production unit close to Kalpitiya.

6. The beneficiaries inKalpitiya feel abandoned; they would have continued cultivation if the buyers were assured or a commercial contact built up through MFF. In contrast, another international organization functioning in Kalpitiya ,World Vision has had intensive pre project screening beneficiaries , building connections to local state agencies , assuring animal insurance and linked the women with veterinary services through registration . The community said they were aware of this contrasting mode of operation. The major benefit currently derived is to the members of the grantee board who have taken up the project and are cultivating aloe vera on a commercial scale.
7. Issues related to Grantee selection and function  
The Grantees selection was carried out by the NCB after a very transparent process involving public call for Expressions of Interest.

In all the cases the grantee is seen as having little or no contact with the beneficiary community after the end of the project ;the same is largely true for MFF -grantee contacts. However one grantee was blacklisted by MFF for issues related to financial issues related to the MFF SG project conducted in Paneme, in Eastern Sri Lanka. Later this grantee attempted to disrupt beneficiary interviews related to the evaluation in Kalpitiya .

A significant finding is that all the beneficiary groups in Jaffna and Kalpitiya were not organized in formal registered associations which would have made it easier for the beneficiaries to access services from the local government/state agencies after the end of the grantees intervention .

Regionally MFF has developed excellent gender guidelines /capacity building guidelines with reference to gender. But the gender material developed by MFF does not seem to have trickled down to ground level for empowerment and developing a female community leadership. These documents developed at regional level seem to have been used for donors and national agencies but not have not been disseminated to grantees in national languages. An recheck from the grantee Aruthal /Jaffna regarding documentation confirms this observation. (It is not possible recheck with the Kalpitiya

grantee as there is current hostility with MFF which manifest itself in a rather stressful way when the grantee tried to stop a key beneficiary from being interviewed by the evaluator.)

It is seen that not having or recruiting the relevant skill set for community development has caused setbacks for MFF at local level. In Sri Lanka the SGF coordinator was a senior marine biologist who was already working for IUCN , extremely competent in her field of expertise but lacking in experience in community development, gender and social inclusion and capacity building . These areas of expertise were needed especially in the small grants dealing with livelihoods programs. When the activity ran into difficulties it would have been possible to bring in a “trouble shooter”; this was not done either.

#### 8. Functioning and sustainability of SG program

The sustainability of the small grants programs which were visited is very uncertain except in one instance that is the pond project in Delft where the grantee (University of Jaffna) is seen to have carried out a technically correct activity with skill and commitment. The beneficiaries of the Manalkadu onion and fish vending projects were those persons already engaged in the trades so they were best able to use the assistance to further support their trades. The chicken Rearers and food processing groups were the least successful – the chickens sickened and died, hens turned out to be cocks with no compensation given for same, veterinary services were not connected to the group, the failure to provide aerial cages in a flood prone area led to high chicken mortality. Moreover the group had preferred goat rearing with which they were familiar to chickens. The food processing group had preferred gas cookers since they had problems accessing firewood, another had wanted labels for pack eting snacks- these small requests and initiatives were not supported. On the whole the SG program is seen as lacking in depth and intensity to achieve a definite level of sustainability. Overall the approach is lacks a wide angled vision which would have supported a higher level of success.



Indonesia

## Introduction of Silvo-fishery Practice for Improving the Conditions of Coastal Communities of Coastal Communities in Tambak Gojoyo Sub-village and Wedung Village, in Demak Regency, Central Java, Indonesia

### Grant Information

**Grantee:**

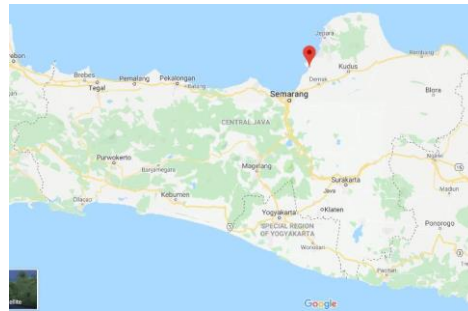
Lembaga Pengkajian dan Pengembangan Sumberdaya Pembangunan (LPPSP) or Institute for Study and Improvement of Development Resource, Semarang, Central Java

**Grant Period:**

1<sup>st</sup> June 2014 to 30<sup>th</sup> September 2015

**Grant Amount:** USD 49,360.00

**Grantee's Contribution:** USD 3,054.00



### Background

Demak is affected by sea abrasion (erosion caused by the sea). The damage to the Demak coastline, estimated at 495.80 hectares, is attributed to the beach reclamation. Wedung is one of the villages experiencing the effects of this damage. In the sub village of Gejoyo, mangrove silvo-fishery is appreciated as a solution to reversing the negative effects of sea abrasion.<sup>1</sup>

The MGF project used the silvo-fishery model as the main approach to strengthen Gejoyo community's resilience in the face of sea abrasion, alongside community development activities.

