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# **Sustainable Development of the Protected Area System of Ethiopia (SDPASE)**

PIMS 494  
Atlas Award 48561  
Atlas Project No: 58768

## **Mid-term Evaluation, June 2012 Volume 1: Evaluation Report**

Federal Democratic Republic of Ethiopia

GEF OP1: Biodiversity  
GEF Strategic Priority Biodiversity (SP-1):  
Catalyzing Sustainability of Protected Areas

**Government of the Federal Democratic Republic of Ethiopia  
Ministry of Culture and Tourism**

**United National Development Program (UNDP)**

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# **Acknowledgements**

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We would like to thank everyone in Ethiopia who made the Mid-term Evaluation a success. In particular, the Project Management Unit (PMU) and the UNDP-CO gave unstintingly of their time and energy to respond to our demands and questions. Madher Zeleke deserves particular thanks for organizing so much of the mission. During the site visits, we were welcomed into six areas where, again, the protected area and partner staff freely gave of their time.

The evaluation is intended to give a summary of what has been achieved in the project as well as glean some of the lessons that can be learned from it in what was a relatively short period. In addition, we look forward to the second stage of the project. In the report, we have tried to offer constructive criticism where we think it is warranted and we hope that those involved in the project take it as such.

Finally, it is a pleasure to return to Ethiopia and to see many old friends and meet new people. We saw the results of their work of conserving important places in the world. We would like to offer them our thanks and wish them every success in their continuing endeavours.

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# Table of Contents

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## Volume 1: Evaluation Report

Executive Summary .....	5
Acronyms and Abbreviations .....	12
1 Introduction.....	13
2 Approach and Methodology .....	14
3 Project Description and Development Context.....	16
4 Analysis of project formulation .....	16
5 Findings .....	26
<b>5.1.1</b> Role of UNDP-CO .....	26
<b>5.1.2</b> Stakeholder participation .....	27
<b>5.2</b> Project Implementation .....	28
<b>5.2.1</b> Implementation modalities and project management .....	28
<b>5.2.2</b> Project staff .....	30
<b>5.2.3</b> Adherence to logframe.....	31
<b>5.2.4</b> Financial Planning .....	31
<b>5.2.5</b> Cost effectiveness .....	33
<b>5.2.6</b> Monitoring and evaluation .....	34
<b>5.3</b> Project Results.....	35
<b>5.3.1</b> Remaining barriers to effective management of the protected area system of Ethiopia.....	35
<b>5.3.2</b> Attainment of objectives .....	36
<b>5.3.3</b> Replication .....	50
<b>5.3.4</b> Country ownership.....	50
<b>5.3.5</b> Mainstreaming .....	51
<b>5.3.6</b> Sustainability.....	51
<b>5.3.7</b> Catalytic role .....	54
<b>5.3.8</b> Impact .....	55
6 Transition to Stage Two.....	56
<b>6.1.1</b> Analysis of the Triggers to allow transition to Stage Two .....	57
<b>6.1.2</b> Outcomes, Outputs for Stage Two .....	58
<b>6.1.3</b> Transition to Stage Two.....	59
<b>6.1.4</b> Implementation arrangements, Stage Two.....	60
7 Conclusions, Recommendations and Lessons .....	60
<b>7.1.1</b> Lessons learned and recommendations.....	61

## Volume 2: Annexes

Annex 1	Terms of Reference .....	Annex 3
Annex 2	Itinerary of Field Mission and Summary of Field Visit ...	Annex 9
Annex 3	List of People Consulted .....	Annex 11
Annex 4	Summary of project achievements, by Outcome and Output	Annex 13
Annex 5	Status of co-finance, May 2012 .....	Annex 38
Annex 6	List of major inputs provided by project .....	Annex 40
	Equipment .....	Annex 40
	Materials .....	Annex 40

Workshops .....	Annex 41
Assignments abroad .....	Annex 42
Different short term training & courses abroad .....	Annex 42
Annex 7      Tourist numbers by protected area .....	Annex 45
Annex 8      Decisions taken at the PSC meetings .....	Annex 46
Annex 9      List of Documents Reviewed and Documents Produced by Project .....	Annex 48
Documents produced by the Project or in association with the project ...	Annex 48
Other documents reviewed by the Evaluation Team .....	Annex 50
Maps prepared by SDPAS of Ethiopia .....	Annex 51
Annex 10     Evaluation Consultant Agreement Form .....	Annex 52

# **Executive Summary**

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The Mid-term Evaluation was carried out by one International Consultant and one National Consultant with a mission to Ethiopia between 13 – 31 May 2012. The MTE took place four months before end of Stage One of the project. During the mission, the evaluation team met and interviewed a large number of stakeholders including i) members of staff of EWCA, ii) members of the Project Steering Committee (PSC), iii) the Project Management Unit (PMU), iv) representatives from a number of protected areas, v) representatives of NGOs, and vi) UNDP-CO.

## **Key Findings**

The project had an extremely long gestation. It was first conceived in 1998 with the PDF-A stage being developed in 1999. The PDF-B stage was only implemented in 2004 and the project documents were initially completed in early 2006. Following a protracted negotiation, the agreements were signed in 2008 with amended project documents, contracts were developed and project implementation commenced in October 2008. It is remarkable – if not a little alarming – that many of the issues identified in the original PDF-A and PDF-B documents remained pertinent one decade later when the project implementation commenced in October 2008!

By the time protected implementation commenced, various changes had occurred (although the barriers to effective protected area management remained the same, as noted above). For example, the Ethiopian Wildlife Conservation Authority (EWCA) was established and moved from its position under the Ministry of Agriculture and Rural Development (MOARD) to its current position in the Ministry of Culture and Tourism (MoCT), the Wildlife Development, Conservation and Management Policy and Proclamation was enacted, and one of the key partners, African Parks, withdrew from its partnership with the government over the management of Omo and Nechisar National Parks. These changes were partly reflected in the Inception Report, which was developed following an Inception Workshop in which the Outputs and Indicators for the project were modified. However, the basic structure and length of the project remained the same.

The project was designed to be unique in its length and budget. It was designed as an eight-year project in two stages. Each stage was budgeted to receive USD 4 million from GEF and a further USD 1 million to capitalize a Trust Fund. As such, the total budget for the eight-year period was USD 9 million. An eight-year period was deemed necessary because it was recognized that to have impacts, the project would have to build trust within the sector before it could really be considered a partner in aiming to achieve conservation goals. Thus, it was recognized that influencing change in Ethiopia would take significant periods of time.

The project document was designed such that at the first stage had not only to achieve the Outcomes and Outputs (as measured by indicators, as usual) but the project should also achieve a number of triggers (closely related to the indicators) which would allow the project to move into the second stage.

The project was designed targeting five outcomes, broadly: i) mainstreaming protected areas across different sectors, ii) ensuring that there is an enabling environment for protected areas, iii) building the capacity of the protected area

authorities, iv) learning from model or demonstration sites and v) ensuring sustainable financing for the protected area system.

## Key results

Overall, the project has made some progress towards achieving the results as set out in the logical framework. Some aspects were completed but others remain “in progress.” Many *processes* have begun. The key results of the project, to date, include:

- Little has been achieved in terms of mainstreaming protected areas – partly due to the persistent focus of the protected area system on large mammalian fauna and, therefore, deemed as irrelevant to other sectors and to the country’s development as a whole. However, there is language referring to protected areas in the policies of the Ministry of Water Resources and in the Sustainable Land Management Program but implementation is negligible.
- The project commenced once the Wildlife Policy and Proclamation were in place. Therefore, the project has been working to develop guidelines for the implementation of the policy and proclamation despite the shortcomings of these pieces of legislation. Examples include: i) investment guidelines, ii) guidelines for re-demarcation of protected areas, iii) a scout training curriculum and handouts. In addition, the project developed a Trust Fund Investment Policy and Proclamation (that has been submitted to the Council of Ministers for enactment).
- The process of re-demarcating the protected areas is underway (including negotiation of boundaries with local authorities and communities). The regulations for six protected areas have been submitted for gazette.
- The project has provided training for 490 scouts in many of the protected areas across the protected area estate. A small number of EWCA staff has received post-graduate training.
- The project has provided inputs (see Annex 6 for a list of inputs) to a number of protected areas – mainly equipment
- The project has catalyzed some funding to the protected area system. This is in conjunction with increased donor confidence because of the presence of the project.
- Increases in the METT for a number of protected areas across the protected area estate largely reflect these inputs; much remains to be done.
- The project has carried out a number of key studies, including: i) the Gap Analysis, ii) the Economic Study, iii) anthropogenic impacts on Abijata-Shalla lakes, iv) an assessment of the sport hunting industry in Ethiopia and v) the carbon study (regarding REDD+ potential). In addition, a number of plans and strategies have been produced, including: i) business planning guidelines for protected areas (with one business plan produced for BMNP), ii) a climate change adaptation plan for EWCA, iii) hunting guidelines. Some of these remain under discussion.
- The remaining model sites – BMNP and GCCA – are providing lessons and best practices with GCCA being the most effectively managed protected area in the country (as measured using the METT).

- Tourism revenues have increased and steps have been taken to establish a Trust Fund.

## Evaluation Tables

Item	Rating	Comment
<b>IA &amp; EA Execution</b>		
Overall quality of implementation & execution	<b>S</b>	The project appears, to date, to be implemented in a satisfactory way, especially when taken in the context of Ethiopia. The disbursement of funds (discussed below) has been notably good in this context. However, there are a few caveats, among them the degree to which other stakeholders and/or partners have not bought into the project and its implementation. In addition, the PMU and GIZ-IS may have taken further steps to engender trust – which remains limited.
Implementation Agency Execution*	<b>S</b>	UNDP, both from the Country Office and from the Regional Centre in Pretoria, has provided satisfactory support and monitoring of the performance of the project. Minor caveats exist: it would have been good practice to introduce the recent monitoring tools (e.g., Capacity Develop Scorecard given its relevance) to the project.
Executing Agency Execution*	<b>S</b>	The engagement of GIZ-IS has proved to be a success, without reservations, in the implementation of the project. The only caveat that exists here is that EWCA's capacity has not been built to the extent that it can assume management of the project as was originally envisaged in the Project Document.
<b>M&amp;E</b>		
Overall quality of M&E	<b>S</b>	The monitoring and evaluation of the project has been satisfactory with few shortcomings (see text for caveats)
M&E design at project start-up	<b>S</b>	The monitoring and evaluation framework, as designed, was typical of UNDP-GEF projects.
M&E plan Implementation	<b>S</b>	The monitoring and evaluation processes have been implemented with few shortcomings (as mentioned in the text).
<b>Outcomes</b>		
Overall quality of project outcomes	<b>MS</b>	The project has made some gains but much remains to be done. As described in the text, there are numerous caveats. The project has delivered i) on the things that are easiest and necessary but remain insufficient for a sustainable protected area system and ii) partially on those things in which EWCA is interested (e.g., demarcation).
Relevance	<b>MS</b>	The project's work remains relevant to the development context within Ethiopia – and gains have been made to achieve the indicators in the GTP. However, re-branding EWCA and marketing the protected areas for their true value (as indicated in the "Economic Study") would contribute to a broader understanding of the relevance of Protected Areas to the development of Ethiopia
Effectiveness	<b>MU</b>	As noted above, the project has dealt with the "easy hits" but has yet to confront the challenging aspects of ensuring sustainability and effective

		management across the protected area system. Given the complexities of the barriers, the project will have to find mechanisms to deal with some of these complex issues if it is to have a lasting legacy.
Efficiency	<b>S</b>	The project has been very efficient in its delivery – particularly in terms of cost-effectiveness.
<b>Catalytic Role</b>		
Production of a Public Good	<b>S</b>	Playing a catalytic role is an important part of the project as this will lead to an effectively managed system – rather than just a series of protected areas. The project had catalysed co-finance but more work is necessary on developing further partnerships and replicating best practices.
Demonstration	<b>S</b>	
Replication	<b>MS</b>	
Scaling up	<b>MS</b>	
<b>Overall Project Results</b>	<b>MS</b>	The project has moderate shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency. It has been highly efficient in its implementation – in an almost unprecedented way in Ethiopia. However, it has fallen short in the achievement of some of its objectives and, on occasion, has not demonstrated adaptive management in response to the significant changes that have occurred since the project was conceived.

## Key Issues

There were a number of key issues:

- The MTE recognize that, in its design, the project was overly ambitious. In addition, the language and formulation of the logical framework was confusing and complex, not aiding implementation.
- The focus of the protected area system remains on large mammalian fauna – despite the fact that the Economic Study carried out under the project elegantly demonstrated that the greater value of the protected areas lies in the ecosystem services they provide. This has not assisted with mainstreaming (as large mammalian fauna are perceived as being largely irrelevant to the development processes in Ethiopia).
- The focus of the project to date has been provision of inputs; the re-demarcation of the protected areas is the most difficult process that the project is assisting with but many more “difficult” issues remain and need to be addressed.
- Key aspects of the first stage remain incomplete, including:
  - Development of the Protected Area System Plan
  - Development of the Financial Sustainability Plan
  - training of senior staff, both at HQ and PA levels
  - analysis of the structures of EWCA and a re-structuring process
  - re-categorization of the protected areas – in line with studies such as the Economic Study carried out by the project and the actual situation of the protected areas
  - catalyzing partnerships in individual protected areas



- the failure of MoCT to adopt protected area/ecotourism as one of its priority areas
  - the low number of tourism developments in protected areas
  - the lack of management planning in protected areas, and the absence of management planning guidelines
  - the poor efforts to learn lessons from the model sites
  - the exclusion of regions from the project processes
  - the staff development within EWCA, including career development, performance assessments and ensuring appropriately skilled personnel
  - the absence of joint management committees
- One key issue is that by the end of Stage One, the project had not built the capacity of EWCA sufficiently to assume control of the project during Stage Two.
  - Monitoring of the impacts and outcomes could have been improved.
  - As depicted by the table below, sustainability is a critical issue; Stage Two needs to put into place structures and processes that will guarantee sustainability.

Item	Rating*	Comment
<b>Sustainability</b>		
Overall likelihood of risks to sustainability	U	These factors are inter-related but the situation at present is that if the project were to cease, there would be a significant risk that the gains that the project has made would not be sustained.
Financial resources	U	
Socio-economic	HU	
Institutional Framework and governance	MU	
Environmental	U	

## Key lessons learned and recommendations

The lessons learned – which also translate into recommendations for Stage Two – from the project are presented towards the end of the evaluation report, but, in summary, they include:

- *EWCA cannot do it alone and the success of the protected area system will only be realized if EWCA establishes partnerships across the protected area estate.* By partners, we do not just mean people to fund the work but also people who can assist technically and who can help build the capacity in the sector.
- *Working with local authorities is necessary;* in those areas where protected area managers are already working with local authorities, the management is more effective.
- *The project represents an opportunity for EWCA.* While this may seem obvious, it is clear to the MTE that this opportunity has not been exploited to its full.
- *Find key entry-points and consider re-branding.* The value of protected areas (as demonstrated in the “Economic Study”) in terms of i) watershed protection, ii) climate change resilience, iii) carbon storage and sequestration, iv) biodiversity (for many values), v) potential tourism revenue, vi) scientific interest and vii) aesthetic value are significant. These offer entry points to many programs within the country as they are high on both the government’s and donors priorities. Membership of “transformational” councils or agencies would strengthen EWCA’s institutional positioning.

- *Learn from the model sites.* As the lessons emerge from the model sites, they need to be understood, disseminated and the good practices replicated.
- *Design of second stage with a surgical and well formulated logframe.* It will be necessary to think very hard to develop a logframe that i) will be achievable, ii) is in alignment and has the full support of EWCA, iii) contributes to EWCA's targeted outcomes and outputs, and iv) will lay the foundations for a sustainable system.
- *Strategic interventions with the regions are warranted.* The capacity of the regions is very varied and this needs to be considered when developing the activities for Stage Two of the project. The project should invest in those opportunities through which it can demonstrate how effective protected area management can be achieved.
- *Target a limited number of protected areas to demonstrate effective management.* The project, in conjunction with EWCA, needs to prioritize those areas in which significant gains can be made and to use these as demonstrations sites for replication elsewhere.
- *Improve PSC functionality.* We recommend a number of things to enhance PSC functionality: i) hold all meetings in Addis Ababa, giving PSC members at least one month's notice, ii) to hold three field missions for the PSC to demonstration sites over the course of Stage Two, and iii) ensure that it is the PSC that approves workplans and budgets, and that they are suitably informed to be able to comprehend the progress of the project including the obstacles to its implementation. Finally, as significant partners come on board in Stage Two (including FZS, HOA-REC, African Parks, etc) these partners should also become members of the PSC.
- *Incorporate the UNDP-GEF Capacity Development Scorecard and monitor the Financial Sustainability Scorecard.* Both of these tools, as well as the METT, are not only effective tools for monitoring the different aspects of the project but they are also useful as planning tools. To this end, we recommend: i) that EWCA adopts the METT and applies it to every protected area in country (including the regional protected areas), and ii) that the Capacity Development and Financial Sustainability Scorecards are used for Stage Two of the project – having set challenging but realistic targets for the end of project.
- *Complete strategic plan for protected area system.* Strategic planning capacity is missing within EWCA and thus the development of a ten-year strategic plan for the protected area system would be useful. The plan should develop its own logical framework (including indicators, baseline scores and targets) towards which EWCA can work. These indicators would then be on hand whenever EWCA needs to submit material for forthcoming GTP's.
- *Continue to develop capacity with a focus on team building and leadership training.* All stakeholders agree that there is ample room for improving the capacity and performance in EWCA, and that conflict resolution and team building are necessary to improve EWCA's performance.
- *Implementation arrangements, Stage Two.* Unanimously, the people consulted over the course of the MTE agreed that the implementation arrangements of Stage

One should continue through Stage Two (with GIZ-IS being sub-contracted to implement the project).

- *Design for Stage Two.* During the next few months, the PMU, in partnership with UNDP-CO and EWCA, has much to prepare for Stage Two, including: i) preparing the project document and budgets for the second stage, and ii) preparing the contractual and institutional agreements and Memoranda of Understanding for Stage Two.

# Acronyms and Abbreviations

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ACCA	Abune Josef Community Conservation Area
BMNP	Bale Mountains National Park
BMU	Bundesministerium für Umwelt, Naturschutz und Reaktorsicherheit
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CMS	Convention on the Conservation of Migratory Species of Wild Animals
CTA	Chief Technical Advisor
EPA	Environment Protection Authority
EWCA	Ethiopian Wildlife Conservation Authority
EWCO	Ethiopian Wildlife Conservation Organization
FZS	Frankfurt Zoological Society
GCCA	Guassa Community Conservation Area
GEF	Global Environment Facility
GIZ-IS	Deutsche Gesellschaft für Internationale Zusammenarbeit – International Services
GMP	General Management Plan (for protected areas)
GTP	Growth and Transformation Plan
HOA-REC	Horn of Africa - Regional Environment Centre
JTA	Junior Technical Advisor
M&E	Monitoring and evaluation
MAB	Man & Biosphere
METT	Management Effectiveness Tracking Tool
MOARD	Ministry of Agriculture and Rural Development
MoCT	Ministry of Culture and Tourism
MOFED	Ministry of Finance and Economic Development
MoST	Ministry of Science and Technology
MoWR	Ministry of Water Resources
MTE	Mid-term Evaluation
NPC	National Project Coordinator
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PDF-B	Project Development & Preparation Facility Block B
PMU	Project Management Unit
PSC	Project Steering Committee
SDPASE	Sustainable Development of the Protected Area System of Ethiopia
SLM	Sustainable Land Management Program
SMNP	Simien Mountains National Park
STN	Stichling Foundation, Transhumance and Nature
TOR	Terms of Reference
UNDP-CO	United Nations Development Program – Country Office
WCPA	World Commission for Protected Areas
WWF	World Wide Fund for Nature

# 1 Introduction

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1. The Mid-term Evaluation of the UNDP-GEF project “Sustainable Development of the Protected Area System of Ethiopia (SDPASE)” was carried out in accordance with the UNDP-GEF Monitoring and Evaluation Policy. Thus, it was carried out with the aim of providing a systematic and comprehensive evaluation of the performance of the project by assessing its design, processes of implementation, achievement relative to its objectives, and determining whether changes are necessary for implementation of the second stage of the project.

2. Under this overarching aim, the MTE’s objectives were: i) to promote accountability and transparency for the achievement of GEF objectives through the assessment of results (to date), effectiveness, efficiency, relevance, sustainability and impact of the partners involved in the project, ii) to provide a basis for decision making on necessary amendments and improvements, including seeking remedies for design problems, and iii) to promote learning, feedback and knowledge sharing on the results and lessons learned from the project (to date) and its partners as a basis for decision-making on policies, strategies, programme management and projects, and to improve knowledge and performance.

3. In addition, there were a number of other objectives that pertain to this project in particular. First, the project was designed as an eight-year project with two tranches (or stages). The project design stipulated that by the end of the first tranche, the project should have achieved a number of triggers that would allow the second tranche to begin. Thus, the MTE examined these triggers in depth. Second, while the project document gave a broad framework for the second tranche (including the Purpose of the second tranche and Outcomes), there was little detail regarding: i) the Outputs associated with the Outcomes, ii) the indicators that would be used to measure the achievement of the Outcomes and Outputs or iii) the activities that should be undertaken to achieve the Outcomes and Outputs. Thus, the MTE also worked with the Project Implementation Unit (PMU) to review the proposed Outcomes for the second tranche and to propose Output for each of the Outcomes. In addition, the MTE also made recommendations about the implementation of the second tranche, particularly with respect to the capacity development that was planned for the first stage of the project.

4. As such, this MTE was initiated by UNDP-Ethiopia, as the GEF Implementation Agency for the SDPASE project, to determine its success in relation to its stated objectives, to understand the lessons learned through the implementation of the project and to make recommendations for the remaining stage of the project.

5. The MTE was conducted by two consultants – one international and national. Both consultants were independent of the policy-making process, and the delivery and management of the assistance to the project. Neither consultant was involved in the implementation and/or supervision of the project.

6. The MTE was carried out over a period of 30 days from 01 to 31 May 2012 and included a mission to Ethiopia from 13 – 31 May 2012. This was four months before the end of the fourth year (which is when the GIZ contract comes to a close, see below) and therefore carrying out the MTE at this point was in line with UNDP/GEF policy for Evaluations.

## **2 Approach and Methodology**

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7. The approach for the MTE was determined by the Terms of Reference (TOR, see Annex 1). The TOR were followed closely but the evaluation has focused on assessing i) the concept and design of the project, ii) its implementation in terms of quality and timeliness of inputs, financial planning, and monitoring and evaluation, iii) the efficiency, effectiveness and relevance of the activities that were carried out, iv) whether the desired (and other undesirable but not intended) outcomes and objectives were achieved, v) the likelihood of sustainability of the results of the project, and vi) the involvement of stakeholders in the project's processes and activities. In addition, the MTE focused on the achievement of the triggers to allow the project to move into its second phase and the framework for the second phase.

8. The MTE included a thorough review of the project documents and other outputs, documents, monitoring reports, Annual Project Reports (APR), Project Implementation Reviews (PIR), relevant correspondence and other project related material produced by the project staff or their partners. The evaluation assessed whether a number of recommendations that had been made following a number of monitoring and support visits from members of the Biodiversity staff of UNDP's Regional Centre in Pretoria had been implemented and to ascertain the explanations if they had not been.

9. The MTE also included a mission to Ethiopia between 13 – 30 May 2012. The evaluation process during the mission followed a participatory approach and included a series of structured and unstructured interviews, both individually and in small groups. Site visits were also conducted i) to validate the reports and indicators, ii) to examine, in particular, any infrastructure development and equipment procured, iii) to consult with protected area staff, local authorities or government representatives and local communities, and iv) to assess data that may be held only locally. The evaluators worked with the Project Staff and particularly with the National Project Coordinator (NPC) and Chief Technical Advisor (CTA) throughout the evaluation. Particular attention was paid to listening to the stakeholders' views and the confidentiality of all interviews was stressed. Whenever possible, the information was crosschecked among the various sources. A full list of people consulted over the course of the mission and by telephone, skype or email thereafter is given in Annex 3.

10. The evaluation was carried out according to the UNDP/GEF Monitoring and Evaluation Policy. Therefore, activities and results were evaluated for their: i) Relevance – thus, the extent to which the results and activities were consistent with local and national development priorities, national and international conservation priorities, and GEF's focal area and operational programme strategies, ii) Effectiveness – thus, how the project's results were related to the original or modified intended outcomes or objectives, and iii) Efficiency – thus, whether the activities were carried out in a cost effect way and whether the results were achieved by the least cost option. The results, outcomes, and actual and potential impacts of the project were examined to determine whether they were positive or negative, foreseen or unintended. Finally, the sustainability of the interventions and results were examined to determine the likelihood of whether benefits would continue to be accrued after the completion of the project. The sustainability was examined from various perspectives: financial, social, environmental and institutional.

11. In addition, the evaluators took pains to examine the achievements of the project within the realistic political and socio-economic framework of Ethiopia over the last four years.

12. The logical framework (which was amended in the Inception Report following the inception period and workshop, and again in 2011) with Outcomes, Outputs and indicators towards which the PMU worked and which formed the basis of the MTE.

13. According to the GEF policy for MTEs, the relevant areas of the project were evaluated according to performance criteria (Table 1).

**Table 1. The ratings that were assigned to the various aspects of the project, in accordance with UNDP/GEF policies**

Rating	Explanation
<b>Highly satisfactory (HS)</b>	The aspect had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency
<b>Satisfactory (S)</b>	The aspect had minor shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency
<b>Moderately Satisfactory (MS)</b>	The aspect had moderate shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency
<b>Moderately Unsatisfactory (MU)</b>	The aspect had significant shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency
<b>Unsatisfactory (U)</b>	The aspect had major shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency
<b>Highly Unsatisfactory (HU)</b>	The aspect had severe shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency

14. There were no aspects of the project that were deemed Not Applicable (N/A) or Unable to Assess (U/A).

15. In a similar way, the sustainability of the project's interventions and achievements were examined using the relevant UNDP/GEF ratings (Table 2).

**Table 2. The ratings that were assigned to the different dimensions of sustainability of the interventions and achievements of the project.**

Rating	Explanation
<b>Likely (L)</b>	Negligible risks to sustainability, with key outcomes expected to continue into the foreseeable future
<b>Moderately Likely (ML)</b>	Moderate risks, but expectations that at least some outcomes will be sustained
<b>Moderately Unlikely (MU)</b>	Substantial risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on
<b>Unlikely (U)</b>	Severe risk that project outcomes as well as key outputs will not be sustained
<b>Highly Unlikely (HU)</b>	Expectation that few if any outputs or activities will continue after project closure

16. A summary of the findings of the evaluation was given to the Project Steering Committee at the end of the mission in Ethiopia.

17. The MTE is being carried out with a number of audiences in mind, including: i) the Ethiopian Wildlife Conservation Authority (EWCA), ii) the PMU as they will have to continue the implementation of the project, iii) the UNDP-CO, iv) the numerous partners involved with the project, including state and non-state actors, and v) the GEF and its partners.

18. The report follows the structure of MTEs recommended in the UNDP Evaluation Guidance for GEF-Financed Projects. As such, it first deals with a description of the project and the development context in Ethiopia, it then deals with the Findings (Section 5) of the evaluation within three sections (Project Formulation, Project Implementation and Project Results, respectively). The report then draws together the Conclusions, Recommendations and Lessons from the project (Section 7).

### **3 Project Description and Development Context**

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19. This GEF Biodiversity Project (Strategic Priority One, BD1 and OP1-4) aims to build capacity across the whole protected areas sector of Ethiopia, in order to achieve a sustainable national protected area system. The project was designed in recognition of the relatively weak sectoral situation - whereby the protected area system was under resourced and marginalized from the national development agenda. In addition, previous donor support to the protected areas was piece meal, focusing on individual protected areas rather than addressing the main policy and capacity-enabling environment. Finally, documentation of biodiversity showed a spiral of resource and habitat loss, and population declines in the past decades.

20. The project had a long gestation (as noted elsewhere in this report). Once its development was complete (in March 2006), it still took another two-and-a-half years before implementation began in October 2008. As such, circumstances changed and the project commenced with EWCA already established, and a new policy and proclamation in place. There were references to wildlife and protected areas in the GTP. However, it also commenced after one of the principal partners in the protected area system – African Parks – had withdrawn from Omo and Nechsar National Parks.

21. Because of the enormity of the task of building capacity into a sustainable protected area system, the project was designed as a two-tranche, eight-year project – an almost unprecedented length for a GEF project. The amount of funding made available for the project – at USD 9 million – was also an almost unprecedented sum for a single nation-state.

22. The first tranche, as the project was designed, focussed on the national system in terms of capacity building training and integrating the protected area system into mainstream development. There were various entry points to do this: i) to build on World Bank led investments into the tourism sector and ii) into critical watershed management, and iii) the development of the Sustainable Land Management Program.

23. In theory, the second tranche was to consolidate the capacity gains, implement the business plans, and assists the replication of protected area management process.

### **4 Analysis of project formulation**

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24. The project had an extremely long gestation. It was first conceived in 1998 with the PDF-A stage being developed in 1999. The PDF-B stage was only implemented in 2004 and the project documents were initially completed in early 2006. Following a protracted negotiation, the agreements were signed in 2008 with amended project



documents, contracts were developed and project implementation commenced in October 2008.

25. Over its gestation, the environment changed. For example, the Ethiopian Wildlife Conservation Authority (EWCA) was established and moved from its position under the Ministry of Agriculture and Rural Development (MOARD) to its current position in the Ministry of Culture and Tourism (MoCT), the Wildlife Development, Conservation and Management Policy and Proclamation was enacted, and one of the key partners, African Parks, withdrew from its partnership with the government over the management of Omo and Nechisar National Parks. These changes were partly reflected in the Inception Report, which was developed following an Inception Workshop in which the Outputs and Indicators for the project were modified. However, the basic structure and length of the project remained the same. The logical framework has subsequently been through the project's implementation – and most recently in 2011 – but many of the issues were not addressed.

26. The project was designed to be unique in its length and budget. It was designed as an eight-year project in two stages<sup>1</sup>. Each stage was budgeted to receive USD 4 million from GEF and a further USD 1 million to capitalize a Trust Fund. As such, the total budget for the eight-year period was USD 9 million. An eight-year period was deemed necessary because it was recognized that to have impacts, the project would have to build trust within the sector before it could really be considered a partner in aiming to achieve conservation goals. Thus, it was recognized that influencing change in Ethiopia would take significant periods of time.

27. The project document was designed such that at the first stage had not only to achieve the Outcomes and Outputs (as measured by indicators, as usual) but the project should also achieve a number of triggers (closely related to the indicators) which would allow the project to move into the second stage.

28. While the budget is substantial in relative terms, it is trivial compared with the development needs for the protected area system of Ethiopia. As such, how the resources are spent needs to be especially targeted to ensure maximum impact.

29. The MTE recognize that, in its design, the project was overly ambitious – even following the adjustment of the Inception Report – and particularly given the difficulties of working in a marginalized sector in Ethiopia. It is one thing to be ambitious about what the project would like to achieve but it must be seated in reality. In conclusion, the second stage should try to capitalize on the opportunity presented by the UNDP-GEF project to make gains but we strongly **recommend** that the design of the second stage be surgical in its intended targets: the project has only four years and a very limited budget to carry out what remains to be an enormous task!

30. The project's purpose for the first stage was "*Enabling frameworks and capacities for managing the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective are emplaced.*" Three indicators were selected to measure the achievement of this purpose (Table 3).

**Table 3. The indicators, baseline values and MTE targets at the Project Purpose level.**

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<sup>1</sup> In the original Project Document, these were called "Tranches;" later, this reverted to the term "Stages" – this is the terminology that is maintained throughout this report.

Indicator	Baseline	Target: MTE
1. Protected Area System Plan approved and functional	No such plan in place	Protected Area System Plan approved and adopted
2. Protected Area System Plan shows >60% of NPs and Sanctuaries are legally gazetted	Only 2 of 20 PAs are gazetted	Over 60% of PAs are legally gazetted, others with gazette plans All NPs and Sanctuaries are on the WCPA-list with correct boundaries
3. Protected Area System Plan has increased representation for ecosystem coverage, goods and services	No PA system plan	Case for ecosystem services is adopted, with first PAs agreed

31. There were a number of issues surrounding the project's purpose level indicators – specifically about the language used and that of the targets. For example, the second indicator (“Protected Area System Plan shows >60% of NPs and Sanctuaries are legally gazetted”) is both an indicator and the target. We **recommend** that as the second stage indicators are developed, appropriate language is used.

32. In addition, none of the indicators focus on impact – thus, the indicators speak to planning and legal processes which may – or may not – improve the effectiveness of the management of the protected areas (which is, really, the ultimate goal of the project). However, there was some confusion – now resolved – about which version of the logframe was being used by the project and some of the versions of the logframe include the METT<sup>2</sup> (but then it was unclear from where the targeted 12% increase would be derived - for a selected number of protected areas? the *average* score across the PA estate? or the average *increase* across the protected area estate?). Nonetheless, as it is a measure of impact, we **recommend** that the METT is included in the purpose level indicators for the second stage of the project.

33. Similarly, the total area of the protected area estate should be considered as a higher level indicator; when this is coupled with ecosystem representation and effective management, the beginnings of an effective protected area system emerges.

34. At the Outcome level, in the first stage, the project worked towards five Outcomes, 18 Outputs and many indicators to measure the achievement of the project's Outcomes. The project was structured to deal with i) mainstreaming of protected areas across relevant sectors, ii) the policy and legislative framework, iii) the institutional capacity, iv) the development of best practices through piloting management options and partnerships, and v) exploring options for sustainable financing of the protected area system. As such, the project was designed to deal with the principal components of any protected area system. Given the weakness of Ethiopia's protected area system in all these components, this was appropriate but extremely ambitious; many other GEF protected area system projects aim to develop only *one* of these components, not all five!

<sup>2</sup> The World Bank/WWF Monitoring Effectiveness Tracking Tool (METT) that is being used in all GEF PA projects as the tool for monitoring protected area management effectiveness; it is obviously important that *approved* changes to the logical framework become the only one that the PMU uses and all previous versions are deleted.

35. The Outcomes with the Outputs and indicators are examined briefly in turn.

36. Outcome 1: *“Protected areas are mainstreamed in the development framework of Ethiopia, with greater political support.”* This Outcome deals specifically with the integration of protected areas into other sectors’ planning and implementation processes. Indeed, at the project development stage, it appeared there were opportunities to do this through the emerging Sustainable Land Management (SLM) programme and with the development of hydroelectric and irrigation schemes, the sustainability of both of which will be dependent on watershed management – including protection. The Outcome attempts to provoke recognition of the importance of or, at least, the role that protected areas could play in these processes.

37. The Outcome had two Outcome level indicators, three Outputs which, in turn, had nine indicators to measure their achievement (Table 4).

**Table 4. The indicators, baseline values and MTE targets for Outcome 1.**

Indicator	Baseline	MTE target
1. Policy and strategy papers in other sectors seek linkage with PAs	No other sector with partnership with wildlife	2 sectors with approved partnership with wildlife sector
2. Overall funding for wildlife sector increases from Government, Donor and business sectors	Federal Government 6.8 Million Birr/annum	Federal Government direct 15 Million Birr/annum, plus indirect 5 Million
3. Indicators and targets are “populated”, and the wildlife sector contribution to Ethiopia development is documented and disseminated	Indicators and targets not populated	PASDEP of 2011-2016 recognises PAs and wildlife as important elements of sustainable development of the country
4. Second generation PASDEP includes strengthened text, indicators and targets for PAs and wildlife	PASDEP includes only 3 indicators, 9 lines text on wildlife	PASDEP continues to use wildlife / PA indicator statistics
5. The Sustainable Land Management Program and Blue Nile Development are funding protected area establishment, development and management in relevant areas (trigger 3)	No funding at the moment	2 areas
6. Number of SLM watershed programmes seeking protected area status within catchments including forests	None (although starting discussion via IFAD’s SLM Programme)	Four (including Region and private sector and community agreements)
7. Area and % of protected area within target catchments including forests	Zero %	20,000 ha of PA including forests established, >10% of watershed
8. National Tourism Master Plans and Programmes with increased emphasis on	Emphasis is minor	All national and regional tourism plans with detailed links to wildlife sector

wildlife tourism		
9. Number of tourists in NPs continues to increase, with increase in revenues to govt.	Baseline is 2007 (see EWCA statistics)	Increase by 40% over baseline in nos and revenue in the 5 PAs plus Mago, Omo
10. Number of local community/private sector ecotourism sites increases	Baseline is 2007 (>5)	Increase by 50%
11. Increase in wildlife tourism promotion products (film, brochures, web-sites)	Baseline is 2007 (>5 local products)	Increase by 50%

38. This number and the complexity in the first Outcome reflects the overly ambitious nature of the project design; even from this point, before analysing the attainment of the results, it would be of little surprise if some of these were not attained. The design of the second stage should strive to simplify the logframe and to find a few, well chosen indicators that really demonstrate the achievement of the Outcome.

39. As with many of the indicators and targets (as discussed above and this is relevant to the remainder of the Outcome discussed below and hence the point will not be repeated), the language is often inappropriate and not always “SMART.”

40. In principle, trying to mainstream protected areas in the country’s development planning process and in other sectors – particularly those dealing with SLM, watershed management and tourism development was and remains a worthy objective. However, the objectives must be founded in reality; in addition, because by definition the achievement of the results is dependent on cooperation with and action taken by other sectors, the assumptions should be analysed in detail and mechanisms by which the assumptions and risks can be mitigated put into place. It should be noted that when the SDPASE project was being developed (2004-2006), the SLM program was also under development (under the leadership of the World Bank). At this point, there *was* enthusiasm to include protected areas as a mechanism for both watershed protection and for achieving sustainable land management. However, the cooling of enthusiasm may simply reflect a change of personnel and the lack of institutional memory suffered within the donor community.

41. Finally, there are some odd discrepancies that have crept in, all associated with keeping documents in order: in this “final” version of the logframe, the indicator “*The Sustainable Land Management Program and Blue Nile Development are funding protected area establishment, development and management in relevant areas*” which was also a “trigger” to allow the project to advance into the second stage even though this trigger was removed under approval by the PSC. Obviously, we reiterate that this leads to confusion and the versions of the logframe need to be kept in order.

42. Outcome 2: “*Policy, regulatory and governance frameworks are supported, leading to redefinition and implementation of PA categories, with reduced land-use conflict.*” This Outcome aimed to deal with the policy and legislative framework in which the protected areas operate. However, at the broader level, the project commenced soon after the enactment of the new Wildlife Proclamation and Regulations, and the Wildlife Policy shortly before that, therefore there was little that could be realistically done at this level. The pragmatic approach was to live with the

new Policy and Proclamation “warts and all.” In contrast, at the protected area level, there was much to do and to be gained.

43. The Outcome had two Outcome level indicators, and four Outputs with a further eight indicators to measure their achievement (Table 5).

**Table 5. The indicators, baseline values and MTE targets for Outcome 2.**

Indicator	Baseline	MTE target
1. Modalities for enactment of policy and new legislation in place	New wildlife policy & proclamation, regulations approved; guidelines pending	Guidelines are implemented across PA system
2. Policy and regulations are under implementation, through System Plans and PA GMPs	No guidelines for GMPs, other implementation guidelines	GMPs for 6 PAs follow regulations and are under active implementation
3. Key components of Policy and Regulatory Frameworks in place	No such strategies	GMPs and business plans for the major areas incorporate strategic concepts
4. Strategies for implementation of Wildlife Policy and Proclamation in place ( <b>Trigger 2</b> )	Regulations under discussion	
5. Policy strategy components are written into PA management plans and work plans	Strategic components not yet in PA plans	GMPs for 6 PAs follow regulations and are under active implementation
6. The Ministry of Water Resources has amended its policy to include a protected area component for watershed management and protection ( <b>Trigger1</b> ).	No such policy amendment	Policy amendment made
7. X Strategies with action points are under implementation, nationally	No such strategy papers	Four strategies are under implementation
8. Strategies are implemented in PAs, including border marking, anti-poaching reduces illegal off-take & illegal grazing and cultivation stopped, AIG, EE inputs	No such formalised strategies in place	Strategies lead to lessons learned analysis and tool kits At least two strategies in place in 8 sites
9. The guidelines for limited harvesting (sport hunting and timber) concessions are agreed, in place and enacted in four concession areas which will act as demonstration sites for replication in the second tranche period ( <b>Trigger 4</b> ).	Guidelines not available (timber/forest is not within the mandate of EWCA)	Guidelines implemented including auctioning as trial
10. No unfeasible mandates for PA authorities	Some mandates presently not feasible: (e.g. NPs free of people)	Mandates of PAs reflect real situation on the ground

44. As with the previous Outcome, the numerous indicators and targets were poorly formulated, unclear and complex. The “scatter-gun” approach that underpins this – trying to put many guidelines and strategies in place – is a symptom of the need for having well defined regulations which, hopefully, can then be implemented. The project would have benefited from a more targeted approach, identifying those pieces of legislation, regulations and/or guidelines to which they could really contribute and which would contribute to laying the foundations for a sustainable protected area system.

45. Outcome 3: “*Increased institutional capacity for protected area planning and management, leads to functional system plan and improved protected area management.*” The outcome deals with institutional capacity and is directly linked with protected area management. It deals with the barrier, as described in the project document, that capacity within the organizations that have the mandate to manage the protected areas is very low and, further, that the teams within each protected area have low capacity. The outcome had two outcome-level indicators to measure its achievement, and five outputs with which a further eight indicators were associated (Table 6).

**Table 6. The indicators, baseline values and MTE targets for Outcome 3.**

Indicator	Baseline	Target, MTE
Institutional re-structuring, mandate definition and staffing complete in HQ, key regions and PAs.	Restructuring on its way	Institutional re-structuring complete within HQ, 5 regions and 10 protected areas
Net improvement in management effectiveness of protected area estate	All Protected Areas in Ethiopia have a METT score < 40	System METT score (calculated by the average METT score across the system using only the areas included in the baseline score and readjusted once new areas are assessed or are designated) increased by 12 points on average
Adoption of good practice model for each category of protected area	No good practice models yet	Good practice models described and propagated
EWCA has internal structure reviewed, with TOR and mandates agreed.	Initial structures in place. New staff being recruited (Dec 2008)	EWCA has reviewed internal structure and all sections agreed on a clear mandates and TOR with targets
EWCA has developed working modalities with Regions over conservation management at regional level.	Still uncertainty as to optimum landscape working	At least three landscapes have cooperative governance arrangements between federal and regional authorities
Gap analysis complete and used for improving PA system	Only rudimentary understanding of gaps in PA system	Gap analysis report available and integrated with economic study; new PAs started in identified gaps (e.g., south-west forests)
Individual protected areas use business planning as a standard tool for protected area management planning and monitoring	No business planning at the protected area site level. No business planning at system level	Business plans and monitoring system adopted in four demonstration sites System business case propagated
Staff with appropriate business	No staff with business planning	Staff with business planning

planning skills (Master's level business planners, socio-economists, and environmental economists) employed by protected area organization	skills	skills in place
Career development planning for staff within protected areas organization exists	Career planning does not occur	Career development plans available for >70% of staff (including training opportunities)
Staff skill level of EWCA meets requirements of mandates	Systematic training do not exist	Training started according to staff development plan Six trainings and three MScs Individual M&E system and incentive mechanisms in place
Number and quality of graduates from training institutions adequate	Scout training facility does not exist Warden training not practical enough	Scout training facility established (started producing personnel) Assessment of training institutions complete, contracts issued for warden level training

46. There was some muddling of the outputs and indicators with Outcome 4 with regard to the “model” sites; Outcome 4 dealt with these there was no reason to duplicate the outputs and indicators here. Aside from this one comment, the remainder of the outputs for this Outcome are warranted; in the breadth, it appears too ambitious and could have been much more targeted. If the project had achieved all these things, the protected area system would have been in a good shape by the MTE!

47. One important aspect that has not been considered or done (with the exception of the internet network that the project has now provided for EWCA) is building management systems. By this we mean streamlined recruitment, performance assessment, accounting, planning and reporting systems. These are essential for management of the protected area system. Once established in EWCA, this can be replicated across the regions.

48. Outcome 4: *“New Protected Area Management Options are piloted, developing best practice to be replicated across the PA system.”* This Outcome deals primarily with the “model” or “demonstration” sites. The project was designed somewhat unlike other projects in that the project did not necessarily have any inputs into the model sites. We believe that this is a good design: the idea was to test new partnership models (in this case with African Parks and FZS as the partners) in two different categories of protected area (Community Conservation Areas and National Parks) without the direct intervention from the project. This would reflect the reality of the protected area system for the majority of the time: there will not be a series of GEF projects that target the protected area system alone ad infinitum! Indeed, if successful, the project will catalyse more partnerships such as these across the protected area estate (see Outcome 5, below). As the partnerships were being rolled out, lessons were to be learned from the model sites. The Outcome is designed on the widely accepted premise that EWCA cannot do the job alone: it simply does not have the capacity or resources. As such it will for the foreseeable future have to enter into successful partnerships to bolster that capacity and to assist with resources.

**Table 7. The indicators, baseline values and MTE targets for Outcome 4.**

Indicator	Baseline	Target, MTE
Good practice models (success stories) available, documented and used for dissemination	No good practise models available, demonstration/pilot sites have still low METT scores	METT Score for demonstration sites increased by 16% ( <b>Trigger 4</b> )
Good practice models applied to other sites	Few lessons learnt available (African Parks, FZS)	Four good practice models available and applied
Joint management committees in place and functioning	No joint management committee exists	Four joint management committees are functioning
Management effectiveness of limited harvesting areas	No limited harvesting areas using guidelines	Four limited harvesting areas using agreed regulations/ guidelines
Strategic interventions prioritised within EWCA – SDPASE are planned and implemented in pilot PAs	None at present	At least two different strategic interventions prioritized within EWCA-SDPASE are planned and implemented in six pilot PAs

49. Of the Outputs for Outcome 4, with the exception of one, they all are warranted and sensible. The final output, “*Strategic interventions prioritised within EWCA – SDPASE are planned and implemented in pilot PAs,*” was enigmatic in both its origin and its intent. The PMU had no clear understanding of what was intended; neither did the MTE. As such, it was not rated in the evaluation.

50. Outcome 5: “*Mechanisms for financial sustainability for Ethiopia’s Protected Area System are developed and demonstrated, for scale-up in Stage 2.*” Protected areas require resources, human and financial, for effective management. Of course, these are linked: without financial resources, humans cannot be recruited for the job! This Outcome looks to secure sustainable financial resources for the protected area system.

**Table 8. The indicators, baseline values and MTE targets for Outcome 5.**

Indicator	Baseline	Target, MTE
Ethiopia has a functional Financial Sustainability Plan for PAs approved, with components on tourism, PES, Carbon., and increased government / donor support	Government provides bulk of financing (<20% needs). 0% offset by generated revenues. No retention scheme	Sustainable financial plan is approved. Decisions on possible Trust Fund Mechanisms are made. PES and Tourism fund flows start
Financial sustainability plan is developed, decided upon and being implemented	No sustainable financing plan exists	Sustainable financing options (including trust fund) modelled and tested. All components of trust fund in place <b>(Trigger 7)</b>
Tourism income is retained in the demonstration sites	No lodges within demonstration sites No retention schemes	Investors apply for tourist sites (each site has accommodation) Proposal for retention schemes available (in place)
The sector has forged strong partnerships with donors, NGOs for these sites, based on success stories (see Outcome 4) Six further sites (including at least two new sites) will be benefiting from co-financing	No co-financing for these sites	Co-financing for six further sites



and partnerships and will be being implemented using the produced and disseminated good practice model ( <b>Trigger 5</b> )		
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51. The PMU was unclear about the first two outputs: the development and implementation of a financial sustainability plan – and particularly how this differed from a business plan for the protected area system. We believe that there is a difference – the business plan is a part of the sustainable financial plan and thus both are needed. Thus, all of the outputs for this Outcome are necessary.

52. *Triggers for Stage Two.* Finally, the project was designed with a set of triggers to allow it to move to Stage Two after four years of implementation. The triggers were largely a subset of the indicators nested within the Outcomes and Outputs described above.

<b>Triggers</b>
The Ministry of Water Resources has amended its policy to include a protected area component for watershed management and protection.
Strategies for implementation of Wildlife Policy and Proclamation in place
Overall funding for wildlife sector increases from Government, Donor and business sectors
A 16% increase in the METT scores for the two [ <del>four</del> ] demonstration sites will be recorded by the end of the first tranche
Six further sites (including at least two new sites) will be benefiting from co-financing and partnerships and will be being implemented using the produced and disseminated good practice model
The guidelines for sport hunting concessions are agreed, in place and enacted in four concession areas which will act as demonstration sites for replication in the second tranche period.
All components of Trust Fund in place

53. Because of the delay between project document finalization and the commencement of the project, two of the triggers were no longer valid. While the SLM program included protected areas within their strategy, they have not implemented anything with regard to protected areas. Nonetheless, EWCA/SDPASE and UNDP are members of the steering committee member of the Ethiopian Strategic Investment Framework (ESIF). The Nile Initiative which formed the other part of the trigger is now redundant.

54. In addition, the withdrawal of African Parks made two of the “model” site redundant. Thus, the trigger focusing on the METT can apply to only two sites – BMNP and GCCA

55. Overall, the triggers reflected the five thrusts of Stage One: i) mainstreaming protected areas across different sectors, ii) ensuring that there is an enabling environment for protected areas, iii) building the capacity of the protected area authorities, iv) learning from model or demonstration sites and v) ensuring sustainable financing for the protected area system. As such, they were largely valid as indicators for the achievement of the objectives of the first stage.

56. One **conclusion** can be drawn at this point: the array and number of outputs and indicators lends additional complexity to the project. If possible, a more streamlined logical framework for the second stage should be developed – although this should be built on the base as it appears in the project document and build on what has been successfully achieved in the first stage. The array and complexity is directly related to the enormity of the task.

## **5 Findings**

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### **5.1.1 Role of UNDP-CO**

57. Despite the fact that there is some evidence of a history of under-performance of GEF projects in Ethiopia, there is strong competition for the limited resources that it offers. The UNDP-CO has always had some success in this competitive process and has been the GEF Implementation Agency on a number of projects. The degree to which the UNDP-CO prioritizes GEF programmes is illustrated by the fact they have created the new position of GEF Program Analyst with the remit to follow up on GEF projects. And, indeed, the monitoring and evaluation that the UNDP-CO has carried out has been regular, including contact with the PMU and frequent visits to the protected areas themselves. The UNDP-CO has demonstrated flexibility and practicality in formation of the implementation arrangements of this project which are slightly unusual. Overall, the UNDP-CO has provided good backstopping to the project.

58. However, there are three points that need to be made. First, given the project's extended gestation period, new tools have arrived in the GEF monitoring and evaluation armoury – for example the Capacity Development Scorecard. Despite the pertinence of this monitoring tool, it was not introduced to the project and consequently has not been adopted.

59. Second, there are various aspects of the project delivery that have not been optimal. For example, the project has not monitored the budgeting or expenditure of co-finance. As such, the PMU remains somewhat unaware of its obligations. They see that monitoring the co-finance as “not [their] responsibility.” The UNDP-CO needs to provide training and/or reinforce the TOR of the PMU to ensure that all the necessary administrative components of the project are completed. To this end, when carrying out reviews of the project, UNDP-CO and the UNDP-RTC in Pretoria should examine i) the delivery of indicators – determining where adaptive management should apply, and ii) examine the project's implementation for areas where cost effectiveness can be improved.

60. Third, there are two linked issues that require vigilance by the UNDP-CO and the Regional Technical Centre in Pretoria.

61. First, GEF is concerned about the impact of the projects that it finances. To date, the project has primarily focused on providing inputs (training, equipment, studies) all of which are necessary but insufficient to have the desired impact. For effective management of the protected area system of Ethiopia, in the coming four years, some difficult decisions and some institutional changes need to be made. To date, the project has been avoiding these difficult tasks, opting for the easier inputs. To take the project to the next level, the project will have to join hands with EWCA to take some difficult decisions. The UNDP-CO has a major role here: it must oversee the

process to ensure that these difficult steps are being taken and that they do not continue to be avoided. The consequence of avoiding these steps will be (yet another) failed protected areas project in Ethiopia to join the ranks of previous EU, WWF and African Parks projects – in which the easy stuff was done (i.e., providing inputs, a few MSc's and some vehicles) but in which the difficult stuff was avoided.

62. Second, the PMU and EWCA need to understand the implications of not achieving the intended impacts that the project intends. There appears to be some complacency or indifference in the PMU as to whether the project actually has impacts. The UNDP-CO and RTC-Pretoria should provide guidance as to the consequences of failing to have the intended impacts (aside from profound disappointment that this opportunity has been squandered).

### **5.1.2 Stakeholder participation.**

63. The formulation of the project was carried out in a participatory way through consultation and workshops. A study tour to Kenya and Tanzania was held and included members of the federal and regional government organizations.

64. Much of the work that the project has carried out to date has been providing a number of inputs and to carry out a number of studies and thus stakeholder participation has not been a key feature of the project's implementation. Nonetheless, the project has taken on a mediatory and catalytic role – thus, as a mediator between stakeholders and the EWCA, and as a mechanism for catalysing future conservation work and funding in the country. This is largely based on the level of trust that the PMU has achieved among stakeholders. Indeed, this point needs to be stressed: building trust is a slow process and is independent of other processes such as ownership. The PMU is approaching a point where trust in the team by EWCA growing but, tellingly, consultation with the PMU by EWCA is still very limited. Further trust building and team-building is necessary.

65. Similarly and as noted below, the level of stakeholder consultation and participation by EWCA is limited.

66. It is notable that the PMU has a difficult task when it comes to managing expectations of stakeholders. All stakeholders expect great things of the project; many of the expectations are beyond the project's scope. For example, expectations within EWCA are that the project will provide graduate training for senior staff, a fleet of vehicles, computers and other such inputs – all quite removed from the effective functioning of the protected area system. The PMU, with support from its partners, need to manage these expectations carefully.

67. A further note of caution remains. The project has retained a strong federal focus; the regional organizations have been all but side-lined in the project's implementation (with the exception of provision of some inputs and some training). This stems largely from EWCA's initial insistence that the project's focus should be solely at the federal level – primarily as a result of the centralization of nine protected areas to EWCA (and consequent reduction of the regions' responsibilities). However, the project is *systemic* and the regions are an important part of that system. We **recommend** that as the second stage is being designed, strategic and targeted interventions with the regional organizations are included.

68. One **key lesson to be learned** from the first stage of the project is that in those (rare) cases where local authorities are being consulted and even included in

management decisions at a protected area level, the effectiveness and impacts of the management increases dramatically.

69. In conclusion, the stakeholder engagement by the project has been **Moderately Satisfactory**. We make **recommendations** for enhanced stakeholder participation.

## 5.2 Project Implementation

### 5.2.1 Implementation modalities and project management

70. The project is being implemented under NEX (nationally executed) modalities through the Ethiopian Wildlife Conservation Authority (EWCA) which falls under the Ministry of Culture and Tourism (MoCT). EWCA has subcontracted the project implementation to GIZ-IS.

71. Under agreement with UNDP-CO, GIZ-IS pre-finances the project on a quarterly basis according to the agreed workplan. GIZ-IS, therefore, manages all project funds, including budgetary planning, monitoring, revisions, disbursements, record keeping, reporting and auditing. This has been a very successful mechanism for implementation of the project: the PMU, with support from GIZ-IS's country office, has amply demonstrated that it has the absorptive capacity for the project and **there is unanimous support among those people consulted over the course of the MTE for this implementation arrangement to continue into the second stage**.

72. Project oversight is *partially* carried out by the Project Steering Committee (PSC). While the PSC's Terms of Reference state explicitly that they are responsible for the project's success or failure, to date the PSC has acted more for orientation and guidance than an ultimately responsible body. In addition, despite the inclusion of the responsibility to approve annual work-plans and budgets, these tasks are **not** carried out by the PSC; instead, they are carried out independently by EWCA, MOFED, EPA and UNDP<sup>3</sup>. In summary, the PSC has not been fulfilling its TOR and given that the PSC is ultimately responsible for the success – or otherwise – of the project, we **recommend** that the PSC regains its function to provide project oversight and to monitor the annual workplans and budgets more closely. Given that the three institutions that have to date been approving workplans and budgets are key members of the PSC, this should represent no problem.