### Results

- Community network for mangrove ecosystem management to protect the area from coastal abrasion was established
- Improved livelihood through mangrove-based products production. Although not every group experienced the same level of improvement (income) due to the type of products they produce, as well as very limited market (only within the sub-village)
- Village regulation on mangrove protection was established and implemented, where for every mangrove cut (illegally), the person cutting the mangrove must replant 100 mangrove seeds
- Other leverage of USD 50,000 is provided to the grantee through the MoU with the District Planning and Development Agency and the MFF grantee, which enabled the grantee to receive support from different government agencies and continue their rehabilitation activity beyond the MFF project duration<sup>2</sup>.

<sup>1</sup> Summary MFF Grant Facility Projects in Indonesia (2010-2017)

<sup>2</sup> MFF 2017 Annual Progress Report\_ revision draft 2018 06 28

**Planting and Managing Mangroves  
along Coastal Areas of Kulon Progo  
Jangkaran Village, Temon Sub-district, Kulon Progo District,  
Daerah Istimewa Yogyakarta Province, Indonesia**

**Grant Information**

**Grantee:**

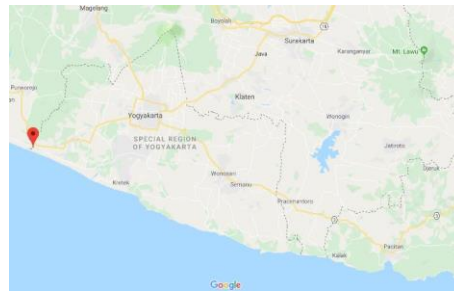
DAMAR Foundation, Kulon Progo,  
Yogyakarta

**Grant Period:**

27<sup>th</sup> August 2012 to 27<sup>th</sup> April 2013

**Grant Amount:** USD 25,000.00

**Grantee's Contribution:** USD 2,960.00



**Background**

Kulon Progo District, located in the southern part of Yogyakarta Special Province, faces directly to the Indies Ocean. The regency is often threatened by flood and tsunami especially the four Sub-districts, including Temon.<sup>1</sup>

The MFF SGF project supported the community of Jangkaran village, Temon sub-district by planting and managing mangrove in the beach, especially in the creek of Bogowonto river. It is hoped that in the long term, the existence of the mangrove forest will give great advantages for both the people of Kulon Progo and Purworejo Regencies.

**Results**



Mangrove forest managed by Wana Tirta Famers Group planted by the MFF SGF Project

- Mangrove forest area and community-based mangrove forest management, Wana Tirta Farmers Group, was established to protect the mangrove forest along the coastal area and fish pond as well as to protect the area from tsunami threat
- The community has also received supports from local government, District Forestry Office, in the form of capacity building through "Farmers Field School", provision of mangrove and casuarina seeds, and the local government is planning to develop "Community-based Nursery"
- Increased income through mangrove-forest eco-tourism that generates an average of USD 136 per month (400 visitors).

<sup>1</sup> Summary MFF Grant Facility Projects in Indonesia (2010-2017)

## Women's Group Empowerment to Increase Household Income through Production and Marketing of Mangrove and Fisheries-Based Products in Karanganyar Village, Probolinggo District, East Java Province, Indonesia

### Grant Information

**Grantee:**

Lembaga Penerbitan, Penelitian, dan Pengabdian pada Masyarakat/Research, Publishing Centre and Community Service (LPPPM) - Nurul Jadid Islamic Institute (IANJ)

**Grant Period:**

2<sup>nd</sup> Mar 2016 to 31<sup>st</sup> Dec 2016

**Grant Amount:** USD 10,656.00

**Grantee's Contribution:** USD 799.00



### Background

Karanganyar is one of the coastal villages located about 30 km to the east Probolinggo, East Java, which is populated majority by farmers and fishermen who are living in poor condition where poverty has been the major problem in this village. This economic condition is worsened by environmental degradation and coastal abrasion occurring as an impact of climate change.<sup>1</sup>

The LPPPM-IANJ through the support from MFF SGF project, facilitated the local communities planting 1,150 *Casuarina* in the 5 ha of coastal area in Karanganyar Village, as well as empowered the women group through income generating activities.