73. There is an alternative to this recommendation: that the PSC be reduced to these functional organizations (i.e., EWCA, EPA, MOFED, UNDP). In addition, MOFED has volunteered to ensure that the EPA is present at PSC meetings; the PMU should call on MOFED before PSC meetings to request that they provide the leverage to ensure PSC meetings are well attended.

74. In theory, the PSC holds two meetings per year (although only five meetings have been held to date). We **recommend** that meetings of this periodicity continue. In addition, we **recommend** that these meetings are scheduled in advance, with reminders, so as to increase the probability of attendance. The meetings should also be held in Addis Ababa to facilitate attendance. However, we **recommend** that the PMU organize at least two field visits for the PSC members in the next stage of the

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<sup>3</sup> Apparently, the annual workplans and budgets for all UNDP projects in Ethiopia are only approved by the implementing partner, MOFED and UNDP; the implementing modalities for this project should either be amended accordingly or the issue discussed with the Regional Centre in Pretoria to seek clarification.

project to improve understanding and to promote the best practice results achieved by the project and partner organizations.

75. In the project document, a further technical committee – the Project Technical Committee or Advisory Group – was identified. However, following extensive discussions early on in the project, it was judged that there was no need for such a committee and it has not been formed or brought together.

76. The project's activities have been implemented by a small team of people, specifically recruited by GIZ-IS for this purpose (Table 9). This team constitutes the Project Management Unit (PMU). Where appropriate, contracted persons or organizations have carried out aspects of the project. All contracts were awarded following a competitive tendering process, thereby adhering to GIZ-IS's procurement rules. The PMU prepared all tender documents and terms of reference, and GIZ-IS was the contracting agency for all contracts.

77. The PMU is situated within the EWCA offices in Addis Ababa. This proximity to the federal organization for protected areas has had both positive and negative consequences. It has engendered trust between the PMU and EWCA. The National Project Coordinator (NPC) has been formally seconded to the PMU by EWCA.

78. However, despite the presence of the project for just under four years within EWCA, the level of consultation and harmonization between the project and EWCA could be improved. EWCA needs to embrace fully the project, its purpose and objectives within its own planning processes.

79. If, in the second stage, the PMU starts to target a number of protected areas more directly, then they may consider incorporating a **lesson that has been learned** from other protected area system projects in which the PMU is based some distance from the sites. This is to hire one or more Liaison Officers who are permanently based in the field. This would ensure follow-up of activities and to facilitate cost-effective implementation. A Liaison Officer could, for example, i) manage the distribution of awareness materials, ii) organize meetings well in advance of the arrival of the PMU team, iii) assist the PA staff and other partners with the implementation of activities and iv) ensure the follow-up of activities.

Item	Rating	Comment
<b>IA &amp; EA Execution</b>		
Overall quality of implementation & execution	S	The project appears, to date, to be implemented in a satisfactory way, especially when taken in the context of Ethiopia. The disbursement of funds (discussed below) has been notably good in this context. However, there are a few caveats, among them the degree to which other stakeholders and/or partners have not bought into the project and its implementation. In addition, the PMU and GIZ-IS may have taken further steps to engender trust – which remains limited.
Implementation Agency Execution*	S	UNDP, both from the Country Office and from the Regional Centre in Pretoria, has provided satisfactory support and monitoring of the performance of the project. Minor caveats exist: it would have been good practice to introduce the recent monitoring tools (e.g., Capacity Develop Scorecard given its relevance) to the project.

Executing Agency Execution*	S	The engagement of GIZ-IS has proved to be a success, without reservations, in the implementation of the project. The only caveat that exists here is that EWCA's capacity has not been built to the extent that it can assume management of the project as was originally envisaged in the Project Document.
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\*While there may be some confusion about nomenclature, UNDP is taken as the Implementation Agency and GIZ-IS is taken as the Executing Agency for this analysis.

## 5.2.2 Project staff

80. The composition of the PMU has remained the same from their initial recruitment (Table 9). With the exception of a Financial Manager who left for health reasons, there has been no turnover of staff, and the team cohesion and cooperation is high.

**Table 9. The staff employed over the implementation of the project and their positions**

Name	Position
Lakew Berhanu	National Project Coordinator
Dr. Ludwig Siege	Chief Technical Advisor
Girma Workie	Monitoring and Evaluation Officer
Ewnetu Tesfaye	Finance Manager
Zegeye Legesse	Financial Officer (left for medical reasons)
Mahder Zeleke	Administration Officer
Efrem Aberra	Accountant
Tesfaye G/Meskele	Facilitator Protocol Officer and Driver
Kassahun Nigussie	Mechanic/Driver
Konjiet Mulugeta	Office Assistant

81. All the PMU staff members have a contract with GIZ-IS. These contracts are due to end at the end of September 2012. **Given that GIZ-IS requires a three-month period for renewing the contracts (as well as the pre-finance agreement), agreement and a decision on the continuation of GIZ-IS's contract should be sought immediately.**

82. A great deal of responsibility lies on the National Project Coordinator (NPC). He is responsible for the implementation of the project (although he is answerable to the PSC – that is ultimately responsible for the project's implementation). Experience from GEF projects around the globe has demonstrated repeatedly that a project's implementation is as good as the NPC (or Project Manager). This is a significant responsibility (and one with which the CTA can assist). The challenge is compounded because, on occasion, the NPC has to face the difficulties of i) rejecting requests from his colleagues in EWCA because their requests have no relevance to the project's objectives and ii) working towards solutions that will overcome institutional barriers to effective management of the protected area system (see Section 5.3.1) when often those solutions go against the wishes or status quo of the organization. If the project is not to fail, the NPC must fulfil his responsibilities even though this will mean distinctly uncomfortable and sometimes confrontational times with his colleagues in EWCA. However, those institutional barriers must be overcome if the protected area system is going to be successful in its aim to conserve the biodiversity, ecosystems and ecological processes in Ethiopia.

### 5.2.3 Adherence to logframe

83. As described above, the logical framework for the project was over-ambitious, overly complex and not well formulated. In addition, as described below, where there have been dependencies on other stakeholders of partners, the project has performed less well than it did with the aspects of the project for which it was solely responsible. Thus, the project overestimated the degree to which other partners and stakeholders would embrace the logic of the project. In the second stage of the project, we **recommend** a very carefully planned logical framework, into which any potential stakeholders or partners have actively bought<sup>4</sup>.

84. Nonetheless, the PMU has adhered to the logframe to whatever degree has been practical and pragmatic and the indicators have been targeted as closely as possible. This has not always been easy: the project was also seen as back-up finance to EWCA and the project received multiple requests from EWCA for funding irrespective of whether the requests related to the overall objectives of the project, or to any given year's annual workplan and budget. Of course, having to deny all these requests did not aid the relationship between project and EWCA. Nonetheless, on some occasions, the project was praised for its "flexibility" to accommodate these requests. The root causes of such requests lie in EWCA's inability to plan their limited budget allocation from the Government.

### 5.2.4 Financial Planning

85. The project is rare among GEF projects in both its duration (eight years) but also the size of the grant. The project was allocated USD 9.3 million by GEF with USD 4 million allocated to the first stage and USD 5 million allocated to the second stage (to include USD 1 million for the capitalization of a trust fund for the protected area system).

86. Since the project documents were first drafted in 2006, there have been substantial changes to the financing of the project and, more specifically, to the co-financing of the activities. One major co-financer of the project, African Parks, ceased their operations in Ethiopia in the period between the completion of the project documents and the commencement of the project. This represented a significant decline in co-finance (of USD 7.75 million). However, other sources of co-finance have emerged (for example, EU funding for FZS, see Annex 5) and further funding is in the pipeline. In addition, funding from UNDP has been made available to the project (total value USD 1,199,374.00 over the three years, 2010 – 2012), partly as a result of the excellent financial management and disbursement displayed by the project.

87. The value of the project, while changing because the co-finance has been steadily growing through the implementation of the project, is summarized in Table 10.

**Table 10. The value of the project including the funding from GEF and sources of co-finance and leveraged funds (both cash and in-kind).**

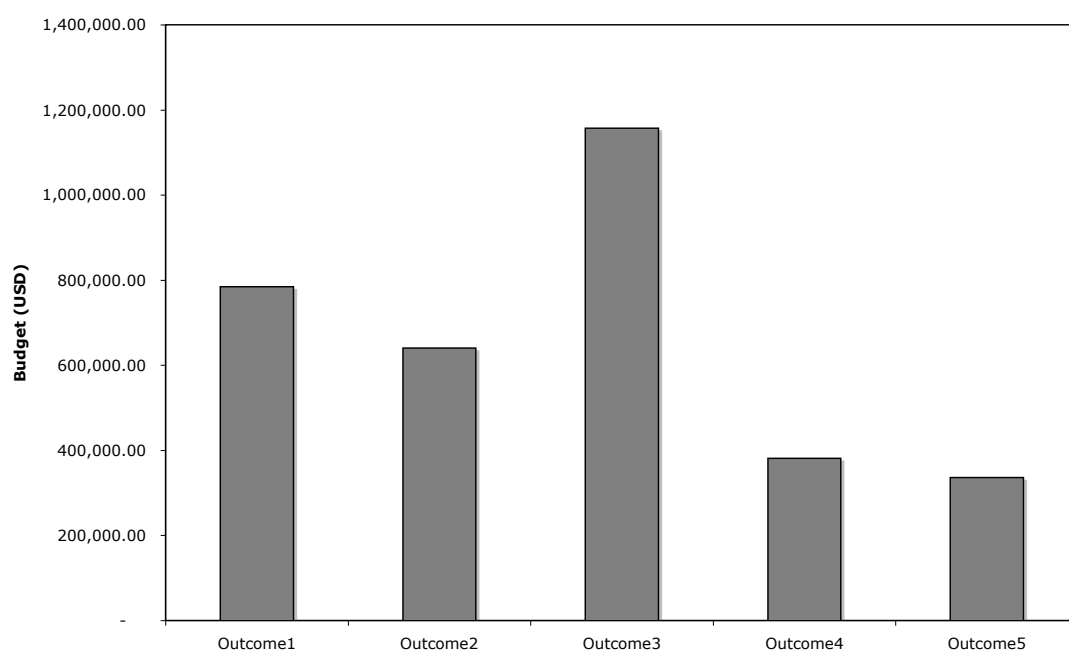
Type	Donor	Amount
GIZ-IS managed grants	GEF	4,000,000.00
	UNDP	1,200,000.00
Partner-managed grants	Govt. of Ethiopia	4,764,500.00

<sup>4</sup> Further to this, we **recommend** that UNDP/GIZ-IS secure signed letters of engagement from potential partners indicated that they clearly understand their roles and responsibilities, and the timeframe for action, before the second stage activities commence.

	Netherlands Led Bale Mountains Consortium of Donors (FARM Africa/SOS Sahel)	7,320,000.00
	Conservation International	5,000.00
	Govt Austria for Simien NP	1,250,000.00
	Netherlands via HoA-REC Omo and Nechsar	300,000.00
	BMU, Germany, via MAB	4,000,000.00
	PPP Coffee	600,000.00
	FZS (Frankfurt Zoo Soc)	2,590,000.00
	FZS ACE, EU-funded	5,000,000.00
	FZS Hunting study, EU-funded	150,000.00
	GTZ-SLM programme	2,500,000.00
	STN (Stichling Foundation, Transhumance and Nature)	30,000.00
	PDF B Co-Financing	250,000.00
<b>TOTAL</b>		<b>33,959,500.00</b>

88. The project has been slightly unusual in that it is being implemented using NEX modalities but under a sub-contract with GIZ-IS (as described above). This means that the project is being implemented following GIZ-IS's usual procedures. Again, unusually, each annual plan and its associated budget has not been approved by the PSC (as is their role as defined by their TOR) but independently by EWCA, MOFED, UNDP and the EPA (as discussed above).

89. In terms of budget allocation, the budget is relatively evenly distributed among the five Outcomes, with Outcome 3 receiving the largest portion of the budget (Figure 1).





### Figure 1. The budget for the project during Stage One, by Outcome.

90. In terms of expenditure, the project has been very effective in the utilization of the budget such that each year, it has used 100% of the budget<sup>5</sup>. In other words, financial planning is very effective (in contrast to EWCA).

91. While the project has a good grasp of the co-financing that is occurring across the protected area system, as described above, the awareness of levels of expenditure, against budget, remain unclear. If possible, we recommend that the project makes some effort to try to get estimates of expenditure vs. budget for the co-financing partners. It should be easiest to secure these data from the government partners and particularly EWCA.

92. One mechanism that was put into place that has been particularly successful in the implementation of the project has been GIZ-IS's capacity to pre-finance the project's activities on a quarterly basis. The pre-finance has been done on the basis of the approved annual plans and budgets and at the end of each quarter, GIZ-IS has submitted expenditures to UNDP for reimbursement. It should be noted, however, that this arrangement *costs* GIZ-IS (or this could be thought of as part of the management fee that GIZ-IS charges for managing the implementation of the project). The pre-financing arrangement allows implementation with no delays.

93. The administrative costs (including salaries and operating costs, UNDP knowledge management and GIZ-IS's overhead charges) amount to USD 296,569.00 or 7.4% of the total GEF expenditure over the four years of the project. This is acceptable.

**Table 11. The budget for Stage One of the project, by Outcome and by year. The entire budget was used each year.**

Outcome	YR1	YR2	YR3	YR4*	Total
1	274,838.00	166,552.00	343,258.00	170,373.00	<b>955,021.00</b>
2	172,000.00	141,700.00	326,602.00	24,692.00	<b>664,994.00</b>
3	380,500.00	453,592.00	322,981.00	246,947.00	<b>1,404,222.00</b>
4	222,000.00	114,450.00	44,898.00	77,874.00	<b>459,222.00</b>
5	114,000.00	135,706.00	86,591.00	180,477.00	<b>516,774.00</b>
<b>Total</b>	<b>1,163,338.00</b>	<b>1,012,000.00</b>	<b>1,124,330.00</b>	<b>700,333.00</b>	<b>4,000,031.00</b>

\*The current year thus expenditure does not yet equal the budget.

#### 5.2.5 Cost effectiveness

94. By using the GIZ-IS procurement rules (which are equivalent to those of both the Government of Ethiopia and UNDP), the project is assured of cost-effectiveness. As such, procurement of all services, materials and equipment, including consultancies and studies, has been made through transparent competitive tendering processes. For local tendering processes, there were occasions when less than the required three bids were received; on all but one occasion, the quality of the bids was judged as being technically sound and cost-effective. On one occasion, the tender was re-launched.

95. The project was audited by independent, external auditors on three occasions over the course of its implementation to date. Each audit, including the expenditure statements, statement of assets and equipment and statements of cash, was given an

<sup>5</sup> This level of delivery is unique in Ethiopia!

unqualified, clean opinion. In addition, GIZ-IS holds its own, internal biannual audits.

96. Other signs of cost-effectiveness (e.g., combining elements) were not apparent. During Stage Two, the PMU should strive to increase cost effectiveness; UNDP-CO should monitor this aspect during their regular reviews of the project.

97. The only caveat to cost effectiveness is the very high administrative costs (salaries and operating costs, UNDP knowledge management and GIZ-IS's charges), as described above.

### 5.2.6 Monitoring and evaluation

98. The monitoring and evaluation procedures for the project are typical for UNDP-GEF projects and included: i) internal and external evaluations (of which the current MTE is one), ii) an Inception Period, Workshop and Report, iii) biannual PSC meetings, iv) day-to-day monitoring by the PMU, including the NPC, CTA and Monitoring Officer, v) regular monitoring by the UNDP-CO and the UNDP Regional Centre in Pretoria, vi) annual project reports (APR) and Project Implementation Reports (PIR). The management effectiveness of the protected areas is also being monitored, as usual, using the WB/WWF METT. In addition, as mentioned above, external, independent financial audits have also been carried out.

99. As mentioned above, the project has its own Monitoring Officer whose TOR are specifically monitor progress in the project and alert the PMU to any issues as they arise.

100. There are a few caveats to this otherwise **Satisfactory** monitoring and evaluation of the project.

101. First, there has been a focus on *inputs* during this first stage of the project. Indeed, the gains that have been recorded in the METT – for monitoring the effectiveness of the protected area management – have been largely due to these inputs, as well as demarcation and some gazettement processes. These remain far removed from the actual improvement of the management of the protected areas. When the project – and more pertinently EWCA – can demonstrate outcome gains (whether through demonstrating through monitoring and evaluation processes reduced threats in the protected areas, improvements in the situations for key biodiversity features in the protected areas – including increases in wildlife populations, improved coverage of ecosystems across the PA system, etc.) we will be highly satisfied that an adequate system is in place and is having the desired impacts. These may be long-term aspirations but these systems need to be put into place during the window of opportunity that this project presents.

102. Second, the project has not adopted emerging tools – such as the Capacity Development Scorecard or the Financial Sustainability Scorecard fully – despite its relevance in this project. We believe that these tools would have been useful even if introduced some way through the project and we **recommend** they are used in the second stage of the project.

103. Third, the project must ensure that all team members (as well as partners) are working towards the latest approved version of the logframe. In addition, the logframe must be updated regularly *in as much detail as possible* (see Annex 4 for the level of detail that is required; note that it was the MTE team that filled this table).

104. Finally, we remain concerned about the functionality of the PSC (see Section 7 – Recommendations for details).

Item	Rating	Comment
<b>M&amp;E</b>		
Overall quality of M&E	S	The monitoring and evaluation of the project has been satisfactory with few shortcomings (see text for caveats)
M&E design at project start-up	S	The monitoring and evaluation framework was typical of UNDP-GEF projects.
M&E plan Implementation	S	The monitoring and evaluation processes have been implemented with few shortcomings (as mentioned in the text).

## 5.3 Project Results

105. The detailed analysis of the logframe can be found in the Annexes (Annex 4).

106. It is difficult, if not invalid, to compare the attainment of results among different countries although it should be stated that the bar is very high. Certainly, in many other countries, the performance of certain parts of the project and the gains made by the project to date would be considered as less than satisfactory. However, the environment in which the project is operating is extremely challenging. As discussed above, the project design was over ambitious and consequently flawed. In the subsequent stage, we make recommendations to ensure that the design of the next stage is kept within realistic limits.

107. As such, despite working to create an enabling environment, a number of profound barriers still exist. These we discuss briefly here and in the sections below where we make recommendations for the second stage, we suggest mechanisms for overcoming some of these barriers. There are others that remain as an entrenched part of life in contemporary Ethiopia and are simply beyond the scope of the project. In such cases, the project must be limited to what it can realistically achieve in the forthcoming four years.

### 5.3.1 Remaining barriers to effective management of the protected area system of Ethiopia

108. Much of what we discuss briefly here was suggested or hinted at in the UNDP-GEF Project Document. The following, occasionally interlinked barriers persist:

- *The focus of development in Ethiopia is primarily on infrastructure, food security, service sector, etc. and not on protected areas.* As discussed below, the project has made significant gains to work with other sectors to include language referring to protected areas in policy documents, but there is no implementation. This is not unfamiliar (see Project Document for discussion on policy-implementation divide). However, protected areas remain chronically under-resourced both in terms of human capacity as well as financial resources. And yet we believe that numerous entry-points do exist (e.g., climate change, carbon storage and sequestration, watershed protection, sustainable land management, conflict resolution, tourism development) but these have not been exploited by either EWCA or the project. Moreover, we believe a change of vision needs to occur, transforming the protected areas from less important “wildlife” areas to

those that focus on these values and which, as a consequence, are profoundly contributing to the economy of Ethiopia. Therefore, while the perception remains that the protected areas that fall under the mandate of EWCA are categorized as “wildlife” protected areas (National Parks, Wildlife Reserves, Wildlife Sanctuaries and Controlled Hunting Areas), they are perceived as of lesser importance to any other given sector. Redefinition and re-categorization of the protected areas would be necessary for this to happen; such a bold step requires vision and courage.

- In addition, those authorities tasked with implementing legislation and regulations find it challenging to implement environmental regulations because it entails imposing boundaries (whether spatial or in terms of harvest limits) on people. Because this imposition is not carried out hand-in-hand with implementation of natural resource management systems including aspects such as transfer of responsibility, the implementation of regulations are seen to be a burden by authorities and communities alike. In an increasingly democratic world where those in power vie for attention and votes of communities, the implementation of such “difficult” legislation is avoided.
- *Participation, collaboration and cooperation.* Potential opportunities are being missed to benefit from the technical (and thereafter financial) support that is available within Ethiopia because collaboration and cooperation mechanisms are not well developed. Participation, collaboration and cooperation should really enhance performance and be a sign of confidence but despite this they are not practiced very much. A good, close-to-home example is the technical support solicited from the project: despite the vast international experience that the CTA has, his advice is only occasionally sought out.
- *Institutional performance.* There is ample room for improving the performance within EWCA. An analysis of the issues carried out when the project was being designed and over the course of the MTE indicates that team building, leadership training and conflict resolution courses would enhance performance, and engender cohesion and trust within the organization. Given that this is recognized by the leadership within EWCA and by the PMU, we have the opportunity to implement such capacity development and training in the second stage of the project. The downstream effects of this room for improvement are profound and touch everything in which EWCA is involved. Overall, the organization is risk adverse and there is a danger that little will have changed within the organization at the end of this project. The corollary of this is that the profound changes that are necessary in EWCA, akin to those that happened within other protected area organization elsewhere across the globe (often with inputs from GEF), have yet to happen.

109. There are two ways of looking at these barriers: first, the project must work to overcome those that it can realistically address and, second, it must find ways of working within the framework that these barriers present.

### **5.3.2 Attainment of objectives**

110. Notwithstanding the caveats discussed above, the project has made some significant gains (see Annex 4 for details of the results within the context of the project’s logical framework). It has delivered on many of the indicators and others are in the pipeline such that they are expected to be completed before the end of the

first stage – and thus by the end of September 2012. The activities, inputs, outputs and outcomes will be examined in some detail here.

111. The project’s purpose was “*Enabling frameworks and capacities for managing the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective are emplaced.*” The achievement of this overall objective for the project was to be measured by three indicators. These have been mostly achieved but, as discussed below, questions remain regarding both the legislative framework as well as the capacities at a system level. These will be discussed below under the relevant Outcomes. Here it is relevant to examine the indicators.

112. The Protected Area System Plan (the first indicator) was conceived as a strategic mechanism to enhance planning skills within EWCA and, subsequently, facilitate the development of annual plans and budgets for the organization. In addition, it was conceived that gaps in the system would be determined such that the possibility of developing a protected area system that is coherent with the biodiversity, ecosystems and ecological processes in Ethiopia. The project has made gains with the production of the gap analysis and a carbon study both of which are completed. However, it is apparent that there may be confusion between the intention, as described in the project document, and how the project team comprehend the need for the Protected Area System Plan. A re-analysis of the need for a strategic planning document is warranted; if it is deemed irrelevant, then we **recommend** that the PSC authorizes that it is not pursued. However, if, in collaboration with EWCA, such a strategic planning document could be useful for EWCA, we **recommend** that it is jointly prepared between the PMU and EWCA.

113. The second indicator is the process to gazette protected areas. Here, (despite minimal assistance from the project or from EWCA), the completed results have been made primarily by the regional governments.

114. That being said, there are many processes under way. **This is significantly helped by the fact that the GTP includes gazettement as one of the indicators – thus, EWCA is collaborating strongly in this process.** This presents a **lesson learned**: if the project can harmonize its Outcomes and Outputs with those of EWCA – and vice versa, the chances of delivery significantly improve. The next stage must focus on this harmonization.

115. Therefore, demarcation or re-demarcation is underway in a number of protected areas. The process is being carried out by EWCA with funding from the project. The process is, of course, being carried out in a participatory way involving local communities and local authorities. Once the boundaries are negotiated and agreed, the EWCA team walks to each waypoint (for which a beacon will be installed in the future) for further agreement with local communities. The negotiation, particularly in some areas (e.g., Fantale Mountain in Awash National Park) can be very protracted. Once this demarcation is complete, EWCA and the project will provide the data to WCPA for updating their database.

116. In addition, the regulations for five protected areas (Bale, Senkele, Alatish, Kafta and Gambella) have been submitted to the House of Representatives for ratification and, thus, gazettement. Therefore, the process of gazetting protected areas is also under way.

117. The final purpose level indicator is the inclusion of previously excluded ecosystems and their associated goods and services such that there is good representation within the protected area system. The necessary gap analysis has been carried out and the report is completed. However, this should then be taken forward into the next stage with a plan on how these areas can realistically be incorporated into the protected area system, with some legal recognition. This may be challenging as already the project and EWCA are stretched financially.

118. The analysis of the Outcomes, Outputs and indicators are as follows (see also Annex 4):

119. Outcome 1: *“Protected areas are mainstreamed in the development framework in Ethiopia, with greater political support.”* While the project has made gains in this outcome, it presented significant challenges to the PMU primarily because i) there were dependencies on other people and organizations and ii) the degree to which protected areas are marginalized in the country. In addition, it is probable that other sectors perceive that “wildlife” protected areas are of little relevance to their wish to protected watershed or to contribute to sustainable land management<sup>6</sup>.

120. Therefore, while other sectors have indeed included some reference to protected areas – largely as a result of the persistence of the PMU – this has not led to implementation, financing or expansion of the protected area estate of Ethiopia. For example, the strategic investment framework for the SLM program stipulates (sub-component 1.7):

*Protection and restoration of critical areas representative of Ethiopian natural biodiversity and key habitats for endemic and/or globally endangered species: This sub-component would focus on those areas (both within and outside officially protected areas) that have been identified as critical for the preservation of Ethiopia’s natural biodiversity and which are currently threatened by inappropriate land uses, and poor land management practices, leading to habitat degradation. Activities would focus initially on completing the demarcation and preparation of management plans for the 58 Regional Forest Priority areas. In conjunction with sub-components 5.7 & 5.8 this sub-component would also seek to identify Ethiopia’s critical wetland resources, determine the current threats, and develop management plans for their protection and restoration. Where appropriate this sub-component would explore the options for adding value to the natural biodiversity through the development of eco-tourism.*

121. And yet, despite this rhetoric, neither has anything been implemented nor has collaboration or cooperation with EWCA been sought.

122. The second outcome level indicator relates to the leverage of funding for the protected area system. Despite the withdrawal of African Parks from Nechsar and

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<sup>6</sup> In this regard, the Project Document suggested re-categorization of protected areas for two principal reasons: i) to relate to the reality of protected areas in Ethiopia as they stand (and it is difficult to conceive that all people will move out of the “National Parks” – thus, we will either end up with no national parks or a devalued term); and ii) to move away from the dated terminology of “wildlife” parks and embrace the contemporary thinking and terminology of biodiversity, ecosystems and ecological processes. To this may be added areas that are necessary for resilience to climate change. This re-categorization has not taken place and we speculate that the continued marginalization of EWCA may be partly as a result of this.

Omo National Parks just before the project began, there has been leveraging of funding for the sector, both from the GoE but also by partners (see Annex 5). To a large degree, this can be attributed to the confidence that the presence of the project has generated among donors and partners.

123. Output 1.1 “*Major indicators from [the] Protected Area System Plan have been adopted in the [GTP].*” The inclusion of relevant indicators in the GTP represents a significant motivational force for EWCA (as observed by their efforts to demarcate the protected areas). However, the degree to which the project was influential in the development of the text and indicators in the GTP was minimal. Indeed, the project proposed improved text and indicators but they were not accepted.

124. Nonetheless, the inclusion of “the number of legally recognized wild animal parks<sup>7</sup>” has been a significant motivator for EWCA and this represents a step forward.

125. We strongly **recommend** that EWCA works closely with the project in the development of text and indicators for the next GTP. After all, the project has funding and can significantly assist EWCA on the achievement of those indicators – all of which will positively reflect on EWCA.

126. Output 1.2 “*Increased protected areas in major watersheds of the sustainable land management program.*” A number of policy and strategy papers in other sectors contain strong references to protected areas, including: i) the Sustainable Land Management Programme of which the Ethiopian Strategic Investment Framework (ESIF) contains strong references to the role of protected areas in sustainable agriculture; and ii) all eight River Basin Authority Master Plans have protected area components and include some very detailed and high quality-studies. However, implementation of these plans, policies and strategies are sorely lacking (see Project Document for a discussion on the policy-implementation divide).

127. In addition to these efforts, the MoWR and EPPCO are underway to create partnership in which EWCA has become member of the steering committee.

128. While impact from these efforts remains elusive, we applaud the efforts of the project to pursue the mainstreaming of protected areas. Indeed, the very inclusion of protected areas in any policies, plans or strategies represents a significant step forward. However, as mentioned above, we **recommend** a re-branding of protected areas is necessary – from the current perception that they are for “large, fluffy mammals” and thus a luxury Ethiopia can hardly afford to areas that can play a significant role in watershed protection and as refuges for economically important biodiversity (among their many other values). As such, their long-term value to the economy will far outweigh the relatively small investments needed to secure them today.

129. To this end, the so-called “Economic Study” carried out by the project is a valuable contribution. Further, the Abijata Shalla study shows how unplanned land use in the catchment adversely affect the water balance in the area. However, the PMU relate that despite the positive feedback that they received from the economic study and its launch, the effect has been limited. It may take the re-branding of

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<sup>7</sup> The wording here is far from helpful: EWCA and the project should strive to move away from such wording – to which other sectors interested in watershed management, sustainable land management or even simple economic growth simply cannot relate and would be seen as utterly irrelevant. With such perceptions persisting, it is hardly surprising that the EWCA remains marginalized.

EWCA to persuade stakeholders that the results of this study are being taken seriously by EWCA – and should be thereafter by the stakeholders themselves.

130. Output 1.3 *“Linkage with and adoption by tourism sector of protected areas as one of the key marketing strategy.”* Notable gains under this output include: the Amhara and Oromia GTP Tourism Plans have incorporated protected area components; ii) the MoCT has developed a number of promotional materials that refer to protected areas and wildlife. However, despite the institutional situation of EWCA under the MoCT, the protected areas have **not** been prioritized within MoCT’s marketing strategy. The level of knowledge of the potential and belief that protected areas could contribute significantly remains very low.

131. At present, there are two privately owned and managed lodges in protected areas across the entire protected area system in Ethiopia!! These are in Simien and Awash National Parks. However and despite the lack of prioritization, there has been some growth in interest in tourism development and a number of lodges are under discussion. No agreements have been signed although at least one may be imminent.

132. Outcome 2: *“Policy, regulatory and governance frameworks are supported, leading to redefinition and implementation of protected area categories with reduced land-use conflict.”* The project implementation commenced once the new Wildlife Proclamation (No. 541/2007) had been published; similarly the Ethiopian Wildlife Conservation Authority had been established by proclamation (No. 175/2008) and with it thirteen protected areas (including nine National Parks and three sanctuaries) had reverted to federal control and management (although there was an option for delegated management which EWCA did not take up). As such, it has no way in which to influence this legislation. Similarly, the Wildlife Policy and Strategy was published in 2006. In addition, the “Wildlife Development, Conservation and Utilization” Regulations (No. 163/2008) were approved and enacted.

133. Despite this (and related to the discussions of re-branding), we **recommend** that some analysis of the Policy, and Proclamation and Regulations is carried out, first to determine where there is sufficient space for working effectively and, second, to determine where these legislative documents are limiting or insufficient. Such analysis can then be used when the legislation is changed.

134. Now there is a focus on the development of guidelines as they relate to the Policy, Proclamation and Regulations, including: i) hunting guidelines, ii) sustainable use guidelines, iii) investment guidelines, and iv) business planning guidelines. Of these, the project was only partially involved in the discussions on the concession and hunting guidelines which propose improvements of the sector, especially the increase of the industry, without compromising its sustainability. In contrast, the project was very involved in the development of the business planning guidelines which, tellingly, are the only guidelines to have been approved to date. However, only one protected area level business plan has been developed: this is for Bale Mountains National Park – in partnership with FZS – but this pre-dated the guidelines (which, therefore, have yet to be used). However, it is likely that they will be as the GMPs are developed (e.g., for Gambella and Babilie – both of which are currently under development).

135. In addition to this, the proclamation allowing for the establishment of a Trust Fund has been drafted and is under discussion; similarly, guidelines/model for the development of a Trust Fund have been prepared.



136. Other guidelines for management planning at the protected area level were initially rejected by EWCA but it now appears that they might be considered useful.

137. The existing GMPs (BMNP and SMNP) are now having components of the policy, strategy and regulations being written into their workplans. However, it was notable that the Warden of BMNP asserted that the GMP was not being used.

138. Interestingly, the Ministry of Science and Technology have developed “Man and Biosphere” legislation and two Biosphere Reserves have now been established under this legislation with their core areas gazetted as regional or zonal protected areas.

139. The gazette process – as part of the legislative framework – is discussed above.

140. The project has also assisted with Ethiopia’s implementation and conformation to her international commitments by providing guidance and training in some of the international agreements to which Ethiopia is a party (including CMS and CITES).

141. There is one aspect of Outcome 2 that has not been addressed or even examined: the categorization of protected areas. The Policy and Strategy (2006) and Proclamation (2008) retain a strong *wildlife* focus: that is, a focus on the large mammalian fauna of the country. However, as elegantly demonstrated by the “Economic Study” carried out by the project (see below), there are numerous other aspects of protected areas whose value far outweighs the value that these large mammals contribute. Despite this and the identified need in the Project Document to re-categorize protected areas i) by their actual status vis-à-vis human presence and nature resource use and ii) by their actual values, nothing to date has been done. Doing this would help other organizations and programmes to identify with the protected areas that fall under EWCA and their regional counterpart organizations. Thus, instead of considering these areas as irrelevant places for “large, fluffy mammals” in which Ethiopia can ill afford to invest, they would be viewed for their true value – which, as demonstrated by the “Economic Study” is immense. Indeed, they might then be seen as useful within the watershed management plans of the MoWR and in the SLM Program – and incorporated therein. The project and EWCA might then make steps to achieve the mainstreaming goals that were part of Outcome 1. Therefore, we **strongly recommend** that the project works with EWCA to re-categorize the protected areas and consider re-branding the organization. It should be noted that a move to the conservation of *biodiversity, ecosystems and ecological processes* does **not** preclude but does strongly include the large mammalian fauna of the country.

142. Outcome 3: “*Increased institutional capacity for protected area planning and management, leads to functional system plan and improved protected area management.*” The sector was re-structured just before the project started with the establishment of the Ethiopian Wildlife Conservation Authority (EWCA). As the federal organization for wildlife conservation and management, thirteen protected areas fall under the mandate of EWCA and despite the option to delegate management, they have not so. The institutional competition that was so apparent (particularly between IBC and EWCO, as it was then) seems to be less of an issue at present. However, as mentioned above, interestingly the MoST has taken the step to define Biosphere Reserves as a protected area category. This potentially establishes a

new competitive situation with EWCA (which could be positive or negative depending on which way it is taken).

143. The sector remains profoundly under resourced, both in terms of financial and human resources. The human capacities, infrastructure, materials and equipment fall far below the basic requirements for effective protected area management. Further recruitment of protected area staff is also dependent on further investment on infrastructure but no resources are available for such infrastructure development at present.

144. At a regional level, there remains much variation in the capacity to develop and manage regionally protected areas. The resources allocated for protected area development and management are equally variable among the regions.

145. At the HQ level in EWCA, questions remain regarding the structures that have been put into place. However, efforts by the project to carry out an analysis of the options for further, harmonized re-structuring were thwarted by the unease that it created in the organization and the analysis was stopped.

146. In terms of management effectiveness, the performance of the protected area system, as measured using the WB/WWF Monitoring Effectiveness Tracking Tool (METT), has been variable. Some gains have been made as a result of the training of scouts (see below) and the demarcation processes that are under way. However, the METT monitors the basic components of protected area management, including: i) legal status, ii) regulations, iii) enforcement capacity, iv) identified objectives, v) appropriate design, vi) demarcation, vii) management plan, viii) participatory processes in planning, ix) periodicity of planning processes, x) adaptability of planning processes based on research and monitoring, xi) periodic work plan development, xii) resource inventory, xiii) research programming, xiv) resource management activities, xv) staff numbers, xvi) staff training, xvii) sufficiency of budget, xviii) security of budget, xix) budget management capacity, xx) sufficient equipment, xxi) maintenance of equipment, xxii) sufficient education and awareness programmes, xxiii) integration into land use planning processes, xxiv) cooperation with state and commercial neighbours, xxv) indigenous peoples involvement in management decisions, xxvi) local community involvement in management decisions, xxvii) trust among local stakeholders, xxviii) local communities welfare is being enhanced, xxix) local communities and peoples actively support protected area, xxx) local communities accrue financial benefits, xxxi) activity monitored for performance, xxxii) sufficient visitor facilities, xxxiii) contribution of commercial operators to management, xxxiv) accrued fees contribute to management, xxxv) PA values in good condition, xxxvi) assessment of PA values based on research, xxxvii) PA values identified and being actively managed/protected, xxxviii) PA values protected as routine part of PA management.

147. We have listed these for a very specific purpose: to demonstrate that protected area management is multi-faceted and to demonstrate that all protected areas in Ethiopia have a long way to go! Thus, in order to score highly using the METT, management must, by definition, be effective!

148. Because of the multi-faceted nature of protected area management and the situation in the protected areas in Ethiopia, the current possible increases in METT scores lie primarily in the training that has been carried out, boundary demarcation

and gazetting. In these areas, there is progress with many things in the pipeline but few things completed.

149. The project has focused largely on a number inputs for this Outcome: i) provision of training for scouts in most protected areas, ii) provision of equipment (see Annex 6), iii) the development of a strategic Protected Area System Plan (in development but for which the Gap Analysis is complete), and iv) business planning guidelines and business plan development (although these need to be carried out, probably simultaneously with the management planning, for all protected areas with the exception of BMNP for which the process is already complete). However, the inputs remain far removed from targeted activities that overcome the threats in each of the protected areas; indeed, without the development of management plans in which the threats are understood and monitored, and the values of the protected areas are understood and monitored, the impact of the project will remain intangible. The development of management planning guidelines and, subsequently, management plans for each protected area remains a priority.

150. A further aspect of this Outcome was the development of functional working relationships between EWCA and the regional authorities. This has not been satisfactorily achieved. Indeed, early on in the project, the EWCA leadership emphasized that the project should be focussing on EWCA to the exclusion of the regions (see Annex 8 for PSC discussions). The project must work with EWCA to stress its leadership role within the protected area system and not see itself as a competitor but rather a leader whose role it is to nurture and facilitate the work of the regions. We **recommend** that the project display leadership in this by working with the regions such that they demonstrate that, in fact, the regions do not present a threat to EWCA but rather their work is complementary.

151. In terms of improved management, the project involved itself in the demonstration of direct management. In Abijata-Shalla National Park, there was a high volume of sand extraction; this led to disturbance of the aquatic birds' habitat and breeding. The sand extraction has now stopped – thereby demonstrating that change is indeed possible!

152. In terms of planning, as discussed above, the gap analysis carried out by the project presents a very significant output, profoundly increasing the knowledge and understanding of the protected area system of Ethiopia. We state this with one significant caveat: the gap analysis neglected to include one of the crucial values of the protected areas: their role in the protection of ecological processes in the country – and most importantly, carbon storage and sequestration, and watershed protection. Given the importance of these aspects when considering the mainstreaming of protected areas, as discussed above, this presents a significant oversight.

153. One note must be made of planning processes: policies, proclamations, regulations, guidelines, management plans and business plans make absolutely no difference to the conservation of biodiversity, ecosystem and ecological process conservation if they are not i) meaningful or ii) implemented. **The project, in the next Stage, must focus on ensuring that these plans take meaning on the ground.**

154. The final aspect of the Outcome was training and appropriate staffing. As indicated in Annexes 4 and 6, over 490 scouts have received training by the project. The project developed the curriculum for the training – adopting the training curriculum developed by African Parks in Omo National Park. While the training

was initially carried out by external trainers, (in an effort to secure extra income from per diems) the training thereafter was carried out by EWCA staff. The training of the scouts represents a significant input by the project and there is a tangible improvement in morale across the protected area estate. **One aspect that requires further attention by the project is to evaluate impact at three levels:** i) the impact on the staff themselves (measuring morale, expertise, skills) ii) whether the training by the EWCA staff (cf. that provided by external trainers) is sufficiently good, and, finally, iii) impact on management effectiveness (is the training contributing to overcoming threats or conserving biodiversity; in a number of protected areas visited by the MTE over the course of the mission, the training was not linked to the particular threats faced by the protected area – thus, the scouts were not responding to those threats). In addition, the two-month training that the project has provided to date is a good starting point: training should be an ongoing process and it should be linked to (yet to be implemented) career development plans across the system.

155. However, regrettably, the training did not include concurrent training of the Wardens or “experts” within the parks. These members of staff have yet to receive any training; morale is low and of all the staff that the MTE team met over the course of the mission, these were the least impressive. Indeed, we stress that if the discipline and conduct of these senior staff members in the protected areas does not improve rapidly, all gains through the scout training will be lost because they will become demotivated by poor leadership. This is the case despite the fact that a number of wardens travelled to training in South Africa. Indeed, we question the skills and qualifications that EWCA is using to recruit Wardens: these seem totally inappropriate as it has led to the recruitment of young graduates who have no experience in human management or the politics of dealing with *woreda* or regional-level organizations.

156. At the HQ level, a number of people have received training (both overseas and at Wondo Genet College – though the MTE remains unaware whether the project has determined the effectiveness or appropriateness of Wondo Genet’s curriculum) – and there are some tangible impacts of this – particularly with the GoE’s efforts to curb export of wildlife products. However, the capacity within EWCA remains very low – **particularly if measured by the effectiveness of the protected area system** – which, after all is the primary *raison d’être* of the organization! If an opportunity arises in Stage Two, the project should work with EWCA to consider re-structuring of the organization, including recruiting staff with the appropriate skills to carry out the necessary tasks.

157. One of the issues hampering the organization is that it still falls under the Civil Service Ministry. Two cases illustrate this: i) the recruitment of Wardens (as discussed above) and ii) allowing EWCA to remunerate staff appropriately. For example, scouts are paid between ETB 540 – 1,114 per month (equivalent to USD 30 – 63 at current exchange rates). If/when a second round of Business Process Re-engineering (BPR) takes place, EWCA should work with the project to correctly identify the qualifications and experiences needed to carry out the tasks. For example, Wardens need experience managing people and budgets, working with local authorities (both *woreda* and regional levels) and commanding the respect of their staff – but a degree is not necessary! Such a process should have occurred when the re-structuring analysis was supposed to take place. It remains unsatisfactory that this did not take place. In addition to a review of the structures, we **recommend** that the project (with appropriate consultants and in complete collaboration with EWCA and

the regional organizations), analyses various institutional aspects: i) structures for the system and human resources required, ii) staffing skills required for all positions, iii) Terms of Reference for staff, iv) mechanisms for staff performance evaluations, and v) career development processes.

158. As such, when we examine the Project Document we see that a number of barriers remain (see 2.1.3 Weak Institutional Capacity) and one consequence of these barriers, identified in the Project Document, that there still is “a disbelief that change is possible.”

159. Finally, a further barrier has been added in the present circumstances: there has been a debilitating and divisive power struggle among the senior leadership in EWCA. This stalled the implementation of the project for up to a year. While it is now partially resolved, it was and remains a highly unsatisfactory factor.

160. In conclusion, while the impacts of the activities described above on management effectiveness remain intangible (as they are necessary but insufficient steps to effective protected area management), however, an informal assessment carried out by the project with protected area staff indicated that:

- The vehicles have enhanced patrolling effectiveness in the PAs
- The radio communication has facilitated their information sharing in protecting the park. It has also increased staff security.
- The uniforms have helped the scouts to gain more respect from community, police and military. They have increased the visibility of EWCA and the regional wildlife forces.
- The field equipment like cameras, binoculars, field guides, and GPS are supporting the conservation effort, especially the ecological monitoring and patrolling.

161. Outcome 4: *“New protected area management options are piloted, developing best practice to be replicated across the PA system.”*

162. It has been widely acknowledged that EWCA cannot carry out the task of managing the protected areas of the country alone. It simply does not have the capacity (in the broadest sense of the word – thus, including financial and human resources, skilled personnel, infrastructure and equipment) to do so. As such, it was and still is recognized that working with partners – including state and non-state actors – would be necessary. This underpinned the philosophy of establishing four protected areas as “demonstration” or “model” sites: Bale Mountains National Park (BMNP), Guassa Community Conservation Area (GCCA), Omo National Park and Nechsar National Park. When the project was being designed, these protected areas functioned either in partnerships or in developing partnerships. Since then, African Parks, the organization that was working with the government for management of Omo and Nechsar National Parks, has withdrawn its investment. Thus, there is no longer any rationale for having Omo and Nechsar National Parks as model sites.

163. The focus, therefore, must be on BMNP and GCCA. Both these areas operate within a partnership with FZS. In the BMNP, the partnership agreement is between FZS and EWCA; in GCCA, FZS works with the local community, including the CBO, to improve management of the area.

164. Over the past four years, the METT scores for the two areas have increased, significantly so in GCCA. Using an adapted METT (given that it is a community conservation area and some of the questions are not relevant), GCCA scores highest of any protected area in the country (in 2009, GCCA METT score was 56 of a possible 79 points or 71%). This is, of course, notable.

165. In addition, there have been significant gains in BMNP, particularly in planning. BMNP was the first area to develop a GMP<sup>8</sup> and a business plan. However, it was notable that during the MTE mission, the Acting Warden of BMNP confessed that the GMP was not being implemented or even used for annual planning purposes.

166. FZS have moved to replicate their partnership models to SMNP (replicating the system in BMNP) and to Abune Josef Community Conservation Area (ACCA) and, as a result, SMNP is the second protected area with a GMP.

167. FZS have led the process to replicate these models and the project has been little involved in either learning from the models (both positive and negative). There are lessons from i) the withdrawal of African Parks (why did this partnership fail? what lessons can be learned from this withdrawal?), ii) the gains – and otherwise – from the FZS partnership in BMNP and iii) the gains from the FZS partnership in GCCA. It is essential that the project monitors, with all the involved partners, from these “models.” As stated above, EWCA cannot do the job alone and hence needs to actively – if not aggressively – pursue partnerships and hence these lessons are essential for effective management of the protected area system.

168. There is only one emergent partnership (cf. the targets in the project logframe): Gambella National Park. Interest in Gambella NP has been increasing by a number of different organizations and this has accelerated since the scale of the white-eared kob (*Kobus kob leucotis*) has become apparent. A number of organizations came together to form a Taskforce and a management is in the process of being completed. The project is a member of the Taskforce and has made various financial contributions to processes in Gambella.

169. Previously – before both the project and the establishment of EWCA – there was an effective management committee at the park level – and with the support of the regional government – for SMNP. With the establishment and ‘recentralization’ of the management of SMNP by EWCA, the management committee has diminished in its effectiveness. Other than this, the concept of establishing management committees at the park level that include a broad range of key stakeholders (e.g., *woredas*, regional authorities, EWCA and non-state actors including NGOs, CBOs and private sector organizations such as tourist operators) has not been adopted. Again, this is despite the lessons learned from those protected areas which are closely linked with local authorities (e.g., GCCA, Abijata-Shalla NP) which demonstrate that such close relationships are beneficial.

170. With the management of limited harvesting areas, which, in the context of EWCA, means only the hunting areas, there have been few developments<sup>9</sup>. The

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<sup>8</sup> A management plan had previously been developed for Awash National Park but this was never implemented.

<sup>9</sup> Despite the logic of bringing natural forests under one protected area authority and, if limited harvesting is to be carried out, managing them in a similar way to the controlled hunting areas, this has not been done or even considered.

regulations were amended before the beginning of the project; the amendments were done with little successful consultation and therefore there are flaws to them. In contrast and with input from the project, the consultative process over the development of the guidelines was better. However, these guidelines remain under discussion and the industry remains constrained.

171. One of the outputs for this outcome was not understood, either by the project or the MTE team. Why this remained in the logframe remains unclear.

172. Outcome 5: *“Mechanisms for financial sustainability for Ethiopia’s protected area system are developed and demonstrated, for scale up in Stage Two.”*

173. There are three key outputs to date under this outcome: i) the catalysis of donor funding to the protected area system, ii) the process of developing a framework for the establishment of a trust fund and iii) the results of the so-called “carbon study”. These will be discussed in turn.

174. First, the project has been successful in generating interest and, importantly, trust. Because of a long history of failed projects (e.g., EU funding to Omo, WWF in BMNP, CARE in Awash, the Swiss and Austrian interventions in SMNP), the low capacity of EWCA and its poor public relations<sup>10</sup>. The project has reversed these perceptions to some degree and trust has been re-gained **so long as the project is ongoing**. There have been four primary development since the inception of the project: i) EU interest in investment in a training centre and capacity development in Nechsar National Park, and ii) linked with the interest in Gambella and the establishment of the Gambella Taskforce, interest in investment in the development of Gambella National Park. To date, agreements over these funds have not been signed but discussions are underway. In addition, iii) the project has assisted with the process of developing project proposals for GEF-5. Finally and most importantly, iv) the project has catalysed three tranches of funding from UNDP to the protected area system. These funds have been used to procure equipment for the protected areas.

175. Second, the project has catalysed discussion and studies regarding the establishment of a trust fund. Indeed, currently, the thinking regarding sustainable financing of the protected area system hands primarily on the successful establishment of such a trust fund. At present, the proposal is to set up two aspects: i) a revolving fund and ii) an endowment fund. Crucially, the revolving fund would allow for retention of revenue generated in the protected areas.

176. However, the trust fund remains under discussion. A draft of the necessary legislation to allow the establishment of the trust fund has been submitted to the Council of Ministers for enactment. The final guidelines also remain under discussion.

177. One aspect of the trust fund – and specifically of an endowment trust fund – is the feasibility of its capitalization. Under the project, there is provision of USD 1 million to initiate the capitalization of the trust fund but it remains unclear whether a capitalization of an endowment fund is feasible – particularly in the current economic climate. There are many endowment funds being established around the world, each needing capitalization in an uncertain economic situation. As a consequence, we

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<sup>10</sup> The internal conflicts within EWCA were well known among the donor community; in addition, EWCA leadership failed to be present at key donor meetings or opportunities – thereby sending out negative messages.

**recommend** that the project commissions a detailed study into the feasibility of securing capital for an endowment fund.

178. Finally, we **recommend** that the project examines in depth the feasibility of actually completing the task of establishing the trust fund within the next four years. A roadmap for the establishment and capitalization of the trust fund needs to be drawn up, the barriers to each step in the roadmap identified as well as the mechanisms by which those barriers will be overcome.

179. Finally, the project commissioned a “carbon study.” This remains in draft form and was not submitted to the MTE team for examination. However, we understand that it focuses on REDD+ issues in protected areas – and, therefore, how the protected areas may benefit from trading the “avoided deforestation” in the voluntary markets. We would offer a note of caution: i) there are significant policy issues to deal with before trading carbon on the voluntary markets would be possible (e.g., who actually benefits? would it be the protected area, the local communities who would not be carrying out the deforestation, or the regional or federal government?), ii) given the state of knowledge in the majority of protected areas, it would be difficult (or take significant periods of time) before baseline rates of deforestation could be established and thereafter work out the rates of “avoided deforestation” that could be traded, and, finally, iii) detailed costings need to be calculated to ensure that the costs of monitoring deforestation rates are not greater than financial benefits that could be accrued.

180. In addition to these aspects on which the project actively worked, there are two other aspects worthy of mention. First, over the course of the project, the number of tourists in selected protected areas has increased (see Annex 7). However, the degree that this can be attributed to the project remains unclear! One aspect that requires more attention across the protected area system is the fee structures for protected areas. Variable fee structures across the protected area system are warranted; these should be based on willingness-to-pay studies but related to the services provided. The concessions for tourist operators (including hunting concessions) should also be based on transparent, competitive processes (open not only to Ethiopian nationals and Ethiopian companies). Finally, there should be transparency of all revenues accrued from tourism across the protected area system, including from hunting fees, concession fees, gate entry fees, bed night fees and any other fees structure across the system (including, traded carbon and payment for ecosystem services in the future). How this revenue is disbursed (whether within EWCA, to the federal treasury or to the regions and communities should be made explicitly clear. We **recommend** that the project works with EWCA to put the systems in place to ensure that this happens.

181. Second, as described above, one principal and linked way of increasing funding to protected areas is through catalysing partnerships. Where this has been successfully done – in Gambella National Park – there is an expected flow of funding. Elsewhere, in those areas in which partnerships have not been established, the resources remain significantly limited.

182. Currently, the enthusiasm offered by various donors – and the Head of the EU Delegation in particular – offers a unique and time-limited opportunity. The project should work closely with the Head of the EU Delegation to ensure that this opportunity is fully seized.



183. In terms of adaptive management, while the project adopted the UNDP Financial Sustainability Scorecard and established the baseline (80 points out of a possible total of 220, or 36%), it has not used the Scorecard either as a monitoring tool (i.e., the scorecard has not been re-applied to assess gains) or as a financial planning tool (i.e., to view where the gaps maybe and how further gains may be made). We **recommend** that the project uses these tools and, more importantly, ensures that EWCA adopts them.

184. In conclusion, the project has made some gains in this Outcome. However, there is still no cohesive plan of how the protected area system will achieve financial sustainability. Instead, as has happened previously, funding to protected areas is happening in a piecemeal way. This means that unless some significant work is put in over the next four years, the financial sustainability of the protected area system will remain uncertain and the situation will not have improved at all.

185. Finally, as has been mentioned on a number of occasions, the protected area system is still perceived (both by EWCA and more widely in Ethiopia in the GoE and the donor community) to be of little development relevance because it focuses on large, mammalian fauna. This means that it misses on the many entry points and funding opportunities associated with climate change, watershed protection, sustainable land management and natural resource management. We urge EWCA and the project to use the results of the Economic Study to re-brand the protected area system and re-categorise the protected areas by their true status and values.

186. By extension, many funding opportunities exist. It was mentioned to us, for example, that the African Adaptation Programme (through the EPA) spends only 25% of its budget. The project needs to seek, to remain connected and to be flexible such that it can take up on these opportunities.

Item	Rating	Comment
<b>Outcomes</b>		
Overall quality of project outcomes	<b>MS</b>	The project has made some gains but much remains to be done. As described in the text, there are numerous caveats. The project has delivered i) on the things that are easiest and necessary but remain insufficient for a sustainable protected area system and ii) partially on those things in which EWCA is interested (e.g., demarcation).
Relevance	<b>MS</b>	The project's work remains relevant to the development context within Ethiopia – and gains have been made to achieve the indicators in the GTP. However, re-branding EWCA and marketing the protected areas for their true value (as indicated in the “Economic Study”) would contribute to a broader understanding of the relevance of Protected Areas to the development of Ethiopia
Effectiveness	<b>MU</b>	As noted above, the project has dealt with the “easy hits” but has yet to confront the challenging aspects of ensuring sustainability and effective management across the protected area system. Given the complexities of the barriers, the project will have to find mechanisms to deal with some of these complex issues if it is to have a lasting legacy.
Efficiency	<b>S</b>	The project has been very efficient in its delivery – particularly in terms of cost-effectiveness.

### 5.3.3 Replication

187. To date, there has been little effort to replicate or scale-up the lessons learned from the “model” sites, or learn from other good practices in the country such as the outstanding Participatory Forest Management Program (even though the PFM areas are not recognized as “protected areas” despite their contribution to the conservation of biodiversity, ecosystems and ecological processes). The PMU has viewed the model sites and other examples in the country as unrelated to the project because they are not being implemented by the project. However, we believe that *all* the “models” – both those that persist (BMNP and GCCA) as well as the “failed” models of African parks (Omo and Nechsar NP), and those success stories such as the PFM program – offer **lessons learned** that are pertinent for the rest of the protected area system. They are, after all, about effective management and effective conservation practices. Indeed, it is arguable that GCCA is the most effectively managed protected area in the country; it is certainly one of the few that is meeting its objectives. Indeed, as such, FZS has worked to replicate the work in the Abune Josef Community Conservation Area (ACCA). Similarly, the PFM model has been replicated widely around the country.

188. We also believe that the closure of African Parks in Omo and Nechsar National Parks offers lessons learned – in a similar way to the previous WWF project in the BMNP – about how **not** to carry out a project or protected area project in the country. The project should review these previous projects and add the lessons that can be derived from them to a growing knowledge base of how partners should operate successfully in the country.