### Results

- The community of Karanganyar village with the support of MFF SGF project and LPPPM-IANJ, protected their area from abrasion through coastal vegetation rehabilitation. Of the 1,150-*Casuarina* planted, 750 trees (65%) grew well and rehabilitated 1.5 ha of coastal area.
- Improved livelihood through mangrove-based products production (Women Group) such as grill milk fish cake (*otak-otak bandeng*) and crab-cracker. The group members experienced significant improvement in their livelihood and have been able to expand their market to other provinces including to West Java and Bali through their own network.



Casuarina planted in Karanganyar coastal area in 2016 through the support of MFF SGF Project

<sup>1</sup> Summary MFF Grant Facility Projects in Indonesia (2010-2017)

## MFF Small Grant Facility (SGF)

# Synergy of Mangrove Forest Rehabilitation and Sustainable Economic Development of Coastal Community In Sidopekso Village, Kebonagung Village, and Kalibuntu Village, Kraksaan Sub-district, Probolinggo District, East Java Province, Indonesia

## Grant Information

### Grantee:

Kelompok Tani Tambak (KTT) or Fish Farmers Group of Sido Agung, Probolinggo, East Java

### Grant Period:

11<sup>th</sup> Apr 2014 to 10<sup>th</sup> Apr 2015

### Grant Amount: USD 10,965.00

### Grantee's Contribution: USD 5,301.00



## Background

Kraksaan sub-district is one of the coastal areas in Probolinggo having lots of damaged ponds and depleted mangrove cover. The damage is mainly caused by rent intensification. Moreover, due to poor construction, the embankments are often eroded, so mangroves should be planted alongside the pond embankments to support the pond construction. Sido Agung Farmers Group have planted mangroves in the riverside and applied sylvofishery method in one of the ponds. However, those efforts are not enough.<sup>1</sup>

Sido Agung Farmers Group with the support from MFF SGF project, have maintained and increased both the volume and the extent of mangrove cover, as well as developed sustainable economy for the local communities.

## Results

- Restored the natural conditions of the shrimp and fish ponds by planting mangroves around the pond and coastal area. In total, 82,250 mangrove seedlings were planted (with 83% growth rate) and 5 ha was rehabilitated (two fish ponds, along three riverbanks and coastline)<sup>2</sup>
- Improved livelihood through mangrove-based products production (additional income of average USD 639 per month by the women group)<sup>3</sup>
- The Group has also initiated the implementation of village regulation on mangrove protection, where for every mangrove cut, the person who cut mangrove tree have to replant 10 mangrove seeds.



Letter of Agreement between community member and Sidoagung Group Leader, acknowledged by the Head of Village, on mangrove cut planning and replanting

<sup>1</sup> Summary MFF Grant Facility Projects in Indonesia (2010-2017), 55

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

Vietnam

## **Project briefs (05 projects)**

**1/ Name: *Developing community participatory coral reefs management mechanism and pilot rehabilitation of 2,000m2 hard corals in Bai Huong Hamlet, Tan Hiep Commune (Cu Lao Cham), Hoi An, Quang Nam Province***

Grantee: Grantee: Cù Lao Chàm MPA

Objective: 2000 m2 of coralreef in Bai Huong village – CuLao Cham MPA has been restored/rehabilitated, the ecosystem in Bai Huong village has been protected by community and tourism.

Results: Ecosystem of 2,000 m2 coral reef as been rehabilitated with about 2,400 hard coral groups

- Community awareness on coral reef protetion has been improved with concrete linkage to tourims activities and sustainable livelihood improvement thru tourism.
- Local regulations on coral protection has been applied by community and toursm.

**2/ Name: *Study on conservation and restoration solutions for some target resources (lobster, cellana, abalone, scallop, tridacnidae)***

Grantee: Cù Lao Chàm MPA

Objective: Conservation of target species in danger in Cu Lao Cham MPA

Results:

- An IEC material for communication on target resources (lobster, cellana, abalone, scallop, tridacnidae) has been developed;
- Community and tourims guest understand about the value of target resources in local ecosystem;
- Community participates into target resources protection.