189. However, even though the project has run for as long as many other UNDP-GEF do for their full-length, the project is starting to make gains at this point. Indeed, it is precisely this reason that an extended period of eight years was suggested for the project from the outset. We believe that as the project moves through the second stage, it will start to generate a number of good practices that will inform future development within the protected area system. Documenting these lessons and replicating them in the system will be important. To this end, we **recommend** that before the end of the first stage, the project spends some time reviewing the success (or otherwise) of the “model” protected areas such that all lessons – positive and negative – can be replicated in the second stage.

### 5.3.4 Country ownership

190. This section of the report is very difficult to write. The protected area system remains a low priority for the government (as measured by the resources and attention that it receives). As currently marketed by EWCA – as a protected area system for large, mammalian fauna – this is not surprising. What is less satisfactory is that the results of the Economic Study which amply demonstrate that the values of the protected area are more in the environmental services that they provide has not been adopted by EWCA as their principal *raison d’être*. If this was done, there is a greater chance that the country would feel stronger ownership of the protected area system.

191. In addition, from the beginning of the project, there were tensions about the implementation modalities and the sub-contracting of the project to GIZ-IS. Further, the tensions that exist within EWCA partly spill over to the project thereby making it more difficult to bridge the distance that existed from the project’s outset.

192. Nonetheless, the project has worked hard to bridge the distance and trust is being built. This will engender better collaboration between the project and EWCA which, in turn, will result in a growing perception of ownership of the project. This process can be supported by other government organizations, including MOFED and the EPA both of which are anxious for the project to achieve delivery both of its expenditure but also of its conservation objectives.

### **5.3.5 Mainstreaming**

193. In the first stage of the project, mainstreaming protected areas was a key component of the project's design. The project has made some marked progress – both the Ministry of Water Resources and the Sustainable Land Management (SLM) Program have included protected areas as a mechanism to achieve their watershed protection/management and land management objectives, respectively. This move to integrate protected areas within the policies, strategies and action plans for other sectors lies at the heart of mainstreaming. However, despite the successes to integrate protected areas within these sectors' policies and strategies, this has yet to lead to implementation.

194. In the second stage of the project, we **recommend** that the project focus rather on building capacity within EWCA and trying to reach high levels of effectiveness of management in a small number of protected areas – thereby demonstrating how protected areas can contribute to broader development processes. We believe that it is only once their value has been indisputably demonstrated will other sectors buy into protected areas sufficiently to either contribute to their effective management or to implement their own policies with regard to protected areas.

195. Finally, the project was doing little to mainstream other UNDP priorities (including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender) into their activities.

### **5.3.6 Sustainability**

196. The MTE assessed the sustainability of the activities and results of the project, taking into account the different facets of sustainability.

#### *5.3.6.1 Institutional Sustainability*

197. The principal purpose of the first stage of the project was to build capacity within Ethiopia institutions involved with protected area management. Indeed, the project started its implementation simultaneously with the establishment of EWCA.

198. Building sustainability within the sector is important because over the past decade, there have been a number of changes: the Ethiopian Wildlife Conservation Organization (EWCO) was situated under the Ministry of Agriculture and Natural Resources; it was then reduced to a Department under the same Ministry before becoming an Authority (EWCA) under the Ministry of Tourism and Culture (MoCT). Such institutional fluctuation is not positive and not only is institutional memory lost but also in the transition to the EWCA under MoCT, much of EWCO's archives were lost or destroyed.

199. EWCA's institutional capacity is being built over the course of the project. As the organization is strengthened and as it begins to realize its potential, its sustainability should become more assured. Nonetheless, EWCA has far to go before it has sufficient capacity to manage the protected area system as a whole, having the

confidence to work in cooperation and collaboration with all its partner organizations. One of the resounding conclusions from the MTE is that EWCA simply cannot tackle the enormity of the task facing the protected area system of Ethiopia alone: the success of the system lies in forming strong and effective partnerships. While EWCA is lacking in confidence, it is not reaching out to form partnerships and we **recommend** that the project finds mechanisms in the second stage to build this confidence.

200. There has, however, been a strong focus of the project on the federal organization, EWCA, at the cost of the regional organizations. Given the variability of capacities in the regional organizations, the project should seek mechanisms to build their capacity as well and try to lessen the variability among these organizations.

201. Questions remain about some of the interventions – including FZS’s work with the local communities. We question whether, in the absence of oversight and support from FZS, the conservation gains will be sustainable; this question of sustainability hangs primarily over the institutional sustainability.

#### *5.3.6.2 Financial Sustainability*

202. As with institutional sustainability, financial sustainability is one of the focal areas for the project – such that it was elevated to outcome level in the project’s logical framework. The project is taking a multi-pronged approach to financial sustainability. First, a financial sustainability plan is being developed; the plan examines all options for financial sustainability and from this derives a strategy and action plan to achieve financial sustainability. Second, the extent that tourism can contribute financially to protected area management. This has included the development of Investment Guidelines for protected areas. Third, the feasibility of a trust fund is being explored. This has included various aspects of financial sustainability such as revenue retention schemes. However, the actual feasibility of capitalizing such a trust fund has not yet been fully explored – and all possibilities should be considered (including, for example, taking out a loan). The fourth mechanism – “outsourcing” various aspects of protected area management is not yet being fully considered (see above for discussion on EWCA’s confidence and ability to engage with partners). However, outsourcing various aspects – such as research and monitoring – may be a viable option while EWCA remains so profoundly and chronically under-resourced.

203. However, it is imperative that EWCA’s planning and financial management capacity is increased such that it also builds confidence in partners and donors.

204. It is clear, however, that for a considerable period of time, the protected area system will be dependent on government subsidy (but whether that precludes institutional change to an autonomous parastatal organization that can retain all its revenue remains to be examined). There will also be a need for substantial donor inputs.

205. Indeed, the current budget for EWCA is far below the minimal required funds for the effective management of the size of the protected area estate for which it has the mandate. Even before one can consider what a reasonable recurrent budget would be for any protected area to achieve effective management of the protected areas, each area needs substantial capital investment, primarily for infrastructure development which will equally facilitate effective management.

### *5.3.6.3 Social Sustainability*

206. There are a number of points to consider for social sustainability:

207. First, the protected areas in Ethiopia are all, with no exceptions, found in remote areas where local communities are some of the most marginalized and poor in the country. As a result, a well-planned and developed protected area, with similarly well-planned and developed tourism, can become the economic driving force within local communities living in the vicinity of the protected area. Thus, there are profound opportunities.

208. However, tourism, as and when it is developed, should be done carefully as it can have impacts – both positive and negative (even though unintended) – on local peoples. Thus, tourism developments should have detailed social (and environmental) impacts assessments before they begin.

209. Second, the rural people of Ethiopia are utterly dependent on natural resources for their livelihoods. By alienating people from the resources and imposing management regimes from which they benefit little and which, in their eyes, makes their lives more difficult, can only lead to alienation and resentment.

210. In those areas where the protected area authorities are working closely with local authorities and the local communities, effectiveness is sharply enhanced as compared with those areas where there is a rift between the PA managers and the local communities. This is taken to the furthest extent in GCCA where the community manages the area. Given that this is the most effective protected area in Ethiopia – as measured by the METT – this should provide ample lessons about the effectiveness of working with local communities and authorities.

211. At this point and at the distance that the project has been operating, there has been little consideration of the social sustainability. However, the project may want to think about its role in influencing EWCA to open the way to concepts that are operating in many countries: protected area level management committees that are suitably empowered to oversee the management of an area but which is largely constituted by local peoples and authorities. Such a transfer of responsibility strongly enhances social sustainability.

212. Finally, one comment should be made about the presence and roles of NGOs in the conservation sector. Civil society in Ethiopia is relatively weak, certainly relative to the omnipotence of the state, and the environment in which they operate is hardly enabling. As such, the efforts and successes of the active non-state actors are notable.

### *5.3.6.4 Environmental sustainability*

213. As a biodiversity and protected area project, its focus was environmental in nature. Indeed, from its very title, “Sustainable Development ...”, the project should be aiming for environmental sustainability.

214. As described above, all the objectives of the project are working towards this goal: building capacity, creating an enabling environment, building financial sustainability. Once achieved, these things will certainly ensure environmental sustainability. However, as yet, we remain far off achieving all these things and hence, with a few exceptions, the actual condition on the ground still appears to be degrading rather than improving for environmental sustainability.

215. As a result of the levels of available funding and the scale of issues, the project is working to demonstrate good practices through a number of “model” sites. The lessons from these sites must be learned and disseminated such that managers across the protected area estate learn from them. The project will have to assist with the process of learning and dissemination.

216. However, overall environmental sustainability is dependent on the institutional, financial and social sustainabilites. Given that these appear to be, as they stand at present, to be **Moderately Unlikely**, **Unlikely** and **Highly Unlikely**, respectively, (see below), the environmental sustainability, at this point, must be evaluated to be **Unlikely**.

#### 5.3.6.5 Conclusion on sustainability

217. In conclusion, *as it stands at present*, it is **Unlikely** that project Outcomes as well as key Outputs will be sustained after the project. It is, therefore, imperative that, in the next stage, the project works to put into place measures that will help to ensure overall sustainability – and most particularly environmental sustainability because, as noted above, this is dependent on sustainability in all the other areas.

218. This rating is justified because if the project was to stop at the end of its first stage, it is highly likely that the gains that have been made will unravel and the system would revert to a position in which the protected area values continue to be eroded. During the next stage, the project will have to find mechanisms to ensure that this does not happen in four years’ time when the project closes. Some keys to ensuring sustainability include: i) ensuring sustainable and adequate financing for the protected area system (and obviously the project is already working towards this but it may require some courageous and creative solutions – e.g., taking a ETB 800 million loan and build a business plan by which this loan can be repaid after which the generated revenues will be significantly contributing to the national economy!), ii) to find mechanisms to include local people into the development and management of protected areas (thereby transferring some of the responsibility of managing the areas to the representatives of local peoples and thereby replicating some of the lessons that are already available from around the country), iii) work to demonstrate the value of protected areas to the government and thereby garner political and financial support to develop the system further.

Item	Rating*	Comment
<b>Sustainability</b>		
Overall likelihood of risks to sustainability	<b>U</b>	These factors are inter-related but the situation at present is that if the project were to cease, there would be a significant risk that the gains that the project has made would not be sustained.
Financial resources	<b>U</b>	
Socio-economic	<b>HU</b>	
Institutional Framework and governance	<b>MU</b>	
Environmental	<b>U</b>	

\* As per *UNDP Evaluation Guidelines for GEF-Financed Projects*, sustainability is rated as: Likely (L), Moderately Likely (ML), Moderately Unlikely (MU), Unlikely (U), Highly Unlikely (HU).

#### 5.3.7 Catalytic role

219. Catalyzing further work and partnerships is a key part of the project’s role within the protected area system. Indeed, two of the triggers for transition into the second stage, “*Overall funding for wildlife sector increases from Government, Donor and business sectors*” and “*Six further sites (including at least two new sites) will be*

*benefiting from co-financing and partnerships and will be being implemented using the produced and disseminated good practice model” speak directly to the project’s catalytic role.*

220. The project has built confidence among the donor community and among partners such that, despite the withdrawal of African Parks, significant co-finance has been leveraged over the course of the first stage of the project (see Annex 5). It is interesting to note, however, that despite the implementation of the project by GIZ-IS, the PMU has yet been unable to catalyze or leverage significant funding or attention from KfW or from the SLM program in which GIZ is involved despite the overlaps in interest.

221. In addition to the catalyzing co-finance, the project has a role in nurturing and catalyzing partnerships for the management of protected areas. This returns to a theme throughout this report: EWCA cannot manage the protected area system alone and relies to a large part on successful partnerships. The project has started doing this in Gambella – as a key member of the taskforce. Further partnerships will need to be catalyzed through the second stage.

222. Of the four initial “model” sites, two dropped out before the beginning of the project. The other two “model” sites are already generating valuable lessons learned; these are ripe for replication through the system. The project will need to assimilate these lessons and i) incorporate them into the work with EWCA and the regions but ii) disseminate them to potential partners.

223. In conclusion, the project has already been successful in catalysing co-finance for the protected area system and in engendering a partnership in Gambella. Work remains to be catalyze further partnerships and to replicate the best practices that are being generated by the “model” sites. As a result, the catalytic work carried out by the project has been evaluated as being **Satisfactory**.

Item	Rating	Comment
<b>Catalytic Role</b>		
Production of a Public Good	<b>S</b>	Playing a catalytic role is an important part of the project as this will lead to an effectively managed system – rather than just a series of protected areas. The project had catalyzed co-finance but more work is necessary on developing further partnerships and replicating best practices.
Demonstration	<b>S</b>	
Replication	<b>MS</b>	
Scaling up	<b>MS</b>	

### 5.3.8 Impact

224. The project falls under GEF’s biodiversity operational program. As such, the ultimate impact should be to successfully conserve biodiversity – as well as the ecosystems and ecological processes. The mechanism for doing this in a protected area system is to ensure that the protected areas – that have identified the key biodiversity values that they protect – are being effectively managed.

225. To date, in the project, the focus has been largely on inputs with the hope that they will start to contribute to effective management of the protected areas. The resulting increases in the METT have been largely associated with these inputs and with the process of demarcation of the protected areas. However, whether these steps have led to better management, on the ground, is questionable at this stage. There are

a number of things still to be done before we can say, with confidence, that the project is really having an impact on the conservation of the biodiversity of the country.

226. In addition, the project is working with partners to demonstrate best practices. The two remaining models are, indeed, generating a good set of lessons from which to learn. Because of limited funding, the project will have to continue to demonstrate best practices in more model sites. Much work still remains now and will remain following closure of the project in four years – such is the enormity of the task ahead.

227. By building confidence among stakeholders and partners, the project is having an economic and socio-economic impacts – as more co-finance is generated and partners join in agreements with EWCA or the regional governments in protected areas.

228. To date and to our knowledge, the project has not had any inadvertent negative impacts. In the future, when tourism begins to grow, there may be inadvertent social impacts and the project and the sector as a whole will have to remain vigilant for that.

## **6 Transition to Stage Two**

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229. As described above, the project was designed with two stages. A number of “triggers” were identified to allow the project to move into the second stage. These were largely a subset of the indicators to measure achievement of the Outcomes and Outputs for the project.

230. Because of the delay between project document finalization and the commencement of the project, two of the triggers were no longer valid. While the SLM program included protected areas within their strategy, they have not implemented anything with regard to protected areas. Nonetheless, EWCA/SDPASE and UNDP are members of the steering committee member of the Ethiopian Strategic Investment Framework (ESIF). The Nile Initiative which formed the other part of the trigger is now redundant.

231. In addition, the withdrawal of African Parks made two of the “model” sites redundant. Thus, the trigger focusing on the METT can apply to only two sites – BMNP and GCCA.

232. The remaining were:

- The Ministry of Water Resources has amended its policy to include a protected area component for watershed management and protection.
- Strategies for implementation of Wildlife Policy and Proclamation in place.
- Overall funding for wildlife sector increases from government, donor and business sectors.
- A 16% increase in the METT scores for the two [~~four~~] demonstration sites will be recorded by the end of the first tranche.
- Six further sites (including at least two new sites) will be benefiting from co-financing and partnerships and will be being implemented using the produced and disseminated good practice model



- The guidelines for limited harvesting (sport hunting) concessions are agreed, in place and enacted in four concession areas which will act as demonstration sites for replication in the second tranche period .
- All components of Trust Fund in place

### 6.1.1 Analysis of the Triggers to allow transition to Stage Two

233. Significant progress has been made in some – but not all – the “trigger” indicators and it is likely that further progress will be made in the coming months before the end of the first stage.

Indicator	Status, MTE
The Ministry of Water Resources has amended its policy to include a protected area component for watershed management and protection.	<ul style="list-style-type: none"> <li>- The MoWR has protected area components in all their catchment master plans. This is a significant achievement (but there has been no implementation).</li> <li>- The steering committee for Gibe 1 was established with EWCA membership</li> </ul>
Strategies for implementation of Wildlife Policy and Proclamation in place	<ul style="list-style-type: none"> <li>- Regulation 163/2008 (Hunting, trade in wildlife products etc.) and the hunting guidelines are under preparation</li> <li>- Investment guidelines in protected areas prepared</li> <li>- Business planning guidelines prepared and approved</li> </ul>
Overall funding for wildlife sector increases from Government, Donor and business sectors	<ul style="list-style-type: none"> <li>- Overall funding from GoE to EWCA has increased (from ETB 6.3 million for FY 2008/9 to ETB 28 million for FY 2011/12 – although this is not adjusted for devaluation of the ETB)</li> <li>- The project has acted as a catalyst for funding including from EU (€ 4.5 million for Nechsar NP and training centre and € 5 million for Gambella NP) and IGAD (€ 5 million for Gambella NP); this funding is in the pipeline.</li> <li>- The EU provided € 3.4 million for the Afroalpine Conservation Ecosystem (through FZS) and € 150k for a sustainable hunting study (also through FZS)</li> </ul>
A 16% increase in the METT scores for the two <del>four</del> demonstration sites will be recorded by the end of the first tranche	<ul style="list-style-type: none"> <li>- The METT score for BMNP increased from 33 in 2008 to 45 in 2012</li> <li>- In GCCA, FZS adapted the METT to suit the community-conservation are better. This adapted framework is being used to monitoring effectiveness of the area with the first (baseline) score being 80 (of 220 and thus 36%, 2011).</li> </ul>
Six further sites (including at least two new sites) will be benefiting from co-financing and partnerships and will be being implemented using the	<ul style="list-style-type: none"> <li>- A number of sites are benefiting from co-financing (as described above) and new partnerships. These include:</li> <li>- SMNP – through FZS</li> <li>- Gambella NP – through an emerging consortium including HOA-REC, African Parks; a steering</li> </ul>

produced and disseminated good practice model	<p>committee that includes major partners has been established to lead the process).</p> <ul style="list-style-type: none"> <li>- In addition, FZS has replicated its successful community conservation programme in GCCA to Abune Josef to form the Abune Josef Community Conservation Area (ACCA)</li> <li>- There is increasing interest in Alledeghi Wildlife Reserve but there is no co-finance or partnership there</li> </ul>
The guidelines for sport hunting concessions are agreed, in place and enacted in four concession areas which will act as demonstration sites for replication in the second tranche period.	<ul style="list-style-type: none"> <li>- Hunting regulations are included in the Council of Ministers' Regulations No. 163/2008</li> <li>- The hunting guidelines are under preparation (in a more participatory way).</li> <li>- A study was carried out to find mechanisms to improve the industry</li> <li>- Implementation of the guidelines is underway</li> </ul>
All components of Trust Fund in place	<ul style="list-style-type: none"> <li>- Concept paper on trust fund; prepared</li> <li>- Trust fund regulation, prepared and under discussion</li> </ul>

234. Many of these “triggers” are process indicators – thus, they are a measure of progress of the processes – mainstreaming, catalysing and leveraging co-finance and partners. They are designed to measure the strength of the framework that has been put into place, the enabling environment, the improvement of management in the “model” sites and the scaling-up or replication elsewhere in the protected area system. In addition, the MTE expects further development of these indicators in the coming four months before the end of the first stage. There may be reasons for some of the delays in achieving these triggers, among them: i) at the beginning of the project’s implementation, EWCA had only just been established as a new institution, and ii) there was some hostility towards the project from within EWCA (particularly surrounding the implementation modalities). These factors would have certainly delayed the implementation process and trust needed to be built.

235. Therefore, in conclusion, despite the fact that not every trigger has been completely achieved, given the progress that has been made in this first stage – particularly the pivotal role that the project now has having engendered trust among partners – the MTE recommends that the project transition into the second stage. We also believe that as this trust continues to be built, not only between EWCA and the project, but among all others partners, the implementation processes will accelerate through the second stage.

### **6.1.2 Outcomes, Outputs for Stage Two**

236. The Project Document defines the purpose and outcomes of the second stage of the project.

237. However, the outputs, activities and indicators that measure the achievement of the purpose, outcomes and outputs of the project have yet to be developed. Over the course of the MTE, a “mini-workshop” was held with key partners (including EWCA and NGOs). One of the primary objectives of the workshop was to examine

the project's purpose and outcomes for the second stage and to reflect whether they remained relevant relative to the gains that have been made during the first stage of the project. In addition, the purpose and outcomes were examined relative to identified barriers to effective management of protected areas across the protected area system. Thereafter, the participants worked to identify draft outputs for each Outcome (Table 12).

**Table 12. Outcomes and draft outputs for Stage Two of the project.**

Outcome	Output
Systemic capacity for PA management consolidated	• Gaps in the legal framework for PA management bridged
	• Management plan guidelines developed and applied across the PA system; PA management plans implemented
	• Institutional situation strengthened (EWCA and regions)
	• Capacity of staff developed for effective PA management
	• High- and middle-level managers trained in effective PA management (conflict resolution and team building)
Sustainable financing mechanisms contributing to protected area budgets	• Trust Fund became functional and received increasing funding from GEF, Government (retention & subsidy), donors, NGOs, private sector
	• Business planning used in EWCA and some regional authorities to strengthen financing of the sector (including retention)
	• Income from sector increased (tourism, hunting, others, diversification of products)
Replication of good practice models across PA estate catalyzed	• Effective management demonstrated in priority PAs
	• Community Conservation Area guidelines applied to target areas (PFM, CHA, PA buffer zones)
Protected areas mainstreamed across all relevant sectors	• Successor plan of GTP (from 2015) contains strong references to protected areas in the framework of climate change, environmental services and poverty reduction
	• Other sectors fund conservation efforts

238. In the Lessons Learned and Recommendations Section (see below), aside from making recommendations for the implementation of the second stage, we also make some thematic suggestions for the second stage.

239. There is one over-riding lesson that should be incorporated into Stage Two: tensions between the donors and the government mean that trust could be better. In contrast, UNDP is viewed as neutral: this offers an opportunity. Thus, if the project, in conjunction with UNDP, and backed up by hard science could continue to demonstrate the economic benefits (thus, building on the already completed Economic Study, re-branding the organization to reflect the true values of the protected area estate and through transparent publication of revenue accrued by EWCA), it will continue to build the sector in the government's eyes.

### 6.1.3 Transition to Stage Two

240. The above purpose, outcomes and outputs, as identified above, are only the beginning of the process to develop the second stage of the project. We **recommend** that the project engages two consultants (one international and one national consultant) to develop the second stage of the project. Most critical is the very precise identification of indicators and targets, and the activities that will need to be carried out to achieve the purpose, outcomes and outputs. The budget allocation can be also done in broad terms.

241. In addition, the design of the second stage will have to consider sustainability issues (see discussion above): this will also be critically important to ensure the sustainability of the results that have been achieved in this, first stage but also those to be gained in the second stage.

242. This process should be carried out as soon as possible to that all these pieces can be in place well in advance of the end of the first stage – due to be the end of September 2012.

#### **6.1.4 Implementation arrangements, Stage Two**

243. With no exceptions, the implementation arrangements of the first stage have been praised and there has been a unanimous call for the arrangements to continue into the second stage. Indeed, while the first stage has made capacity gains, EWCA still does not have the capacity to negotiate the complexities of implementing a project of this magnitude and attaining the delivery rate that the PMU in the first stage has achieved.

244. As such, we **recommend** that GIZ-IS's contract with EWCA is renewed under the same modalities as the first stage. We see no reason to change any of the established modalities, including the pre-financing that GIZ-IS has managed in the first stage.

245. In addition to this, we **recommend** that the PSC take a more active role. When the second stage is being developed, the Terms of Reference of the PSC should be revisited and the responsibilities therein made explicitly clear to the members of the PSC.

## **7 Conclusions, Recommendations and Lessons**

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246. This project had a very long gestation, having been conceived in 1998; it had a difficult birth as it emerged in 2008 into a newly restructured organization and facing some hostility because of differences of opinion regarding implementation modalities. However, trust has been built over the course of the past four years, both with EWCA but also with other partners. There remains still far to go and still much to do, but if the project accelerates over the coming four years, as we expect, it will contribute to creating a robust conservation sector. Mostly, in this first stage, it has contributed significantly to creating an enabling environment – as indeed was the overall objective of this stage. Trust is a key part of that environment but the training of scouts, the development of guidelines and plans, the contribution to demarcation of protected areas all contribute to this enabling environment.

247. Overall, we remain **Moderately Satisfied** with the project results to date but we feel confident that the project can easily attain a rating of highly satisfactory and we have made specific recommendations above (in the Transition to Stage Two section) and below (in the Lessons Learned and Recommendations section) which we believe will assist in the process to improve this rating. Often, the satisfaction has been tempered by i) an over ambitious design, ii) the sometimes flawed and often poorly defined outputs, indicators and targets and iii) dependencies that the project has on other people and/or organizations.

248. In addition, the project still remains far from having the impact that we believe that it could and should have. Indeed, if the project stopped at the end of Stage One, the impact would be negligible and little will have changed. Therefore, we cannot, for example, at this stage express the following sentiment: “if all GEF projects around the world could achieve as much as this project has, the world would be a different place!<sup>11</sup>” However, we believe that this is the height to which the project should strive. The project may well be the most effectively implemented GEF project in Ethiopia and while there are emerging best practices that can be replicated in Ethiopia (and arguably elsewhere), but we do not believe that the contribution of the project to global biodiversity, ecosystem and ecological process conservation is yet significant.

249. Finally the sector has had a long history of failed projects. We urge UNDP, the PMU and EWCA to be vigilant to ensure that this project does not also end up in the pile of failed, unsustainable projects.

Item	Rating	Comment
Overall Project Results	MS	The project has moderate shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency. It has been highly efficient in its implementation – in an almost unprecedented way in Ethiopia. However, it has fallen short in the achievement of some of its objectives and, on occasion, has not demonstrated adaptive management in response to the significant changes that have occurred since the project was conceived.

### 7.1.1 Lessons learned and recommendations

250. Because this is a mid-term evaluation – as opposed to a Terminal Evaluation – there is an overlap between the lessons learned and the recommendations: one leads to the other and hence we have grouped them in this one section.

251. Lessons learned are generally process orientated and relate to what is working – and trying to understand why, and what is not working – and trying to understand why. Additionally, as mentioned throughout this report, the project is being implemented into a sector that is profoundly marginalized and under-resourced. This makes the working space very limited and very challenging all of which is not helped by institutional conditions. In the report, we have made specific recommendations as they relate to various sections of the report. Here we bring those recommendations together and highlight the most important for the implementation of the second stage of the project.

252. *EWCA cannot do it alone.* The task is enormous and the starting point was and still remains very low. The resources that are allocated to do the task and the political support are limited. This lesson leads to the recommendation that EWCA, together with the project, should actively seek partners to assist with the process of building a sustainable protected area system in Ethiopia. By partners, we do not just mean people to fund the work but also people who can assist technically and who can help build the capacity in the sector.

<sup>11</sup> This sentiment was expressed by one of the MTE team when evaluating another UNDP-GEF project elsewhere!

253. The partnerships do not just extend to individual protected area management but everything in the system, including: legislation (policies, proclamations, regulations and guidelines), institutional arrangements and capacities, funding, planning, implementation – all these are required for effective protected area management and EWCA needs to work with partners in **all** these areas. They simply do not have the capacity to cover all these aspects and working together with partners will produce a stronger, more harmonious protected area system.

254. One aspect of the partnerships needs to be carefully considered: currently, there is some level of offsetting of budgets. For example, the annual budget of BMNP appears to be reduced because of the partnership with FZS. This should be very carefully examined, both by EWCA and the project, to ensure that the budgets for protected areas are being optimally allocated with – or without – partners. Mostly, the partners' financial assistance to protected areas should be additive or incremental and therefore it should not be offset.

255. *Working with local authorities is necessary.* In line with the above recommendation and as mentioned in the results section, those areas that are working in collaboration and partnership with local authorities are being more effective than those that are not. The corollary of this is that in those areas where the protected area managers are not working together with local authorities, mistrust and alienation is engendered. As such, we recommend that EWCA and the regions find mechanisms to include local authorities in the development and management of protected areas. Ultimately, this may take the form of the establishment of protected area management committees that have the authority to make management decisions (which are then implemented by the protected area staff). The inclusion of local authorities works because it represents a transfer of responsibility; it has been amply demonstrated within the framework of this project that this works (in GCCA) but in many other places in the country (through the Participatory Forest Management programs).

256. *The project represents an opportunity for EWCA.* While this may seem obvious, it is clear to the MTE that this opportunity has not been exploited to its full. For example:

- If the outcomes, outputs and indicators for the project, for a strategic protected area system plan, for EWCA as an organization – as well as the indicators for the next GTP – can be harmonized, then as has been demonstrated through the re-demarcation process, this collaboration can be especially fruitful.
- The PMU includes people with a great depth of experience – and not just the CTA. The whole team works well, they have efficient systems in place and these could be adopted by EWCA to enhance its own productivity and performance.

257. *Find key entry-points and consider re-branding.* The philosophy that underpinned the formation of protected areas in Ethiopia is very old as it dates back to the 1960s. In philosophical terms, the rhetoric – with the recent Proclamation as evidence – has changed little since then. And yet the rhetoric through the globe has changed dramatically. The shift offers many more entry points for the protected area system because the protected areas do fulfil the functions that people seek. Thus, the value of protected areas (as demonstrated in the so-called “Economic Study”) in terms of i) watershed protection, ii) climate change resilience, iii) carbon storage and sequestration, iv) biodiversity (for many values), v) potential tourism revenue, vi) scientific interest and vii) aesthetic value are significant. But “wildlife” does not

feature in this list! In addition, the first five of these values offer entry points to many programs within the country as they are high on both the government's and donors priorities. In conclusion, the protected areas may need to be re-branded away from the common perception that they are a luxury that Ethiopia cannot afford to areas that contribute significantly to the economy of the country through these processes. In addition, a number of protected areas span conflict zones; the concept of "peace parks" is well-developed, and protected areas and protected area managers can engender peace in conflict zones. In summary, we believe that there are many entry points into the development context in Ethiopia that remain to be fully explored and exploited.

258. In addition, the current development framework has seen the formation of a number of "transformational councils." If it is not already a member of these key bodies, EWCA should strive for membership and representation within one or more of these bodies and use this as part of the process of "selling" the value of the protected areas. For example, if possible and with the assistance of UNDP and the project, EWCA should pursue membership of the Agricultural Transformational Agency (ATA). It is apparent that this is a powerful force of change and membership would enhance the profile of EWCA. The ATA has three pillars – one of which is Special Initiatives. This, we believe, provides an entry point for EWCA because it covers Climate Adaptation and Environmental Sustainability. Membership would significantly enhance the opportunities to mainstream protected areas.

259. *Learn from the model sites.* As the lessons emerge from the model sites, they need to be understood, disseminated and the good practices replicated. However, they need to be monitored before the lessons can be learned from them. The project cannot sit and wait for the lessons to be delivered to them: they need to go out to learn the lessons, share them widely among EWCA and ensure that they are put into practice.

260. *Design of second stage with a surgical and well formulated logframe.* Stage One of the project ended up with a poorly formulated logframe as has been discussed in a number of places in this report. It will be necessary to think very hard to develop a logframe that i) will be achievable, ii) is in alignment and has the full support of EWCA, iii) contributes to EWCA's targeted outcomes and outputs, and iv) will lay the foundations for a sustainable system.

261. *Strategic interventions with the regions are warranted.* In Stage One, a conscious (but divisive) decision to exclude the regions from the majority of the activities. EWCA needs to appreciate that the project is working towards a sustainable *system* – thus one that includes the regions as well as them. The capacity of the regions is very varied and this needs to be considered when developing the activities for Stage Two of the project. If the project attempts to invest in all regions, its limited resources will be stretched too thin. Instead, the project should invest in those opportunities through which it can demonstrate how effective protected area management can be achieved, leaving the government and other stakeholders to scale-up the work on completion of the project. This may mean some hard decisions but EWCA will have to take a leadership role here.

262. *Target a limited number of protected areas to demonstrate effective management.* As with the above point with the regions, the project has limited resources. In Stage One, the project tried to spread its inputs across the protected areas under the mandate of EWCA (and to a limited extent, the regional protected

areas). However, this has spread the project's limited resources very thin. In Stage Two, the project, in conjunction with EWCA, needs to prioritize those areas in which significant gains can be made and to use these as demonstration sites for replication elsewhere. Again, this requires some hard decisions but good leadership is required.

263. *Improve PSC functionality.* In the three-and-a-half years of the project's life to date, the PSC has met only five times: it should have met at least seven times. In addition, attendance by the PSC members has been unpredictable. Despite the assertion that this is the most functional Project Steering Committee (PSC) among many of UNDP's projects, the functionality of the PSC needs to be enhanced. The PSC is, ultimately, legally responsible for the project. It is responsible for the successes – and failures – of the project.

264. We recommend a number of things to enhance PSC functionality: i) hold all meetings in Addis Ababa, giving PSC members at least one month's notice, ii) to hold three field missions for the PSC to demonstration sites over the course of Stage Two, and iii) ensure that it is the PSC that approves workplans and budgets, and that they are suitably informed to be able to comprehend the progress of the project including the obstacles to its implementation. Finally, as significant partners come on board in Stage Two (including FZS, HOA-REC, African Parks, etc) these partners should also become members of the PSC.

265. *Incorporate the UNDP-GEF Capacity Development Scorecard and monitor the Financial Sustainability Scorecard.* Both of these tools, as well as the METT, are not only effective tools for monitoring the different aspects of the project but they are also useful as planning tools. This is because they not only measure what has been achieved but, in those aspects where the achievements have not been fully realized, managers can plan their activities to ensure that gains are made specifically to improve their scores in the monitoring tools. They are rarely used in this way but when they are, it can be very effective.

266. To this end, we recommend: i) that EWCA adopts the METT and applies it to every protected area in country (including the regional protected areas), and ii) that the Capacity Development and Financial Sustainability Scorecards are used for Stage Two of the project – having set challenging but realistic targets for the end of project.

267. *Complete strategic plan for protected area system.* Strategic planning capacity is missing within EWCA and thus the development of a ten-year strategic plan for the protected area system would be useful. The plan should develop its own logical framework (including indicators, baseline scores and targets) towards which EWCA can work. These indicators would then be on hand whenever EWCA needs to submit material for forthcoming GTP's (or whatever the successors will be called). The project can also adapt its own logframe, if necessary, to include aspects of the strategic plan. It should be remembered that the strategic plan for the protected area system is not for EWCA alone.

268. *Continue to develop capacity with a focus on team building and leadership training.* We have indicated above that there is ample room for improving the capacity and performance in EWCA. During the "mini" workshop held in Debre Zeit over the course of the MTE, the participants identified that conflict resolution and team building were necessary to improve EWCA's performance. We strongly recommend that the project find consultant(s) that can work with all staff in the organization – but particularly all the senior managers – to participate in such capacity



development. It may also be necessary to have the consultant(s) follow this up, monitoring the impact of the training, and periodically to reinforce the training through the implementation of Stage Two. Finally, it is imperative that i) all the senior managers and leaders within EWCA buy-into the process and ii) to attend. To ensure that this happens, it may be necessary for the training to occur in a location relatively close to Addis Ababa (thereby ensuring participation) but also far away enough to remove all distractions.

269. In addition, an overall capacity needs assessment for the protected area system may have to be carried out, in conjunction with the re-structuring analysis. A capacity development programme can then be designed – and integrated into the protected area system plan.

270. *Implementation arrangements, Stage Two.* Unanimously, the people consulted over the course of the MTE agreed that the implementation arrangements of Stage One should continue through Stage Two. In part, this represents a failure of the project: one objective of Stage One was to develop the capacity of EWCA to such a degree that it would be in a position to implement Stage Two without relying on a contract with an organization such as GIZ-IS. As it is, the capacity is not in position and, therefore, it is practical and pragmatic to retain the current implementation arrangements. The decision on this point needs to be taken immediately by the PSC so that GIZ-IS, UNDP and EWCA can have all the contractual extensions in place in good time. It should be noted that all members of the PSC were consulted and agreed with this recommendation: as such, securing their formal agreement to this point should be a formality.

271. Finally, it should be noted that there is a very limited time between the submission of this report and the beginning of Stage Two at the beginning of October. During the next few months, the PMU, in partnership with UNDP-CO and EWCA, has much to prepare for Stage Two, including:

- Preparing the project document and budgets for the second stage (using consultant(s) to carry out this task). This entails i) preparing the logframe (with outcomes, outputs – as drafted above – and indicators with baseline scores and end-of-project targets), ii) describing the activities associated with each of the outputs, iii) ascribing a budget to each of the outputs, iv) carrying out a risk analysis (largely based on this report) and the actions that should be undertaken to mitigate the risks, v) developing a sustainability and replication strategy, and vi) ensuring that the M&E framework is satisfactory.
- Preparing the contractual and institutional agreements and Memoranda of Understanding for Stage Two.

272. The team should move to put all these things together as soon as possible to avoid implementation delays at the beginning of the second stage.

# **Sustainable Development of the Protected Area System of Ethiopia (SDPASE)**

PIMS 494

Atlas Award 48561

Atlas Project No: 58768

**Mid-term Evaluation, June 2012**

**Volume 2: Annexes**

# List of Annexes

Annex 1	Terms of Reference .....	3
Annex 2	Itinerary of Field Mission and Summary of Field Visit.....	9
Annex 3	List of People Consulted .....	11
Annex 4	Summary of project achievements, by Outcome and Output.....	13
Annex 5	Status of co-finance, May 2012.....	38
Annex 6	List of major inputs provided by project.....	40
	Equipment.....	40
	Materials .....	40
	Workshops .....	41
	Assignments abroad .....	42
	Different short term training & courses abroad .....	42
Annex 7	Tourist numbers by protected area .....	45
Annex 8	Decisions taken at the PSC meetings .....	46
Annex 9	List of Documents Reviewed and Documents Produced by Project.....	48
	Documents produced by the Project or in association with the project.....	48
	Other documents reviewed by the Evaluation Team .....	50
	Maps prepared by SDPAS of Ethiopia .....	51
Annex 10	Evaluation Consultant Agreement Form.....	52

# Annex 1 Terms of Reference

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## 1. Background

Sustainable Development of the Protected Area System of Ethiopia (SDPASE) has started on October, 2008. It is funded by the Global Environment Facility/UNDP. Co-financers of the project include the Government of Ethiopia and co-funding institutions like NGOs, bilateral development projects etc.

The Ethiopian Wildlife Conservation Authority (EWCA) has been charged by Government of Ethiopia and UNDP is the implementing agency of the project. SDPASE is embedded in EWCA, and GIZ-IS (German Agency for International Cooperation-International Services, former GTZ) is the implementing agent for the first phase of the project. EWCA, recently in 2007, is structured under the Federal Ministry of Culture and Tourism. According to the present legislation EWCA is charged with the management of 13 National Parks ( NP), 9 of which have been under regional authority up to 2009. EWCA is also in charge of the wildlife sanctuaries and administers of the hunting industry.

The regional states have created their own organisations to deal with Protected Areas (Pas) and wildlife management. They use different models: Oromia state has formed an independent enterprise (Oromia Forest and Wildlife Enterprise), whereas most of the other states have put a department in charge of wildlife issues, either under the Bureau (Regional Ministry) of Culture and Tourism, or under the Bureau of Agriculture. The Project Document can be downloaded from the following web link:

*[http:// THEgef online.org/projectDetailsSQL.cfm?projID=1239](http://THEgef online.org/projectDetailsSQL.cfm?projID=1239)*

## 2. Introduction

### 2.1 UNDP/GEF evaluation policy

The Monitoring and Evaluation (M&E) policy at the project level in UNDP/GEF has four objectives: i) to monitor and evaluate results and impacts; ii) to provide a basis for decision making on necessary amendments and improvements; iii) to promote accountability for resource use; and iv) to document, provide feedback on, and disseminate lessons learned. A mix of tools is used to ensure effective project M&E. These might be applied continuously throughout the lifetime of the project – e.g. periodic monitoring of indicators -, or as specific time-bound exercises such as mid-term reviews, audit reports and independent evaluations.

In accordance with UNDP/GEF M&E policies and procedures, all projects with long implementation periods (over 5 or 6 years) are strongly encouraged to conduct mid-term evaluations. In addition to providing an independent in-depth review of implementation progress, this type of evaluation is responsive to GEF Council decisions on transparency and better access of information during implementation.

Mid-Term Evaluations are intended to identify potential project design problems, assess progress towards the achievement of objectives, identify and document lessons learned (including lessons that might improve design and implementation of other UNDP/GEF projects), and to make recommendations regarding specific actions that might be taken to improve the project. It is expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from monitoring. The mid-term evaluation provides the opportunity to assess early signs of project success or failure and prompt necessary adjustments.

## 2.2 Project objectives and its context within Ethiopia

The overall objective of SDPASE is:

Ethiopia's biodiversity, ecosystems and ecological processes are effectively safeguarded from human-induced pressures and adequately represented in a sustainable Protected Area System that is contributing significantly to economic development, both locally and nationally.

SDASE has been planned in two stages:

**Stage One** is focussing on building capacity in the institutions of the sector and piloting field models. The purpose of stage one is: *Enabling frameworks and capacities for managing the system of protected areas that have biodiversity, ecosystem and ecological process conservation as major objectives will be implemented*

The following outcomes are to be achieved:

1. Protected Areas and Wildlife Conservation are mainstreamed into the Development Framework of Ethiopia, with greater political support and funding
2. Policy frameworks for Wildlife Conservation supported at Federal, Regional and Local levels
3. Increased institutional capacity for Protected Area Planning and Management, leads to functional system plan and improved Protected Area Management
4. New Protected Area Management Options are piloted, developing best practice to be replicated across the PA system
5. Mechanisms for financial sustainability for Ethiopia's Protected Area System are developed and demonstrated, for scale-up in Stage 2

**Stage Two** is planned to focus on implementation, scaling-up and replicating of good practices. It will consolidate the achievements of stage one and aim at achieving sustainable and effective management across the protected area system of Ethiopia. Its purpose is: *Working in an enabled environment, sustainable management of the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective is ensured*

Stage two will be entered into only when certain trigger indicators have been achieved during stage one, like the improvement of management effectiveness indicators of the four pilot protected areas (Omo, Nechsar, Bale, GCCA)., and the being in place of the components of a sustainable funding mechanism at the end of phase one.

Its outcomes are as follows:

1. Systemic capacity for protected area management consolidated
2. Sustainable financing mechanisms are contributing to protected area budgets
3. Replication of good practice models across protected area estate catalysed
4. Protected areas mainstreamed across all relevant sectors

## 3. Objectives of the evaluation:

The MTE is a requirement of UNDP/GEF for projects with a planned lifetime of more than 5 or 6 years. It was agreed between the project steering committee and UNDP to carry out the MTE in April 2012.

The MTE will provide material for decision makers whether, and if yes, how the second 4-year phase of the project will be implemented.

The specific objectives of the MTE are to:

- identify potential project design problems,
- assess progress towards the achievement of objectives,
- identify and document lessons learned (including lessons that might improve design and implementation of other UNDP/GEF projects),
- to make recommendations regarding the second phase,
- analyze the project performance up to now in the context of the institutional framework and events in Ethiopia during the first phase,
- analyze the trigger indicators for determining the entering into the next phase,
- Provide recommendations on how the second phase should be designed.

#### **4. Scope of the evaluation**

The project advises and supports EWCA and to a certain extent the regional wildlife authorities on how to strengthen and run the protected area system of Ethiopia. The emphasis of the project in the first phase is on capacity building at federal level. Thus the project has no implementing capacities of its own. It works through the respective EWCA departments. The MTE has therefore to:

- measure to what extent the capacity building process has been successful and what capacity building support has been provided to EWCA and the regional authorities will be needed in the second phase.
- evaluate all activities supported by UNDP/GEF and, where appropriate, activities supported by the host institutions, EWCA and Ministry of Culture and Tourism (MoCT).
- assess activities that other cooperating partners are supporting as long as there is a direct correlation with the project
- assess the relevance of the measures taken by the project and propose shifts in emphasis where necessary.
- assess the framework conditions (policies, laws, regulations etc.) and comment on their impact to the tasks of the project and EWCA.
- describe EWCA's core functions and services, and how it is organised to deliver.
- analyse EWCA's performance and future requirements to strengthen it.

Specifically, the evaluation report should assess:

- the relevance of the project within the local, national, regional and global context. The potential sustainability of results should be addressed and strategies to improve this element suggested.
- will make a brief analysis of the regions' Protected Areas (PA) set up, their strengths and weaknesses, how they fit in the national context, and the project's future role in their performance.
- an analysis needs to be provided of the co-financing in the sector, with special emphasis on its relevance, size, cooperation with EWCA and project and modes of delivery.
- assess whether the project's partnership strategy has been appropriate and effective including the range and quality of partnerships and collaboration developed with government, civil society, donors, the private sector and whether these have contributed to improved project delivery.
- assess relevance, efficiency and effectiveness of the project administration

- assess the sustainability and ownership of the project by the host organization
- propose a design for the second phase (if there is any), including outcomes, outputs, indicators, timetable, consultancies, financing and lessons learned.

Summarising the above, the following key questions will be looked into:

- What progress toward the outcomes has been made?
- What factors have contributed to achieving or not achieving intended outcomes?
- To what extents have UNDP/GEF outputs and assistance contributed to outcomes?
- Has the project partnership strategy been appropriate and effective?
- How could the second phase of the project be designed and structured?

## 5. Products Expected from the Evaluation

- The evaluation team will produce an evaluation report of approximately 25 – 30 pages, excluding annexes, according to the attached detailed breakdown. The report will be in English and will be prepared and submitted in MS Word 2010, with tables in Excel where necessary.
- A PowerPoint presentation (10 – 15 slides) covering the key points of the MTE with the main findings and recommendations will also be provided.
- A draft of both of these should be submitted within two weeks of the end of data collection and meetings. The final copy will be submitted within a week of receiving written comments on the drafts.
- If there are any significant discrepancies between the impressions and findings of the evaluation team and stakeholders these should be explained in an Annex attached to the final report.

## 6. Methodology

### 6.1 Documentation review including, *inter alia*:

- Project Document and Logical Framework, including adaptations (inception report, etc. )
- Project implementation reports (PIR's)
- Minutes of the National Steering Committee meetings
- Quarterly and annual progress reports and work plans of the project;
- Audits reports
- Financial and Administration guidelines;
- EWCA documentation (BPR, re-demarcation proposals, gazetting proclamation proposals, plans etc.)
- National policies and strategies, laws, regulations and guidelines regarding the sector,
- Films, workshop reports, studies and publications, field work reports, METT reports,
- National Development Plans (PASDEP and GTP)

The following documents will also be available:

- The project M&E framework,
- Knowledge products from service providers,
- Project operational guidelines, manuals and systems;
- Maps,
- The GEF Implementation Completion Report guidelines; and,
- The UNDP Monitoring and Evaluation Frameworks.

## **6.2 Interviews with:**

- UNDP/GEF staff who have project responsibilities;
- Staff of the Project Coordination Unit;
- Executing agencies;
- Members of the Project Steering Committee
- Project stakeholders, particularly partners and project beneficiaries;
- Relevant staff in participating government departments.

## **6.3 Field Visits:**

Detailed work will concentrate on selected PAs, representing the full spectre of PAs in Ethiopia. To be determined with the consultants, possibly to Awash, Senkelle, Bale, a Controlled Hunting Area, WR Alideghe, and a Community Conservation Area

## **Implementation Arrangements**

- Management arrangements – the international consultant will closely liaise with the UNDP country office. The planning and the administrative arrangements for the MTE will be done in close cooperation with the UNDP/GEF office in Pretoria, This office has to approve the TOR and the composition of the team. (Consultation with the offices and their prior approval when the evaluation is being initiated by headquarters); The consultancy contracts will be issued by the UNDP Country Office Ethiopia according to its guidelines.
- Both the international and national consultants are equally accountable for the final evaluation report.
- Time frame - The expected duration of this work is 4 weeks with a start date of 1<sup>st</sup> May 2012, and the completion of the MTE by end of Mayf, 2012.
- desk review 3 days
- briefings for evaluators 2 days
- travel 2 days
- visits to the field (including allocation for travel), interviews, questionnaires 10 days
- debriefings 2 days
- validation of preliminary findings with stakeholders through circulation of initial reports for comments, meetings, and other types of feedback mechanisms 4 days
- preparation of final evaluation report 7 days
- Logistical support needed: vehicle hire for field visits and appointments with key interviewees. Furthermore a round trip ticket for the international consultant and DSA for both consultants when they are out of Addis Ababa.

## **Reporting Arrangements**

- The consultants will submit an inception report, a mid-term report and a final draft report for comments to both Ethiopian Wild Life Authority (EWCA) and the UNDP country representative in Addis Ababa, Ethiopia. The inception report will provide details of the methodological approach to be used by the consultants to undertake the study.
- The Ethiopian Wild Life Authority (EWCA) in partnership with UNDP will coordinate the study and keep abreast of the mission's activities during the consultants stay. The study team will work closely with the Ethiopian Wild Life Authority (EWCA) and submit all draft reports to EWCA and UNDP; and



- Once the final draft of the report is produced, the document will be reviewed in order to obtain feedbacks on the study;
- Only after incorporating and/or responding to all the comment shall the consultants produce and submit a final report to UNDP.

## **Annex 2 Itinerary of Field Mission and Summary of Field Visit**

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<b>Date</b>	<b>Items</b>
13 May	<ul style="list-style-type: none"> <li>• Arrival of the international consultant in Addis Ababa</li> </ul>
14 May	<ul style="list-style-type: none"> <li>• Meeting between international and national consultant</li> <li>• Meeting with Lakew Berhanu, National Project Coordinator</li> <li>• Meeting with Girma Workie, SDPASE M&amp;E Officer</li> <li>• Meeting with Shimelis Fekadu, Team Leader, CCV and DRM Unit, UNDP and Wubua Mekonnen, GEF Programme Analyst, UNDP</li> </ul>
15 May	<ul style="list-style-type: none"> <li>• Meeting with Lakew Berhanu, National Project Coordinator</li> <li>• Meeting with Mahder Zeleke, SDPASE Administration Officer</li> <li>• Meeting with Sanne van Aarst, Programme Coordinator, HoA-REC (Parks &amp; Buffer Zone) and Jean-Marc Froment, Director-Francophone Africa, African Parks</li> <li>• Meeting with Ben Irwin, former Head of PFMP, FARM Africa/SOS Sahel</li> <li>• Meeting with Yeneneh Teka, Director, EWCA Wildlife Development and Protection Directorate</li> </ul>
16 May	<ul style="list-style-type: none"> <li>• Continued meetings within EWCA and with SDPASE PMU</li> <li>• Meeting with Berhanu Selomon, GEF OFP, EPA</li> </ul>
17 May	<ul style="list-style-type: none"> <li>• Travel to Guassa Community Conservation Area; meetings with FZS (partner organization) and community leader</li> <li>• Overnight GCCA</li> </ul>
18 May	<ul style="list-style-type: none"> <li>• Travel to Awash National Park, meet with Park Warden</li> <li>• Meeting Dr Yirmed Demek (Executive Director of WSD) and tourist operator.</li> <li>• Overnight Awash</li> </ul>
19 May	<ul style="list-style-type: none"> <li>• Awash National Park, meet with Head Scouts</li> <li>• Travel to Yangudi-Rasa, Alledeghi – meet with park staff and scouts.</li> <li>• Travel to Adama, overnight Adama</li> </ul>
20 May	<ul style="list-style-type: none"> <li>• Travel to Bale, meet with scouts and tourism operator.</li> <li>• Meet with FZS Livelihood and outreach JTA</li> <li>• Overnight Bale</li> </ul>
21 May	<ul style="list-style-type: none"> <li>• Meetings in Bale with EWCA Human Resources Director and Finance Director and Park Warden</li> <li>• Return to Addis Ababa via Abiatta-Shala National Park. Meeting with Park Warden, Experts and Head Scouts</li> </ul>
22 May	<ul style="list-style-type: none"> <li>• Consultations in Addis Ababa including meetings with Chimere Zewdie (Oromiya Forest and Wildlife Enterprise, OFWE); Eseyas Abebe (GIZ-IS)</li> </ul>
23 May	<ul style="list-style-type: none"> <li>• Consultations in Addis Ababa including meetings with project PMU, Girma Timer (Ministry of Culture and Tourism), members of the European Union Delegation</li> </ul>

24 May	<ul style="list-style-type: none"> <li>• Consultations in Addis Ababa including meetings with Chire Enawgaw (EWCA), members of the Professional Hunters' Association, Dr Kifle Argaw (Director General, EWCA), Semere Tesfaye (MOFED). Travel to Debre Zeit</li> </ul>
25 May	<ul style="list-style-type: none"> <li>• “Mini-workshop” in Debre Zeit with small team of people to identify lessons learned, existing and continuing problems and outcomes, outputs and indicators for second phase.</li> </ul>
26	<ul style="list-style-type: none"> <li>• Writing first draft of MTE report</li> <li>• Submission of first draft of MTE report</li> </ul>
27	
28	
29	<ul style="list-style-type: none"> <li>• Final consultations and verification of findings of MTE</li> <li>• Debriefing and presentation to UNDP-CO</li> <li>• Debriefing and presentation to PSC</li> </ul>
30	<ul style="list-style-type: none"> <li>• Inclusion of comments on first draft of MTE into final draft. Final draft submitted.</li> <li>• Meeting with Annie Marie Stewart and Chris Gordon</li> <li>• Meeting with Ben Irwin</li> </ul>
31	<ul style="list-style-type: none"> <li>• Departure, international consultant</li> </ul>

## **Annex 3 List of People Consulted**

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<b>Person</b>	<b>Position and institution</b>
Dr. Kifle Argaw	Director General, EWCA
Fetene Hailu	Director, Wildlife Utilization Directorate, EWCA
Yared Legesse	Director, Human Resource Development Directorate, EWCA
Yeneneh Teka	Director, Wildlife Development & Protection Directorate, EWCA
Cherie Enawgaw	Coordinator, South & Western National Parks, EWCA
Tamirat Mulugeta	Director, Procurement, Finance & Property Administration Directorate, EWCA
Lakew Berhanu	National Project Coordinator, EWCA UNDP/GEF
Dr Ludwig Siege	Chief Technical Advisor, EWCA/GIZ
Girma Workie	Monitoring & Evaluation Officer, EWCA/GIZ
Mahder Zeleke	Administration Officer, EWCA/GIZ
Semere Tesfaye	Senior Expert, Ministry of Finance & Economic Development
Berhanu Selomon	UNDP/GEF OFP, Environment Protection Authority
Wubua Mekonnen	Program Analyst, UNDP
Shimelis Fekadu	Program Head, UNDP
Alessandra Tisot	Country Director UNDP, UNDP
Nik Sekhran	UNDP Biodiversity Principal Technical Adviser, UNDP Regional Technical Centre, Pretoria
Dr. Anouska Kinahan	Technical Advisor, FZS-Ethiopia
Thadaigh Baggallay	Project Leader, FZS-Ethiopia
Eban Yigezu	Technical Advisor, FZS-Ethiopia
Chemere Zewdie	Wildlife Development and Utilization Directorate Director, Oromia Forestry and Wildlife Enterprise
Berhanu Gebre	Deputy Head, Amhara National Regional State Culture, Tourism and Parks Bureau
Esayas Abebe	Country Director, GIZ-IS
Sanne van Aarst	Program coordinator, HoA-REC (Parks and Buffer Zone) partner
Dr. Yirmed Demeke	Executive Director, Wildlife for Sustainable Development
Nassos Roussos	General Manager, Ethiopian Rift Valley Safaris
Sisay Shewamene	General Manager, Shield and Spear International Safaris
Annie Marie Stewart	Field Project Leader, Ethiopian Wolf Conservation Programme
Chris Gordon	Technical Adviser, Ethiopian Wolf Conservation Programme
Jean Marc Froment	Africa Director, African Parks Network
Ben Irwin	Ex-Leader, PFMP, FARM Africa/SOS Sahel

Girma Gumata	Warden, Awash National Park
Coli Bie	Head Scout, Awash National Park
Alemayhey W/silase	Head Scout, Awash National Park
Endale Molla	Head Scout, Awash National Park
Mekoya Mamo	Wildlife & Habitat Monitoring Expert, Yangudi-Rassa National Park
Ali Mohammed	Head Scout, Yangudi-Rassa National Park
Tsegaye Amare	Head Scout, Yangudi-Rassa National Park
Lemilem Desta	Head Scout, Yangudi-Rassa National Park
Geremew Mebratu	Warden, Bale Mountains National Park
Worku Tadesse	Head Scout, Bale Mountains National Park
Abebaw Tadesse	Head Scout, Bale Mountains National Park
Wordofa Beyecha	Head Scout, Bale Mountains National Park
Adem Mohammed	Warden, Abjata-Shalla Lakes National Park
Wondeson Desta	Head Scout, Abjata-Shalla Lakes National Park
Hailu Tuffa	Head Scout, Abjata-Shalla Lakes National Park
Kebede Zewde	Head Scout, Abjata-Shalla Lakes National Park
Girma Timmer	Tourism Promotion Expert, Ministry of Culture & Tourism
W/Gebrel Berhe	Tourism Promotion Expert, Ministry of Culture & Tourism
Fredrich Mahler	Programme Manager, Rural Development and Food Security Section, European Union Delegation
Arnaud Demoor	Head, Rural Development and Food Security Section, European Union Delegation
Barbara Pinkert	Deputy Ambassador, European Union Delegation

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## Annex 4 Summary of project achievements, by Outcome and Output

Summary of project achievements by Outcome and Output, relative to the performance indicators from the baseline at the start of the project and the targets.