**3/ Name: *Develop homestay village in Cam Thanh eco-tour commune/ MPA Cu Lao Cham buffer zone.***

Grantee: Cam Thanh Women's Union

Objective : Women empowerment on economic rights, sustainable income generation from women's house, daily life and local culture and contribute to idigenous culture protection, MAP buffer zone protection, evironmental protection.

**Result 1:** Homestays village has been established and functioned in order to improve the livelihood for local people and protect the Nipa palm forest among Thu Bon river and buffer zone of Cu Lao Cham MPA.

**Result 2:** Women's capacity on community based tourims has been improved

**4/ Name: *Conversion to mangrove polyculture systems from failed or extensive shrimp farms***

Grantee: Tra Vinh Aquaculture Union

Objective: Conversion from fail or extensive shrimp farm into mangrove polyculture systems as model for mangrove forest rehabilitation and livelihood improvement.

Results:

- A technical assessment report on contextual ecosystem and conversion solutions and process has been reported.
- 06 conversion models from fail extensive shrimp farming have been established with the support from local government.
- Dissemination and experience sharing
- A network of conversion model has been maintained.

**5/ Name: *Supporting farmers to develop polyculture of snail-shrimp-fish and planting Scirpus littoralis Schrab for aquaculture natural feed***

Grantee: Tra Vinh Agriculture and Aquaculture Extension Centre (under PARD)

Objective: Livelihood improvement for local people when sustaining and protecting an ecosystem of mangrove forest in Tra Vinh

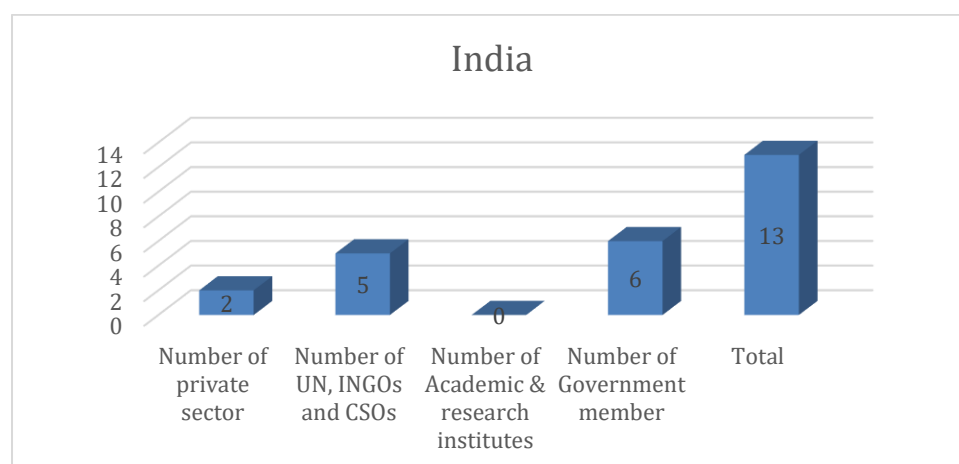
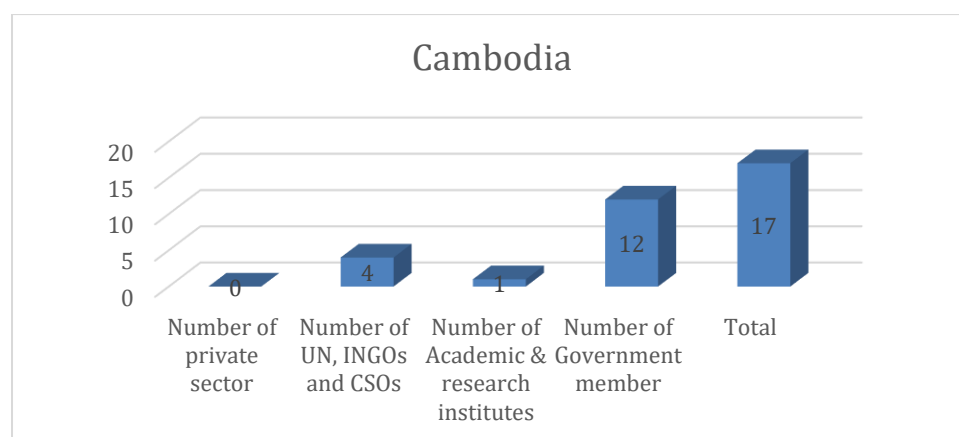
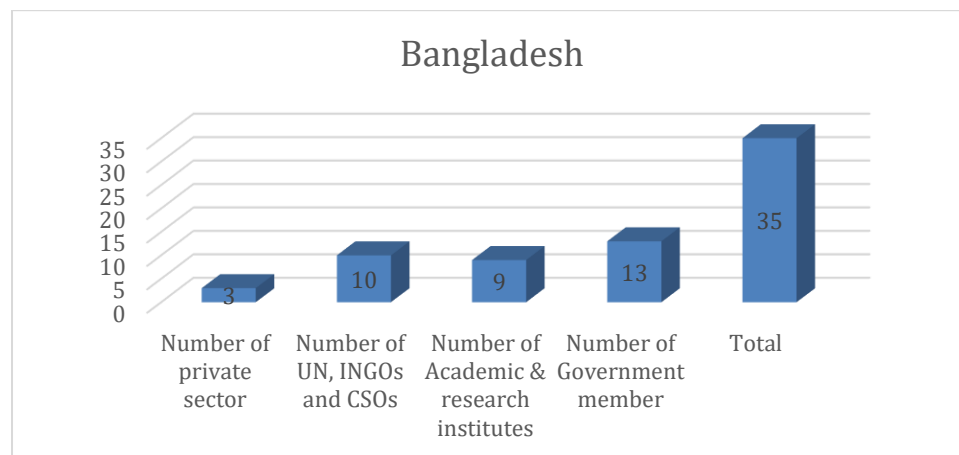
Results:

- Yeild and productivity of policulture model of snail-shrimp-fish and planting Scirpus littoralis Schrab has been proved to community
- The model of policulture snail-shrimp-fish and planting Scirpus littoralis Schrab has been applied.
- Dissemination and experience sharing

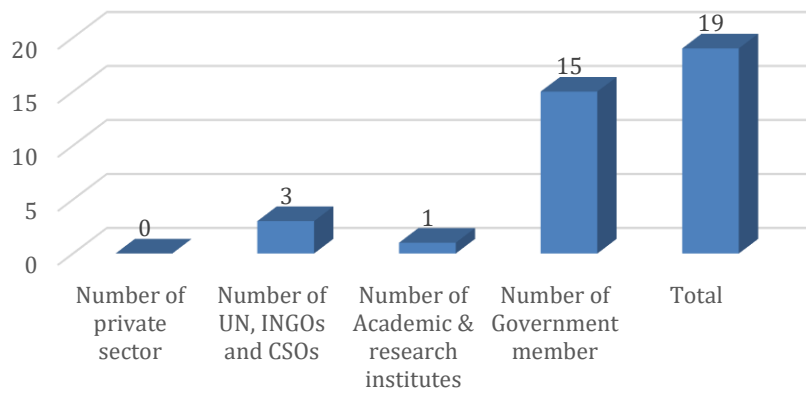


## Annex 8: Distribution of member categories in NCBs in all countries

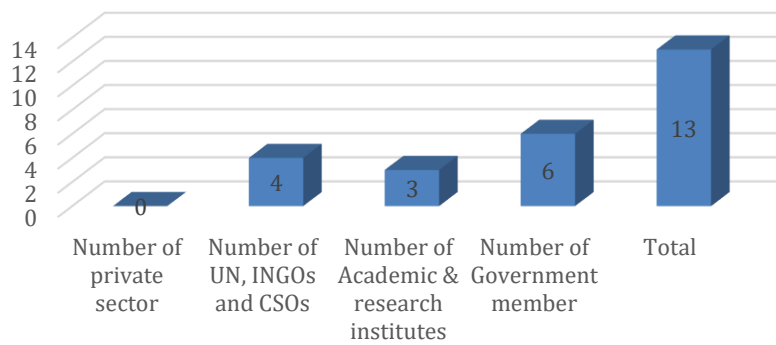
(Source: MFF, 2018: List of NCB members\_11 countries\_Sep 2018)