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
Project Purpose: <i>Enabling frameworks and capacities for managing the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective are emplaced</i>	Protected Area System plan approved and functional	No such plan in place	Protected Area System Plan approved & adopted	Two outputs that feed into the gap analysis – the gap analysis and the carbon study are complete. The PMU state that they will develop the plan in-house and it will be complete before the end of the first stage.	Daan Vreugdenhil et al. (2012). Gap Analysis of the Protected Area System of Ethiopia. <i>Finalized but not published.</i>	<b>Moderately Satisfactory.</b> The PMU was unsure about the functionality of such a plan and if developed it is will not be adopted by the end of the first stage. However, if the PASP is developed i) as a 10-year strategic development plan (with targets and indicators etc) and ii) in a participatory way, it will prove useful both for EWCA and the project. It will assist to harmonize the project with

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
	Protected Area System Plan shows >60% PAs are legally gazetted with management plans and capacity	Only 2 out of the 20 NPs and Sanctuaries are gazetted	Over 60 % of PAs are legally gazetted	8 PAs are gazetted [Alatish, Simien & Awash federal; Borena Saynt, Bahir Dar, Mago, Chebera, Maze and Kafa Bonga Regional]. Regulations for six PAs submitted to house of federation [Bale, Senkele, Alatish, Kafta & Gambella]  The Guassa Community Conservation Area draft proclamation is submitted to the AMNRS parliament for proclamation	<i>Alatish</i> : Zikre Hig (2005) Regulation No. 38/2005 by Amhara regional state  <i>Simien</i> : Negarit Gazeta (1969) order no. 59 of 1969  <i>Awash</i> : not found  <i>Mago</i> : Debub Negarit Gazeta (2010) Reg. No. 82/2010/11. By SNNPRS  <i>Maze and Chebera Churchura</i> (2004): Reg. No. 30/2004. By SNNPRS  <i>Kafa Bonga</i> area; Debub Negarit Gazeta pro. No.2009. by SNNPRS	<b>Moderately satisfactory.</b> Over the four years in which the project has been operational, the only new gazettelements have been at a regional level (with minimal or no assistance from the project). However, the regulations for six PAs have been submitted to the Council of Ministers for approval and hence gazettelement. Other references need to be found.
	Protected Area System Plan has increased representation for ecosystem coverage, goods and services	No PA system plan.	All major biomes and ecosystems have some coverage, especially the South-western forests, the Ogaden/ All NPs and sanctuaries are on the WCPA-list with correct boundaries	Gap analysis completed; to be disseminated in coming months.  South-western forests included in two Biosphere Reserves with portion gazetted by regional	Daan Vreugdenhil... (2012). Gap Analysis of the Protected Area System of Ethiopia. Finalized but not published. By SDPASE  <i>Maze and Chebera Churchura</i> (2004):	<b>Satisfactory.</b> The Gap Analysis represents a significant piece of work. The next steps are i) to find a way to implement it and ii) to ensure that the Biosphere Reserves offer effective

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
				governments.	Reg. No. 30/2004. By SNNPRS  <i>Kafa Bonga</i> area; Debub Negarit Gazeta pro. No.2009. by SNNPRS	conservation of the S-W Forests.
Outcome 1. <i>Protected Areas and Wildlife Conservation are mainstreamed into the Development Framework of Ethiopia, with greater political support and funding</i>	Policy and strategy papers in other sectors seek linkage with PAs	No other sector with partnership with wildlife	One [two end of stage one] sectors with approved partnership with wildlife sector	MoWR & EPPCO are underway to create the partnership  Ethiopian Strategic Investment Framework (ESIF) for SLM Program has incorporated PAs, but is not implemented	Ministry of Agriculture and Rural Development (2008): Ethiopian Strategic Investment Framework for Sustainable Land Management	<b>Moderately Satisfactory.</b> There is some confusion here: as a trigger, the reference to the SLM and Nile Initiative was removed, however, these still appear in the logframe. This should be clarified and harmonized across the targets (both triggers and logframe) towards which the project is working  While there is some confusion about the indicator, that there is some reference to protected areas is an achievement. More work needs to be carried out to encourage



Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
						implementation. As mentioned elsewhere, this may include re-categorization of protected areas and re-branding the organization.
	Overall funding for wildlife sector increases from Government, Donor and business sectors	Federal Government 6,8 Million Birr/annum	Federal Government budget 12 Million [15 million end of stage one] Birr/annum	Accomplished: the budget has reached 21 Million Birr/Annum. Donor's funding has also increased (see Annex 8)	EWCA 2004 EFY [2011/12] budget document	<b>Highly satisfactory.</b> The project has been instrumental in catalysing greater investment in protected areas. However, there is no room for complacency as the sector remains profoundly under-resourced.
Output 1.1. <i>Major indicators from this PA plan have been adopted in the second gen. PASDEP</i>	Indicators and targets are "populated", and the wildlife sector contribution to Ethiopia development is documented and disseminated	Indicators and targets not populated	PASDEP of 2011-2016 recognises PAs and wildlife as important elements of sustainable development of the country	"Economic study" is completed and disseminated.	Österreichische Bundesforste AG (2009) Assessment of the value of the Protected Area System of Ethiopia: Making the Economic Case. Report to EWCA/SDPASE, Vols I-III. September 2009.	<b>Moderately satisfactory.</b> The "Economic Study" makes a significant contribution to understanding the value of the protected areas but it has not yet catalysed a change of vision (e.g., re-branding, re-categorization, etc.). That the value of the

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
						protected areas lies in intact ecosystems and the integrity of ecological processes – more so than tourism (by many orders of magnitude) has to yet to be fully realized.
	Second generation PASDEP includes strengthened text, indicators and targets for PAs and wildlife	PASDEP includes only 3 indicators, 9 lines text on wildlife	The real economic impact of wildlife and PAs satisfactorily described in the PASDEP/PASDEP continues to use wildlife / PA indicator statistics	The second generation PASDEP [GTP; Growth and Transformation Plan] includes indicators for PAs (the number of “legally recognized wild animal parks”; the number of “park offices”, the number of “scout houses in the park” [sic]) and some poorly formulated indicators for ecotourism (with no real impact for protected areas)	Ministry of Finance and Economic Development 2010. Federal Democratic Republic of Ethiopia: Growth and Transformation Plan 2011-2016. VI. 2 Policy Matrix	<b>Moderately Satisfactory.</b> Despite the reference to protected areas in some indicators, a number of issues remain: e.g., i) no reference to effectiveness of PAs, ii) a focus on protected areas as “wild animal” parks (cf. protecting biodiversity, ecosystems and ecological processes).
Output 1.2. <i>Increased protected area in major watersheds of the sustainable land management program</i>	The Sustainable Land Management Program and Blue Nile Development are funding protected area establishment, development and	No funding at the moment	The SLM blue Nile development fund + PA / (2PA)	NA: the SLM and Blue Nile devt. are not interested on Pas. They focus on small catchment areas. Federal Government	As above.	As above. <i>Once there is an approved removal and/or replacement of an indicator, it should no longer appear in</i>

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
	<p><del>management in relevant areas (trigger 3).</del></p> <p>Replaced by: Overall funding for Wildlife Sector increases from Government, Donor and Business sectors: (duplication of above indicator)</p>			<p>budget for EWCA has increased from 6 Million at the start of the project to 21 Million at the end of stage one. Most regions have also increased their budgets.</p> <p>New co-financing by Donors and NGOs could be secured with the solicitation of SDPASE.</p>		<i>the logframe.</i>
	Number of SLM watershed programmes seeking protected area status within catchments including forests	None (although starting discussion via IFAD's SLM Programme)	By end of stage one, four watersheds under formal discussion to PA for watershed and potential PES	SLM watersheds are planned for Baro-Acobo catchment in the east of Gambella region, SDPASE is seeking cooperation	Minutes of discussions	<b>Not rated.</b> Given the removal of the indicator above, it remains unclear why these other indicators remained included: it is clear that linkage with the SLM Program has been challenging (and may be related to the perception of protected areas singularly as "wildlife" areas). The next stage should consider whether linkage with the SLM
	Area and % of protected area within target catchments including forests	Zero %	10,000 ha. (20,000 ha. End of stage one) Of PA including forests established, > 5% (>10 End stage one) of watershed	No progress, see above.	M and E report	

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
						Program is warranted despite the logic.
Output 1.3. <i>Linkage with and adoption by tourism sector of protected areas as one of the key marketing strategies</i>	National Tourism Master Plans and Programmes with increased emphasis on wildlife tourism	Emphasis is minor	By end of stage one, four national and regional tourism plans designed with detailed links to PA sector	The MoCT GTP plan, Amahara GTP Tourism Plan and Oromia GTP Tourism Plan have incorporated protected area and wildlife components	Annual workplans (derived from GTP) for Amhara Regional State Culture, Tourism and Parks Development Bureau and Oromya Wildlife and Forest Enterprise	<b>Moderately Satisfactory.</b> While there is inclusion of various indicators and text in the various GTPs, interviews in MoCT showed that the protected areas have yet to be prioritized at all.
	Number of tourists in NPs continues to increase, with increase in revenues to govt.	Baseline is 2007 (see EWCA statistics)	By end of stage one, increase of 40% over 2007 in tourism numbers and revenue in Nech Sar, Bale, Simien Abijata, Awash, Mago, Omo	Significant increase in tourist numbers (see Annex 10).	Annual report by the wildlife utilization directorate of EWCA	<b>Satisfactory.</b> There has been an increase in the number of tourists in many of the areas. The project could have undertaken an analysis of <i>why</i> this was the case so that these gains could be built upon.
	Number of local community/private sector ecotourism sites increases	Baseline is 2007 (>5)	By end of stage one, the number of local community/ private sector ecotourism sites increased by 50%	Number of private investors in ecotourism has increased by more than the target	No published data.	<b>Moderately Satisfactory.</b> While the number of “ecotourism sites” has increased, the degree to which this can be attributed to the project is unclear.

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
						However, this is a very poorly defined indicator
	Increase in wildlife tourism promotion products (film, brochures, web-sites)	Baseline is 2007 (>5 local products)	Wildlife tourism promotion (film, brochures, web-sites) increased by 50%	Promotion of the wildlife through TV, billboard, brochure has increased by more than the target.	Contractual agreements and payments for TV.  Billboards and brochures [from SDPASE]	<b>Moderately Satisfactory.</b> The project has undertaken much promotion work. However, there has been no effort to measure impact (before and after questionnaires, etc.)
Outcome 2. <i>Policy, regulatory and governance frameworks are supported, leading to redefinition and implementation of PA categories, with reduced land-use conflict</i>	Modalities for enactment of policy and new legislation in place.  Policy and regulations are under implementation, through System Plans and PA GMPs.	New wildlife policy & proclamation, regulations approved; guidelines pending  No guidelines for GMPs, other implementation guidelines	By end of Stage One, implementation guidelines published and under implementation  Guidelines for business planning, management planning available  6 PA GMPs follow regulations under active implementation.	Following the formation of EWCA and the Wildlife Proclamation (both pre-dating the project), the project has been assisting with the production of regulations and guidelines which will facilitate the implementation of the Proclamations, including: i) Regulation on Trust Fund (under discussion); ii) Guidelines for hunting (under	Federal Negarit Gazeta 2008. Proclamation to Provide for the Establishment of Ethiopian Wildlife Development and Conservation Authority. Proclamation No. 575/2008  Federal Negarit Gazeta 2007. Regulation to Provide the Development, Conservation and Utilization of Wildlife.	<b>Moderately satisfactory.</b> The project has not achieved its target. However, progress has been made and trust between the project and EWCA has grown. In Stage Two, the fruits of this trust should be an increasingly robust legislative framework.  An analysis of the current policy and proclamation is warranted to determine i) whether

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
				discussion) iii) PA business planning guidelines (approved) iv) No PA management planning guidelines developed. v) BMNP GMP completed (FZS assisted; but limited implementation) vi) SMNP GMP (FZS assisted but limited implementation) vii) Gameblla NP management plan – under developed.	<p>Proclamation No. 541/2007.</p> <p>EWCA/SDPASE 2009. Wildlife Development, Conservation and Utilization Policy and Strategy.</p> <p>1. Anouska A. Kinahan (Phd) 2011. A business Plan Development Tool for Protected Area Management in Ethiopia. FZS/BMNP. (SDPASE has supported)</p> <p>2. Kinahan, A (2011). Bale Mountains National Park Business and Sustainable Finance Plan 2011-2016. FZS/BMNP Publication. (SDPASE Financial Support)</p> <p>3. Frankfurt Zoological Society (2009): Simien Mountains National</p>	<p>the policy and proclamation continues to be relevant and ii) which aspects require amendment.</p> <p>The development of regulations and guidelines has been</p>

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
					Park; General Management Plan 2009-2019. 4.Bale Mountains National Park Management plan	

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
Output 2.1. <i>Policy frameworks for wildlife conservation supported at federal, regional and local levels</i>	<p>Key components of Policy and Regulatory Frameworks in place</p> <p>Strategies for implementation of Wildlife Policy and Proclamation in place (Trigger 2)</p> <p>Policy strategy components are written into PA management plans and work plans</p> <p>The Ministry of Water Resources has amended its policy to include a protected area component for watershed management and protection (Trigger1).</p>	<p>No such strategies</p> <p>Regulations under discussion</p> <p>Strategic components not yet in PA plans</p> <p>No such policy amendment</p>	<p>Key components of Policy and Regulatory Frameworks in place</p> <p>Strategies for implementation of Wildlife Policy and Proclamation in place (Trigger 2)</p> <p>Policy strategy components are written into PA management plans and work plans</p> <p>The Ministry of Water Resources has amended its policy to include a protected area component for watershed management and protection (Trigger1)</p>	<p>Guideline to regulate investment in PAs. Hunting guidelines a quick reference to administer the hunting industry and boundary demarcation guidelines that give guidance on a step by step process on demarcation are under implementation.</p> <p>EWCA’s five year strategic plan. Regulation 163/2008 on “Wildlife Development, Conservation and Utilization” are emplaced</p> <p>Policy strategy components are written into PA management plans and work plans for 2 existing GMPs for Bale and Simien NPs. Work plans of EWCA contain the elements of the “wildlife” strategies and policies.</p>	<p>1.EWCA/SDPASE. Guidelines for protected Areas Boundary Re-demarcation. (Not published).</p> <p>2. EWCA/SDPASE investment guideline in PAs [not published]</p> <p>3.EWCA/SDPASE Hunting guideline [not published]</p> <p>4.EWCA five year strategic plan [not published]</p> <p>3. Frankfurt Zoological Society (2009); Simien Mountains National Park; General Management Plan 2009-2019. (approved by President of Amhara National Regional State).</p> <p>3.Bale Mountains National Park Management plan</p>	<p><b>Moderately Satisfactory.</b> The project has not achieved its targets for this Output. However, the indicators were poorly formulated and very vague. Nonetheless, progress has been slow to develop a legislative framework. The development of GMPs for the protected areas remains slow; the development of protected area management planning guidelines remains an important output yet to be achieved.</p>



Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
Output 2.2. <i>Policy implementation supported through development of key strategies and position papers</i>	X Strategies with action points are under implementation, nationally	No such strategy papers	Four strategies (e.g., Tourism, hunting, sustainable financing) are implementation	Hunting regulations have been finalized. Hunting guidelines under discussion Sustainable financing/trust fund is studied and concept paper developed. Proclamation for trust fund is under discussion Investment guidelines developed	EWCA/SDPASE: Hunting Guidelines. [not published] EWCA/SDPASE Concept paper on trust fund. [Not published]	<b>Moderately Satisfactory.</b> A number of strategies and guidelines have been produced and are awaiting approval and implementation.
Output 2.3 <i>Strategy implementation piloted in priority protected areas and landscapes, developing synergies to Outcomes 1, 3, 4 and 5.</i>	Strategies are implemented in PAs, including border marking, anti-poaching reduces illegal off-take & illegal grazing and cultivation stopped, AIG, EE inputs	No such formalised strategies in place.	At least two strategies in eight sites (border marking, anti-poaching and illegal grazing and cultivation strategies); lessons learned and tool kits developed	Various strategies developed for implementation in protected areas: boundary demarcation; business planning; investment guidelines; scout training curriculum	1.EWCA/SDPASE. Guidelines for protected Areas Boundary Re-demarcation. (Not published). 2.EWCA/SDPASE: investment guideline. [Not published] 4.Anouska A. Kinahan (Phd) 2011. A business Plan Development Tool for Protected Area Management in	<b>Moderately Satisfactory.</b> While the project has made gains, implementation across the protected area estate needs to be accelerated. In addition, the interventions in protected areas need to be target relative to the threats (e.g., for anti-poaching, etc) – but these are somewhat dependent on GMPs being in

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
					Ethiopia. FZS/BMNP. (SDPASE has supported)  Scout training curriculum and handouts	place.
	The guidelines for limited harvesting (sport hunting and timber) concessions are agreed, in place and enacted in four concession areas which will act as demonstration sites for replication in the second tranche period ( <b>Trigger 4</b> ).	Guidelines not available (timber/forest is not within the mandate of EWCA)	The guidelines for sport hunting available and implemented with transparent tendering for hunting concession areas	Guidelines for sport hunting are under discussion  Timber utilization not within the mandate of EWCA (but see below for lack of change to categories of PA)	1.EWCA/SDPASE: hunting guideline [under discussion]	<b>Moderately Unsatisfactory.</b> The hunting regulations were enacted with little participation or consultation with stakeholders.  The guidelines are still under discussion (and participation and consultation was better).
Output 2.4. <i>Protected Area categorization modified to suit Ethiopian situation</i>	No unfeasible mandates for PA authorities	Some mandates presently not feasible: (e.g. NPs free of people)	Mandates of selected PA reflect real situation on the ground	Mandates are under scrutiny, PAs are re-designed to comply with mandates (boundary re-demarcation).  New categories of protected area: Biosphere Reserves (under Ministry of Science and Technology) and	Federal Negarit Gazeta 2007. Regulation to Provide the Development, Conservation and Utilization of Wildlife. Proclamation No. 541/2007  Some form of documentation should exist in the MoST for	<b>Unsatisfactory.</b> The Proclamation (pre-dating the project) adhered to old categorization with no modification for Ethiopian situation.  Focus is still on “wildlife” and not relevant aspects of biodiversity, ecosystems and

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
				community conservation areas (Proclamation 541/2007)	this category of PA although the PMU was unaware of it.	ecological processes. Categories were also not extended to include areas such as those that fall under Participatory Forest Management (PFM) programs. Boundary demarcation deals with this to a limited extent.
<b>Outcome 3.</b> <i>Increased institutional capacity for Protected Area Planning and Management leads to functional system plan and improved protected area management</i>	Institutional restructuring, mandate definition and staffing complete in HQ, key regions and PAs.	Restructuring on its way	Institutional restructuring complete within HQ, 5 regions and 10 protected areas	The sector was restructured before the start of the project.	1. Federal Negarit Gazeta 2008. Proclamation to Provide for the Establishment of Ethiopian Wildlife Development and Conservation Authority. Proclamation No. 575/2008  Regional proclamations for establishment of regional bodies.	<b>Moderately Unsatisfactory.</b> While the establishment of the project preceded the commencement of the project, the project's attempt to carry out an assessment of the validity of the EWCA structures was stifled. Such an evaluation remains valid, not only within EWCA but also structures between EWCA and regions, and staffing structures in protected areas.

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
						Capacity remains poor despite recruitments and training. Appropriate recruitment (not aligned with arbitrary Civil Service Ministry demands) is necessary.
	Net improvement in management effectiveness of protected area estate	All Protected Areas in Ethiopia have a METT score < 40	System METT score (calculated by the average METT score across the system using only the areas included in the baseline score and readjusted once new areas are assessed or are designated) increased by 12 points on average	The METT scores of all PAs that are being monitored for which the baseline exists have increased (average over eight sites = 23 points increase).	METT score result	<b>Satisfactory.</b> Gains have been made primarily through the inputs from the project (training, equipment, demarcation processes). Two caveats: i) the <i>more</i> difficult aspects now remain and ii) the scores may have been slightly elevated; therefore, making gains over the coming four years will be challenging.
	Adoption of good practice model for each category of protected area	No good practice models yet	Good practice models described and propagated	Partnerships only developed in SMNP and in process of development in Gambella NP.	FZS-SMNP MOU (with EWCA) Gambella NP Taskforce TOR Business planning	<b>Moderately Satisfactory.</b> The concept of learning from the “model” sites has been neither adopted by the project

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
				<p>Only some aspects have been adopted:</p> <ul style="list-style-type: none"> <li>- Business planning from Bale NP is adopted to design General business guidelines,</li> <li>- Scout training from African Parks adapted</li> <li>- Gazetting of CCAs</li> </ul>	<p>guidelines</p> <p>Scout training curriculum and handouts</p> <p>GCCA and ACCA gazettements</p>	<p>nor by EWCA (despite the agreement that EWCA cannot do the job alone). Much learning from these “model” partnerships can be done for adaption and adoption elsewhere in the system. EWCA and the project need to aggressively develop partnerships across the system.</p>
Output 3.1. <i>New institutions at federal level with clarity of mandates, internal structures and regional linkages in place</i>	EWCA has internal structure reviewed, with TOR and mandates agreed.	<p>Initial structures in place.</p> <p>New staff being recruited (Dec 2008)</p>	EWCA has reviewed internal structure and all sections agreed on a clear mandates and TOR with targets	<p>The Proclamation for the establishment of EWCA clarified mandates (e.g., unclear and overlapping mandates with IBC)</p> <p>Internal structure review was incomplete</p>	<p>Proclamation to Provide for the Establishment of Ethiopian Wildlife Development and Conservation Authority. Proclamation No. 575/2008</p>	<p><b>Moderately Unsatisfactory.</b> While re-structuring is complete, there is ample room for improvement, team building and harmonization within EWCA.</p>
	EWCA has developed working modalities with Regions over conservation management at regional level.	Still uncertainty as to optimum landscape working	At least three landscapes have cooperative governance arrangements between federal and regional	<p>The Gambella Taskforce is demonstrating the value of cooperation between EWCA and the regional</p>	Minutes of the taskforce meetings	<p><b>Moderately Unsatisfactory.</b> Only one (of a target of three) cooperative agreement (through the Gambella</p>

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
			authorities	authorities.		Taskforce) has been trialled.  While some collaboration exists (e.g., over hunting and when regions work to establish protected areas) the relationships, collaboration and cooperation between EWCA and the regions could be improved.
Output 3.2. <i>National Protected Area System Plan developed using Gap Analysis, approved and under implementation</i>	Gap analysis complete and used for improving PA system	Only rudimentary understanding of gaps in PA system	Gap analysis report available and integrated with economic study; new PAs started in identified gaps (e.g., south-west forests)	The gap analysis is finalized and is to be published before end of Stage One.  Areas of the south-west forests included in Biosphere Reserves (with portions gazetted as regional protected areas)	D. Vreugdenhil, A.M. Vreugdenhil, Tamirat Tilahun et al. (2012). Gap analysis of the Protected Area System of Ethiopia. (Finalized but not published).	<b>Satisfactory.</b> The gap analysis represents a significant contribution to the knowledge and potential planning of protected areas. However, the gap analysis did not fully incorporate ecosystem services (e.g., watersheds) in the analysis. The results need now to be implemented.
Output 3.3. <i>Both Protected Area</i>	Individual protected areas use business	No business planning at the protected area	Business plans and monitoring system	National Business Planning guidelines	Kinahan, A (2011). Bale Mountains	<b>Satisfactory.</b> The business-planning

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
<i>System and individual protected areas use business planning as a tool for management and monitoring</i>	planning as a standard tool for protected area management planning and monitoring	site level. No business planning at system level	adopted in four demonstration sites System business case propagated	published BMNP Business plan published	National Park Business and Sustainable Finance Plan 2011-2016. FZS/BMNP Publication.  Kinahan, A.A. (2011) A Business Planning tool for Protected Area Managers in Ethiopia. EWCA, Addis Ababa.  The system level business plan (perhaps integrated with a strategic plan) has yet to be developed.  No other sites have produced business plans.	tool has been produced as well as a business plan for one protected area (BMNP).  Much work remains.
	Staff with appropriate business planning skills (Master's level business planners, socio-economists, and environmental economists) employed by protected area organization	No staff with business planning skills	Staff with business planning skills in place	Only those trained by FZS through the production of the general PA business planning guidelines and through the production of the MBNP Business Plan.	Minutes of meetings to produce Kinahan, A.A. (2011) A Business Planning tool for Protected Area Managers in Ethiopia. EWCA, Addis Ababa.	<b>Moderately Unsatisfactory.</b> There is much room for growth in business planning, at the system level and at the PA level. Staff need further training or specific staff

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
						recruited.
Output 3.4. <i>Wildlife staff at HQ and field level with functional capacity and skills</i>	Career development planning for staff within protected areas organization exists	Career planning does not occur	Career development plans available for >70% of staff (including training opportunities)	Not achieved	N/A	<b>Highly Unsatisfactory.</b> This has not been done.  EWCA remains under the constraints of the Civil Service Ministry.
	Staff skill level of EWCA meets requirements of mandates	Systematic training do not exist	Training started according to staff development plan  Six trainings and three MScs  Individual M&E system and incentive mechanisms in place	Approximately 490 scouts have received basic training to date  Senior staff has also received training abroad (e.g., >2MSc abroad).  EWCA HQ staff have job descriptions.  A number of short-term trainings also provided.	SDPASE Reports	<b>Satisfactory.</b> Scout training is a success.  But the protected area Wardens are very poor – and gains of scout training will be rapidly lost if senior staff skills are not improved.  EWCA remains under the constraints of the Civil Service Ministry with inappropriate recruitment demands.



Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
Output 3.5 <i>Institutional capacity for training in wildlife is built and functional</i>	Number and quality of graduates from training institutions adequate	Scout training facility does not exist  Warden training not practical enough	Scout training facility established (started producing personnel)  Assessment of training institutions complete, contracts issued for warden level training	Negotiations underway with EU to construct the training centre in Nechsar.  The project is looking for practical warden training opportunities (not currently available in Ethiopia). Contact has been established to South Africa, Kenya and Tanzania.  6 wardens have received practical training in South Africa funded by Frankfurt Zoological Society.	Reports of warden visit to South Africa	<b>Unsatisfactory.</b> The training facility has not been developed; warden capacity is low (see comment above)
Outcome 4. <i>New protected area management options are piloted, developing best practice to be replicated across the PA system</i>	Good practice models (success stories) available, documented and used for dissemination	No good practise models available, demonstration/pilot sites have still low METT scores	METT Score for demonstration sites increased by 16% <b>(Trigger 4)</b>	METT scores: <u>BMNP</u> : 32 (2008) 49 (2011) <u>GCCA</u> : 36 (2005) 56 (2009) See below for	METT scores	<b>Moderately Satisfactory.</b> The GCCA has shown significant improvement (under the partnership between FZS and the local communities including the CBO).  BMNP has shown moderate

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
				application and dissemination		improvement (under the FZS-BMNP partnership).
Output 4.1. <i>Lessons learned on management modalities available from pilot sites</i>	Good practice models applied to other sites	Few lessons learnt available (African Parks, FZS)	Four good practice models available and applied	<p>BMNP-FZS brings a number of good practices: i) GMP development (initiated in BMNP), ii) business plan</p> <p>GMP replicated in SMNP (approved by the President of the Amhara National Regional State) and Gambella NP (under development), iii) modus operandi of partnership (both positive and negative lessons)</p> <p>Scout training modules from Omo and Nechsar (developed by African Parks) adopted for the scout training</p>	<p>1. Kinahan, A (2011). Bale Mountains National Park Business and Sustainable Finance Plan 2011-2016. FZS/BMNP Publication. (SDPASE Financial Support)</p> <p>2. Frankfurt Zoological Society (2009): Simien Mountains National Park; General Management Plan 2009-2019.</p> <p>3. Multiple Scout Training Handouts</p>	<p>Learning from these best practices – and from the withdrawal of African Parks - has been relatively limited (despite the fact that all stakeholders agree that it is impossible for EWCA to do the job alone).</p> <p>Further work is necessary to synthesize the lessons learned from all ‘model’ areas, disseminate these lessons for replication.</p>
Output 4.2 <i>Landscape level management in place with functional joint management committees at</i>	Joint management committees in place and functioning	No joint management committee exists	Four joint management committees are functioning	The Gambella Taskforce was established (but has been inactive for some time before the	Published mandate and TOR for Gambella Taskforce; Taskforce minutes	<b>Moderately Satisfactory.</b> The concept of joint management has not been fully adopted by EWCA or the project.