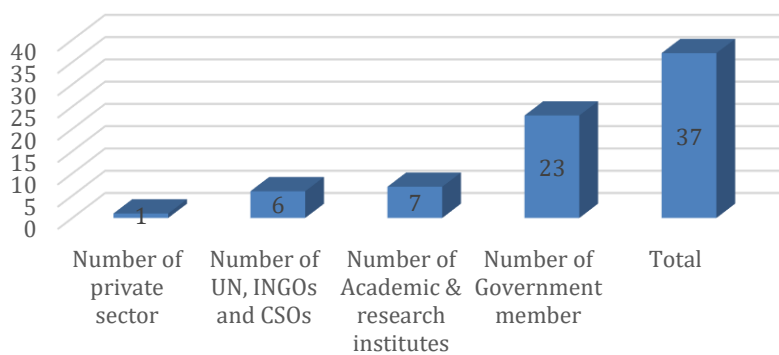
### Indonesia



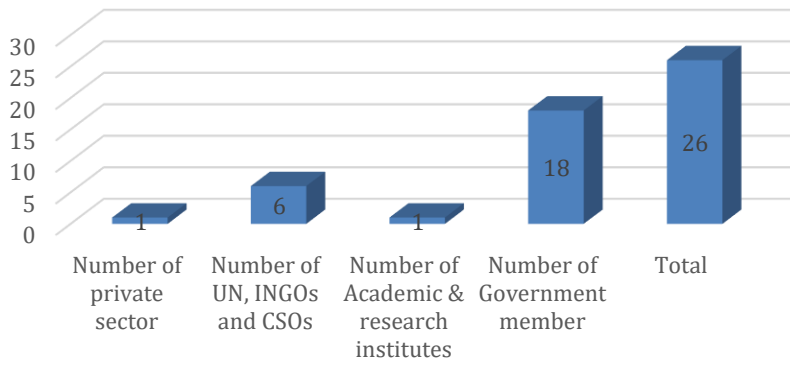
### Maldives



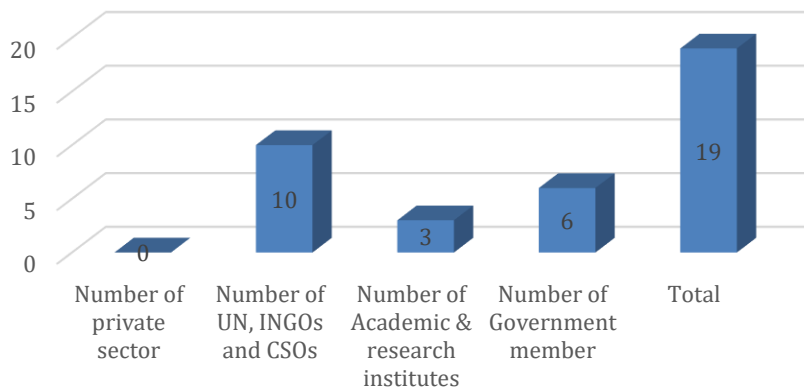
### Myanmar



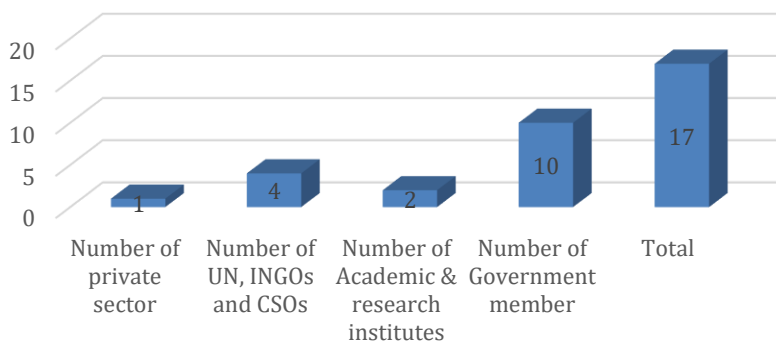
### Pakistan



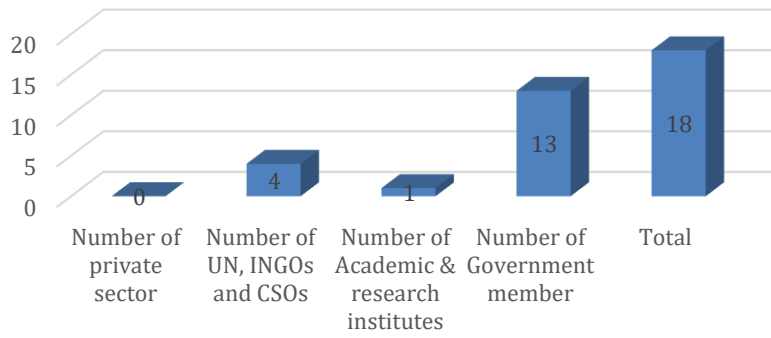
### Seychelles



### Sri Lanka



### Thailand



### Vietnam