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
<i>selected sites</i>				MTE). The SMNP Advisory Committee was formerly a strong best practice but it has reduced in its effectiveness since the establishment of EWCA.		However, in contrast, the Gambella Taskforce was established in recognition of the complexity of protected area management and the need to include stakeholders.
	Management effectiveness of limited harvesting areas	No limited harvesting areas using guidelines	Four limited harvesting areas using agreed regulations/ guidelines	The regulations cover the hunting areas. Hunting guidelines remain under development and discussion.	Regulation 163/2008 on “Wildlife Development, Conservation and Utilization” Guidelines remain under discussion.	<b>Satisfactory.</b> Progress has been made with sport hunting with a few caveats – including lack of participation and consultation in development of the regulations.  The concept of having timber concessions within natural forests as similarly governed protected areas has not been grasped or developed.
Output 4.3 <i>Strategic interventions in priority protected areas and landscapes</i>	Strategic interventions prioritised within EWCA – SDPASE are planned and implemented in pilot	None at present	At least two different strategic interventions prioritized within EWCA-SDPASE are planned and	SDPASE has facilitated an action to crack down on illegal sand and gravel extraction in Abijata-	SDPASE report	<b>Not rated.</b> There was confusion regarding this output and indicator (neither of which were included

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
	PAs		implemented in six pilot PAs	Shalla National Park.		in the original project document and hence there was no description of the activities that should be carried out under it). The PMU interpreted it one way – hence the description of activities to the left.
<b>Outcome 5.</b> <i>Mechanisms for financial sustainability for Ethiopia's protected area system are developed and demonstrated for scale-up in Stage Two</i>	Ethiopia has a functional Financial Sustainability Plan for PAs approved, with components on tourism, PES, Carbon and increased government / donor support	Government provides bulk of financing (<20% needs). 0% offset by generated revenues. No retention scheme	Sustainable financial plan is approved.  Decisions on possible Trust Fund Mechanisms are made.  PES and Tourism fund flows start	Trust fund accepted as one financing option; draft trust fund regulation is under discussion  The “carbon study” is under development.  No PES discussions/models developed	Draft Trust Fund Proclamation.	<b>Moderately Unsatisfactory.</b>  Only one aspect of the financial sustainability plan has been discussed - the trust fund option. The contribution of the “carbon study” – which is linked to REDD+, remains a little unclear. No other PES schemes are being discussed.  The financial sustainability plan could be integrated into a EWCA level business plan but this, too, remains far off.
Output 5.1 <i>Financial sustainability plan is developed for protected area system</i>	Financial sustainability plan is developed, decided upon and being implemented	No sustainable financing plan exists	Sustainable financing options (including trust fund) modelled and tested.  All components of trust fund in place <b>(Trigger 7)</b>	No coherent financial sustainability plan yet developed (and no EWCA level business plan either)  Trust Fund proclamation under discussion.		

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
						Other options (e.g., PES) have not been developed. See below for section on tourism and donor support/co-finance.
Output 5.2 <i>Tourism contributed significantly to recurrent costs for demonstration sites</i>	Tourism income is retained in the demonstration sites	No lodges within demonstration sites No retention schemes	Investors apply for tourist sites (each site has accommodation) Proposal for retention schemes available (in place)	Lodges in GCCA, Awash and Simien are operational. Agreement for lodge in BMNP in process. Retention schemes are proposed through trust fund Investment guidelines under development.	Trust Fund regulation (including revenue retention scheme) is under discussion	<b>Moderately Satisfactory.</b> The trust fund is being used as the mechanism for revenue retention; the trust fund proclamation is still under discussion Remainder still under development.

Objective	Indicator	Baseline	MTE Target	Status, MTE	Means of verification	Rating and comments
Output 5.3 <i>Co-finance secured for a further six sites (beyond initial demonstration sites)</i>	<p>The sector has forged strong partnerships with donors, NGOs for these sites, based on success stories (see Outcome 4)</p> <p>Six further sites (including at least two new sites) will be benefiting from co-financing and partnerships and will be being implemented using the produced and disseminated good practice model <b>(Trigger 5)</b></p>	No co-financing for these sites	Co-financing for six further sites	Various co-financing secured (see Annex 8)	Agreements between EWCA & funder	<p><b>Moderately Satisfactory.</b> Much progress has been made to secure co-financing.</p> <p>However, the target of six co-financed PAs has not been met.</p> <p>There are no new agreements in place with partners.</p>

## Annex 5 Status of co-finance, May 2012

Co-financier	Target area	Classification	Type	Amount	St
Government of Ethiopia**	All EWCA PAs	Government	In kind	4,764,500	To
UNDP		Multi-lateral	Cash	1,200,000	Sp pr fo
Consortium Omo-Gambella-Boma  Dutch Government, African Parks  German Embassy	Gambella PA and landscape planning	Government, Bilateral, NGO	Cash and in kind		Ne sta co
Netherlands Led Bale Mountains Consortium of Donors (Farm Africa etc)	Bale landscape, surrounding park	Bilateral via NGOs	Cash		Un
Conservation International		NGO	Cash	5,000	do
Govt Austria for Simien NP	Simien			1,250,000	Ar 80
JICA	Simien community tourism		kind	3000000	Ju
Netherlands via HoREC	Omo and Nechsar	Bilateral – to NGO	Cash	300,000	Or sp
BMU, Germany, via MAB	Kaffa BR	Bilateral	Cash (planning)	4,000,000	Un ha
PPP Coffee		Private, NGO		600,000	Sp ck 20
FZS (Frankfurt Zoological Soc)  EU grant  Afro Alpine Conservation in Ethiopia	Bale mountain NP, GCCA, Abune Yussef, Simien	NGO	Cash	3,500,000 Euro	Un ab sp ac pl
FZS Hunting study, EU-funded		NGO	In kind	150,000	Pr fir
GTZ-SLM	Some mini	German	In kind	2,500,000	Ne

programme (Now GIZ)	catchments in Oromia and Gambella	Bilateral cooperation			contributing to GEF effort
STN (Stichling Foundation, Transhumance and Nature)	Senkelle	NGO Dutch	Cash	30,000 Euro And newly pledged 70,000 Euro	Under way, partly spent
Forum for Environment (Dutch funding)	Babille, Gambella GMPs	NGO	In kind and cash	????	Slow spending
Wildlife for Sustainable Development	Awash, Babille	NGO	In kind	Small contributions	
Wildcode		NGO		Small contributions	
PDF B Co- Financing	countrywide	NGO Multilateral UNDP Government	In kind In kind, Cash	140,000 50,000 60,000	finalised



## Annex 6 List of major inputs provided by project

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### Equipment

The project has provided equipment worth Birr 21,282,588 from its budget as well as from two UNDP complementary funding allocations. In the following the most important items:

1. Fourteen vehicles (7 from GEF SDPASE Project and 7 from UNDP Complimentary funds) for patrolling
2. Uniforms for scouts including boots
3. T-shirts with different types of messages depending on the occasion, publication of agenda, caps, brochures etc.
4. Field equipment: binoculars, internet modems, audio-visual material, communication radios, walkie-talkies, GPS, furniture, computers, maps, tents, books etc.
5. Radio communication equipment
6. Procurement of internet equipment and installation
7. Covering fee for engineers and design for residential house construction
8. Sign posts at strategic places for promotion
9. Maintenance of vehicles
10. Maintenance of existing radio communication facilities
11. Office equipment

### Materials

- Meeting room hall equipped with necessary equipment and accessories	- Laptops
- Desktop computers	- GPS
- Posters	- Cameras
- Agenda	- Binoculars
- Calendar	- Office furniture
- T-shirts and caps	- Books
- Bill boards	- Scouts uniforms and shoes
- D/f ETV program	- TV sets
- Vehicles	- LCD projector
- Promotion and advertising, including a documentary film	- Fax machine
- Banners	- Audio Visual equipment

## **Workshops**

### **Project inception workshop**

Participants: Stakeholders from regional and federal including state minister of MoCT

*Workshop outcome:*

- Revised project outcomes
- Revised logical framework of the SDPASE.
- Results from the regions/states
- Updating the new draft map of the protected areas of Ethiopia.

Date and Venue: GIZ head office December 2008

Report available

### **Workshop on Site level Business Planning Tool for Protected Areas Managers**

Participants: Stakeholders from region and federal including state minister of MoCT

Agenda: launching workshop

Date and venue: Imperial Hotel; Addis Ababa, February 2009

Report available

### **Launching of Economic Case Study**

Participants: Stakeholders from regions and federal including minister of MoCT

Agenda: Launching a study on Assessment of Value of the Protected Area System of Ethiopia [making the economic case]

Date and venue: March 2010; Hilton Hotel

Report available

### **Kafta Shiraro re-demarcation**

Participants: Stakeholders from federal and Tigray regional state

Agenda: consultative meeting with local communities and administrators to re-demarcate Kafta Shiraro NP

Date and venue: Humera; Tigray, May 2011

*Outcome of the workshop:* re-demarcation of the national park agreed

### **Abijata Shalla National Park consultative meeting**

Participants: Stakeholders from federal and Oromia regional state

Agenda: Consultative meeting on the re-demarcation of the national park

Venue and date: Shahemene; Oromia, December 2011

*Outcome of the workshop:* Re-demarcation committee selected

### **Awash National Park Re-demarcation consultative workshop**

Participants: stakeholders from federal and Oromia and Afar regional states

Agenda: Consultative meeting on the re-demarcation of the national park

Venue and date: Adama; Oromia, August 2011

*Outcome of the workshop:* Re-demarcation committee established

### **Scouts graduation ceremonies**

Scouts graduation has been celebrated three times in the presence of the state minister and the minister of MoCT

## **Assignments abroad**

### **Study tour for EWCA, regions and MoFED to Kenya**

*Participants:*

One from southern region [Director wildlife authority of SNNPRs]

One from Tigray region [head of bureau]

One from Amhara [Dep. Director, Wildlife Authority Amhara]

One from Oromia [Director Wildlife Authority Oromia]

Two from MoFED [experts]

Three from EWCA [expert and planning directorate director]

Three from SDPASE

Date: 01/11/2011 to 13/11/2011

Places visited: Kenyan wildlife service head quarter Nairobi, Two national parks, on community conservation area, one private ranch and Laikipia Wildlife Forum

Outcome of the tour: experience gained

### **EWCA to South Africa and Tanzania to study wildlife training centres**

Participants: from the project and EWCA

Date: 3 to 16 of November 2010

Places visited:

South Africa Wildlife College

School of Natural Resource Management

College of African Wildlife Mweka

Wildlife Management Institute Pasiyasi

Outcome: Experience on wildlife training gained

### **Different short term training & courses abroad**

Three MSc courses have been funded for EWCA staff in universities abroad.

**Program: Master's degree program in Management, access and conservation of species in trade; the international framework.**

To EWCA staff

Date and place: 5 April to 25 June 2010; Spain

**Program: Master's program in wildlife Management**

To EWCA staff

Date and place: October 2010 for two years in Kenya

**Program: Senior wildlife managers training course for cheetah and wild dog conservation**

To EWCA staff

Date and place: 9 to 13 January 2012

**Program: Conference of the parties to the convention of the conservation of migratory species of animals**

To EWCA staff and the project

Date and place: 19 to 26 2011

**Program: African wildlife consultative forum**

To EWCA staff

Date and place: 9 to 14 October 2011 Swaziland

**Program: International tourism exchange**

To EWCA staff

Date and place: March 7 to 11 2012, Berlin

**Table 1. Showing the inputs (shaded areas) by protected area.**

	Promotional material	Engineering	Car Maintenance and rental service	Book support	New Vehicles	Re-Demarcation	Law enforcement support	Radio comms & Vehicle Radios	Scout and Experts training	Material support	Studies/Wild life Surveys	Aerial Surveys
Senkele												
Babile												
Awash												
Abjiata Shalla												
Gambella								*				
Simien												
Alatish												
Bale												
Yangudi-Rasa (Alledeghi)												
NechSar												
Omo												
Kafta Shiraro		*										
Geralle												
EWCA												

\* In pipeline

## **Annex 7 Tourist numbers by protected area**

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The changes in the number of tourists in each protected area since the beginning of the project.

	Number of tourists		Revenue collected	
	2007	2012	2007	2012
Awash	8,568	11,430	177,896.00	
Abijata Shala	7,720	10,181	193,882.00	
Bale	979	5,092	52,959.00	
Nech Sar	7,441	24,123	639,714.00	1,
Mago	4,452	9,277	461,164.00	
Omo	41	317	3,260.00	
Simien	6,497	17,566	593,658.00	3,
<b>Total</b>	<b>35,698</b>	<b>77,986</b>	<b>2,122,533.00</b>	<b>7,</b>

## Annex 8 Decisions taken at the PSC meetings

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Date	Agenda	Decision
Dec. 2008	<ol style="list-style-type: none"> <li>1. Introduction of Members</li> <li>2. Agreement of Composition of National Steering Committee</li> <li>3. Agreement of Terms of Reference of National Steering Committee</li> <li>4. Setting up a Technical Advisory Group for the Project (Membership, Terms of Reference)</li> <li>5. Review of Inception Workshop</li> <li>6. Preparation of Annual Work Plans (AWP) for 2009, finalization of agreement UNDP-GTZ IS on 2008 financing</li> <li>7. Any other business</li> <li>8. Closing</li> </ol>	<ol style="list-style-type: none"> <li>1. Members of the steering committee will be as proposed in the project document. Regions will be represented on yearly bases turn by turn.</li> <li>2. The technical advisory group will be as suggested in the project document</li> <li>3. To arrange experience sharing to park staffs elsewhere in Africa</li> </ol>
29 March 2009	<ol style="list-style-type: none"> <li>1. Welcome from Dr Kifle Argaw, Director General of EWCA</li> <li>2. Discussion on the Agenda</li> <li>3. Fund raising for Protected Areas</li> <li>4. Decide the minimum members/quorum to the Steering Committee</li> <li>5. Adoption of the previous minutes (12/4/2008)</li> <li>6. Presentation of developmental activities by the project since the Inception Workshop in December, 2008</li> <li>7. Discussion on the ProDoc annex and other related issues</li> <li>8. The way forward</li> <li>9. Conclusion</li> <li>10. Voice of thanks, by Dr Kifle Argaw</li> </ol>	<ol style="list-style-type: none"> <li>1. To use Protected Area Financial Score Card for the ongoing economic analysis of the PA-system of Ethiopia.</li> <li>2. Develop a short concept note on ecosystem and landscape approach to get more financial resources for the Ethiopian conservation effort from GEF 5</li> <li>3. To investigate the possibility of support for scouts and wardens for a study tour field visit to neighbouring Kenya and Tanzania</li> </ol>
23 October 2009	<ol style="list-style-type: none"> <li>1. Welcome from Dr Kifle Argaw, Director General of EWCA</li> <li>2. Discussion &amp; adoption of the Agenda</li> <li>3. Presentations: Progress Report &amp; Business Case Study</li> <li>4. Discussion on the Revised Annual Work Plan</li> <li>5. Discussion on TORs: M+E, Organizational Structure and Function + Gap Analysis</li> <li>6. For Year of Biodiversity 2010, what to do?</li> <li>7. Ecosystem Based Adaptation Study</li> <li>8. The inclusion of Protected Areas in the upcoming PASDEP [as suggested by Mr Nik]</li> <li>9. AOB</li> <li>10. Conclusion</li> <li>11. Closing and voice of thanks, by Dr Kifle Argaw</li> </ol>	<ol style="list-style-type: none"> <li>1. To develop a document on TF that can serve to have discussions with all stakeholders and to later present it to Government</li> <li>2. To develop a national Ecosystem-Based Adaptation Study</li> <li>3. Project Implementation Review by June 2010</li> </ol>
10 June 2010	<ol style="list-style-type: none"> <li>1. Welcome from Dr Kifle Argaw, Director General of EWCA</li> <li>2. Discussion &amp; adoption of the Agenda</li> <li>3. Presentations: Progress Report</li> <li>4. Discussion on the Status of the project</li> </ol>	<ol style="list-style-type: none"> <li>1. The need for the SDPASE project to collaborate with the SLM Project</li> <li>2. To include security and communication issues in</li> </ol>

	<p>[presentation]</p> <ol style="list-style-type: none"> <li>5. Discussion on TORs: Carbon Study and Organizational Study</li> <li>6. AOB</li> <li>7. Conclusion</li> <li>8. Closing and voice of thanks, by Dr Kifle Argaw</li> </ol>	<p>the scouts training</p> <ol style="list-style-type: none"> <li>3. To verify whether the carbon study project under EPA (REDD-readiness) will address the needs of PAs sufficiently or not</li> </ol>
6 June 2011	<ol style="list-style-type: none"> <li>1. Welcome from Dr Kifle Argaw, Director General of EWCA</li> <li>2. Discussion &amp; adoption of the Agenda</li> <li>3. Presentation: Progress Report: Success and Challenges</li> <li>4. Discussion on the Trigger Indicators and second phase of SDPASE</li> <li>5. Mid-Term Evaluation, ToR, composition of team and time.</li> <li>6. Trust Fund issues</li> <li>7. AOB</li> <li>8. Conclusions and action points</li> <li>9. Closing and voice of thanks, by Dr Kifle Argaw</li> </ol>	<ol style="list-style-type: none"> <li>1. To assess barrier to effective progress of the re-demarcation process and to present the findings to the SCM</li> <li>2. To develop Ecological Monitoring guideline</li> <li>3. Changes on the trigger indicators “SLM and Blue Nile Development” (The Sustainable Land Management Program and Blue Nile Development are funding protected area establishment, development and management in relevant areas) should be replaced with “Overall funding for wildlife sector increases from Government, Donor and business sectors”, and the indicator “The guidelines for limited harvesting (sport hunting and timber) concessions are agreed, in place and enacted in four concession areas which will act as demonstration sites for replication in the second tranche period” should be modified, because timber is not under the Wildlife Authority. It is proposed to drop the word “timber” from the indicator.</li> <li>4. To conduct a mid-term review in consultation with UNDP- GEF</li> </ol>



## **Annex 9 List of Documents Reviewed and Documents Produced by Project**

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### **Documents produced by the Project or in association with the project**

- Akililu Kebede, Endaweke Wondimu and Yasin Ibrahim (2011). Wildlife census report on Dembel-Ayisha-Adigala proposed Controlled Hunting Area Somali Region. SDPAS & EWCA. Addis Ababa, Ethiopia.
- Akililu Kebede, Endaweke Wondimu and Yasin Ibrahim (2011). Wildlife census report on Shinile-Meto proposed Controlled Hunting Area Somali Region. SDPAS & EWCA. Addis Ababa, Ethiopia.
- Borsdorff, M. and Klute, R. T (2011). Basics for a Management Plan for the Awash National Park in Ethiopia. BSC Thesis for Institute of Environmental Planning Faculty of Architecture and Landscape, Leibniz University of Hanover, Germany.
- Daan Vreugdenhil, Astrid M.Vreugdenhil, Tamirat Tilahun and others (2012). Gap analysis of the Protected Area System of Ethiopia. (Finalized but not published).
- Daan Vreugdenhil, Ian Payton, Astrid Vreugdenhil and others (2012). Carbon Baseline and Mechanisms for Payments for Carbon Environmental Services from Protected Areas in Ethiopia (finalized but not published).
- EWCA (undated). EU-support through the NIP 2008 to 2013: Non focal area “Environmental, Cultural and Biological Heritage (10 Mil EURO) and Focal Sector II, Rural Development and Food Security, Management of Natural Resources (4 Mil. Euro) Component: Improvement of the Management of the PA-system of Ethiopia
- EWCA & SDPAS (2009) The value of the Protected Area System: Message to policy makers. SDPASE, EWCA, GIZ, UNDP, GEF. Addis Ababa, Ethiopia.
- EWCA & SDPAS (2009) Wildlife in Awash National Park and Allideghi Wildlife Reserve; a documentary film produced. Zeleman Production, Addis Ababa, Ethiopia.
- EWCA & SDPASE (2010) Climate change adaption strategy. EWCA, SDPAS. Addis Ababa, Ethiopia.
- EWCA (2011) Enhancing women’s role in wildlife conservation & environmental sustainability through economic opportunity. GEF1 small grants programme in Ethiopia. EWCA Gender Affair Directorate, Addis Ababa, Ethiopia.
- EWCA/SDPASE 2009. Wildlife Development, Conservation and Utilization Policy and Strategy.
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- EWCA/SDPASE 2012. Impact assessment of the Scouts Training by the SDPASE project. Not published
- EWCA/SDPASE 2012. Regulation for the Establishment of Ethiopian Protected Areas Trust Fund. (Draft regulation)
- EWCA/SDPASE. Guidelines for protected Areas Boundary Re-demarcation. (Not published).
- EWCA/SDPASE. (undated) Handouts for the scouts training. (not published)
- Federal Negarit Gazeta 2007. Regulation to Provide the Development, Conservation and Utilization of Wildlife. Proclamation No. 541/2007.
- Federal Negarit Gazeta 2008. Proclamation to Provide for the Establishment of Ethiopian Wildlife Development and Conservation Authority. Proclamation No. 575/2008
- GIZ-IS. SDPASA of Ethiopia Project; Internal control reports PN: 58.3034.4-001.006/22/2008-2011
- Kinahan, A (2011). Bale Mountains National Park Business and Sustainable Finance Plan 2011-2016. FZS/BMNP Publication. (SDPASE Financial Support)
- Kinahan, A. 2011. A business Plan Development Tool for Protected Area Management in Ethiopia. FZS/BMNP. (SDPASE has supported)
- Lakew Berhanu and Ludwig Siegf (Dr.) 2011. Report on Participation in the 2011 Council Meeting of the LCA (Leadership for Conservation in Africa Foundation). ( not published)
- Milena Borsdorff and Ruth Tabea Klute 2010. Basics for a Management Plan for the Awash National Park in Ethiopia. Bachelor Degree Thesis for the Institute of Environmental Planning, Faculty of Architecture and Landscape; Leibniz University of Hanover. (the project has supported)
- Ministry of Agriculture and Rural Development (2008). Ethiopian Strategic Investment Framework for Sustainable Land Management. Not published.
- OBF Consulting (2009/10) Assessment of the value of the protected areas system of Ethiopia: Making the economic case Vol I, II &III. SDPASE, EWCA, GIZ, UNDP, GEF. Addis Ababa, Ethiopia.
- OBF Osterreichische Bundesforste AG (2009). The value of the Ethiopian Protected Area System: Message to Policy Makers.
- Reaugh-Flower, K. (2011). Abijata-Shalla Lakes National Park. Assessment of Factors Driving Environmental Change for Management Decision-Making. Report to the Ethiopian Wildlife Conservation Authority's Sustainable Development of the Protected Area System of Ethiopia Program. January 2011. 81pp.
- SDPASE & EWCA (2010) Strengthening the Protected Area Network within the AfroMontane Forest Biodiversity Hotspot of Ethiopia. GEF Project proposal.
- SDPASE & EWCA (2011) Information on proposed interventions by the EU Ethiopia in the wildlife sector. Addis Ababa, Ethiopia.
- SDPASE & EWCA (2012) Gap analysis for protected areas of Ethiopia

- SDPASE & EWCA (2012). Integrated Biodiversity Conservation in Yangudi Rassa/ Allideghi Wildlife Reserve in the Afar Regional State. GEF Project proposal
- SDPASE (2011). Curriculum for Protected Areas' Scouts Training. (Not published)
- SDPASE Project and EWCA (2010). Protected Area Indicators Suggested to be Included in GTP. (Some of them are included in the GTP).
- SDPASE Project No. 0058768: Auditors report & financial statement as at and for the year ended 31<sup>st</sup> December 2009. Muluberhan Meressa & Co., Chartered Certified Accounts UK, Authorized Auditors in Ethiopia. Addis Ababa Ethiopia
- SDPASE Project No. 0058768: Auditors report & financial statement as at and for the year ended 31<sup>st</sup> December 2010. Gabremelak Bereded & Co., Chartered Certified Accounts UK, Authorized Auditors in Ethiopia. Addis Ababa Ethiopia
- SDPASE Project No. 0058768: Auditors report & financial statement as at and for the year ended 31<sup>st</sup> December 2011. Melkamu Belete & Co., Chartered Certified Accounts UK, Authorized Auditors in Ethiopia. Addis Ababa Ethiopia
- Siege Ludwig (Phd) 2010. Assessment of Sport Hunting in Ethiopia. (Finalized Not published)
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- The Southern Nations, Nationalities and People Regional State (2009). Establishment of the Bonga Kafa Biosphere Reserve. Regulation No. 2009.

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- GEF Evaluation Office. Guidelines for GEF Agencies in Conducting Terminal Evaluations, 2008
- GEF Evaluation Office. The GEF Monitoring and Evaluation Policy, 2010
- Project Annual Reports
- Project Annual Workplans
- Project Implementation Report (PIR), 2011
- UNDP Evaluation Guidelines for GEF-Financed Projects: Version for External Evaluators, March 2011
- Margarita Arguelles, Nancy Bannet, Ciara Daniels and others 2011. Annual Performance Report of UNDP Supported GEF Financed Projects. March 2011.
- Ervin, J., N. Sekhran, A. Dinu. S. Gidda, M. Vergeichik and j. Mee. 2010. Protected Areas for the 21st Century: Lessons from UNDP/GEF's Portfolio. New York.
- 1981-2003 EC Tourism Income and Number of Tourists. Not published.
- Ministry of Culture and Tourism 2009. Federal Democratic Republic of Ethiopia Tourism Development Policy.

Ministry of Finance and Economic Development 2010. Federal Democratic Republic of Ethiopia: Growth and Transformation Plan 2011-2016. VI. 2 Policy Matrix  
Federal Democratic Ethiopia (2014/2015) Growth and Transformation Plan. Addis Ababa, Ethiopia

## **Maps prepared by SDPAS of Ethiopia**

1. Sororo-Torgem Controlled Hunting Area Boundary Description
2. Nech Sar National Park Boundary Description
3. Abesheba Controlled Hunting Area Boundary Description
4. Arbagugu Controlled Hunting Area Boundary Description
5. Awash National Park New Boundary Description
6. Chebera Chorchora National Park Boundary Description
7. Wergambula Controlled Hunting Area Boundary Description
8. Controlled Hunting Area Boundary Description
9. Chifra Controlled Hunting Area Boundary Description
10. Dhati National Park Boundary Description
11. Dindin Controlled Hunting Area Boundary Description
12. Protected Areas of Ethiopia new map
13. Gambella National Park new boundary Description
14. Hanto Controlled Hunting Area Boundary Description
15. Hurufa-Soma Controlled Hunting Area Boundary Description
16. Kafta-Shiraro National Park Boundary Description
17. Hanto Controlled Hunting Area Boundary Description
18. Murulle Controlled Hunting Area Boundary Description
19. Maze National Park Boundary Description
20. New Extension of the Borena-Sayinet National Park Boundary Description
21. Latest Protected Areas Map of Ethiopia
22. Alatish National Park Boundary Description
23. Tourist Information Map of Nech Sar National Park

# Annex 10 Evaluation Consultant Agreement Form

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**Evaluators:**

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

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**Evaluation Consultant Agreement Form**

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

Name of Consultant	Stuart Williams
Name of Consultancy Organization (if relevant)	-

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

Signed at:           Kampala, Uganda           On:                   08 June 2012

Signature

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Name of Consultant	Zealelem Tefera
Name of Consultancy Organization (if relevant)	

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

Signed at:

Addis Ababa,  
Ethiopia

On:

08 June 2012

Signature



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