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**Final Evaluation of the MRPA Project**

*“Network of Managed Resources Protected Areas”*

Final Evaluation Report

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Acronyms

|  |  |
| --- | --- |
| Acronym | Definition |
| AFD | French development agency |
| AMGAL | Ampasindava Peninsula and Galoka Chain |
| ANGAP | National Agency for the Management of Protected Areas |
| AWP | Annual Work Plan |
| Bio-FR | Bio - Fair, Responsible |
| BP | Business plans |
| CAPAM | Ambohimirahavavy Marivorahona Protected Areas Complex |
| CLDP | Commune Land Development Plan |
| CMK | Mahavavy Kinkony Complex |
| CNFEREF | National Center for Training, Studies and Research in Environment and Forestry |
| COAP | Code of Protected Areas |
| COGE | Management Committee |
| COPIL | Steering Committee |
| COS | Steering and follow-up committee |
| CPAP | Country Program Action Plan (between the Government of Madagascar and UNDP) |
| CSPR | Network of Professional Conservation Educators in Madagascar |
| CTD | Decentralized Territorial Communities |
| DAPM | Directorate of Marine Protected Areas |
| DAPT | Directorate of Land Protected Areas |
| DCBSAP | Directorate of Biodiversity Conservation and Protected Area System |
| DGATE | Directorate of Spatial Planning and Equipment |
| DGF | General Directorate of Forests |
| DGSF | General Directorate of Land Services |
| DMP | Development and Management Plan |
| DPPSE | Directorate of Planning, Programming and M & E |
| DRAEs | Regional directorates of agriculture and livestock |
| DREEF | Regional directorate for environment of ecology and forests |
| DRRHP | Regional directorates of fish resources and fisheries |
| DRRP | Deputy Resident Representative of UNDP |
| EIG | Economic interest group |
| EMSSP | Environmental Management and Social Safeguard Plans |
| EPCU | Environment Projects Coordination Unit |
| FAPBM | Foundation for Protected Areas and Biodiversity of Madagascar |
| FGEF | French Fund for the Global Environment |
| FOFIFA | Agricultural Research Center |
| FSC | Financial scorecard (for PA) |
| GCF | Contractual Forest Management |
| GEF | Global Environment Facility |
| GELOSE | Secure Local Management |
| GOTS | Tourist Operators Group of Sambirano |
| HFCP | Holistic Forest Conservation Program |
| IGAs | Income-Generating Activities |
| IUCN | International Union for the Conservation of Nature |
| LPAC | Local Project Assessment Committee |
| M & E | Monitoring and Evaluation |
| MAP | Madagascar Action Plan |
| MATOR | Madagascar Rural Tourism |
| MBG | Missouri Botanical Garden |
| MEEF | Ministry of the Environment, Ecology and Forests |
| METT | Management Effectiveness Tracking Tool |
| MNP | Madagascar National Parks |
| MRPA | Managed Resources Protected Areas |
| NFMP | National Forestry Master Plan |
| NPAs | New Protected Areas |
| NPD | National Project Director |
| NRMT | Natural Resource Management Transfers |
| OPCI | Public Organization of Inter-municipal Cooperation |
| PA | Protected Area |
| PEC | Policy and Evaluation Committee |
| PES | Payment for Ecosystem Services |
| PIR | Project Implementation Report |
| PMU | Project Management Unit |
| PNC | Project National Coordinator |
| P-NGOs | Promoter NGOs |
| PPP | Project preparation phase |
| PRDs | Regional development plans |
| Project Document | Project document |
| PRSP | Poverty Reduction Strategy Paper |
| RDBMS | Referenced Database Management System |
| RLUPS | Regional Land Use Planning Schemes |
| SAPM | Madagascar Protected Areas System |
| SDMPs | Simplified Development and Management Plans |
| SMART | Spatial Monitoring and Reporting Tool |
| STA | Senior Technical Advisor |
| STD | Deconcentrated Technical Services |
| SUA | Sustainable Use Area |
| TPF | The Peregrine Fund |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Program |

# Executive Summary

The MRPA Project is a joint initiative of the Ministry of the Environment, Ecology and Forests (MEEF) and United Nations Development Program (UNDP). Its purpose was to contribute to an effective and sustainable Protected Area (PA) system through the addition of MRPAs, which ensure the effective representation and conservation of Madagascar's exceptional biodiversity at global scale, while simultaneously promoting sustained pro-poor economic growth.

The objective of the project was to expand the Madagascar PA system through the development of a subnetwork of managed resources PAs in underrepresented ecological landscapes, as part of a joint management scheme involving the local government and communities that is integrated to regional development frameworks.

The evaluation methodology used involved four key steps: (i) the drawing up of the evaluation framework (development of an inception memorandum setting forth the structure of the evaluation, the mission schedule, and interview protocols); (ii) a literature review; (iii) field missions; and (iv) data analysis and evaluation report drafting.

The different findings of the evaluation team relating to the seven evaluation questions assessing relevance, effectiveness and impact, efficiency, and, lastly, sustainability, are provided hereafter.

**Relevance**

The MRPA Project proved relevant to the strategic priorities of GEF and UNDP and it is well aligned with the strategic, legal, and policy framework of the Government of Madagascar relating to biodiversity conservation, natural resource management, and economic development, as well as with regional and local priorities.

The Project Document is deemed of good quality. The background and stakeholder analysis provided is relevant and comprehensive. The project strategic framework is consistent and the theory of change and relations between expected outputs and outcomes to achieve the general objective are logical and relevant. The design process was consultative and inclusive. The design of the monitoring and evaluation system and institutional arrangements of the project were also adequate.

On the other hand, given the national benchmark, the lessons learned from similar initiatives, and the budget available, the intervention area and project objectives appeared relatively ambitious.

**Implementation and efficiency**

The project was implemented in compliance with international norms and standards.

The levels of activity implementation and project expenditures are, overall, in line with the initial budget and financial planning made in AWPs. The only significant gap between achievements and planning relates to outcome 3 whose actual expenditures rank below the planned ones.

The level of disbursement per outcome and level of achievement of outputs and results match well. The level of achievement on result 3 is slightly lower because financial commitment on that result was also lower. Basing itself on the analysis of the level of achievement of outputs and results achievement, the team deems project efficiency to be satisfactory (S).

After analyzing the co-funding amounts mobilized, it appears that the co-funding mobilization level is slightly higher than what was planned in Project Document, which is satisfactory. The budget actually mobilized by UNDP from TRAC funding lines is lower than the amount planned in the Project Document but is substantial for a project of this type. The co-fundings mobilized by FAPBM are in excess of the amounts planned.

Project management mechanisms and decision-making processes were relatively clearly defined and overall satisfactory, although field implementation was affected by some fund disbursement delays with DREEF and P-NGOs. These delays were nevertheless slightly mitigated after the mid-term evaluation.

The roles and responsibilities of the different stakeholders were clearly defined and project management arrangements were, overall, actually implemented. Recruitments within PMU were relevant and reasoned, even though the recruitment of STA - which never happened - would have contributed to reinforcing reflection and strategic orientations on the governance and management of category V and VI PAs. That being said, complementary recruitments within PMU were made and funded with the amounts initially assigned to the STA position. Procedures for making funds available are deemed cumbersome and burdensome.

The monitoring and evaluation system of the project had numerous relevant monitoring and reporting tools. However, some monitoring indicators, as well as their baseline and target situations were not updated, making them hard to measure. The project would also have benefitted from a clearer quarterly reporting, structured per output.

Overall, project management appears to have been adaptive and the risk management mechanism was updated regularly.

The different project stakeholders were, overall, satisfied with the project activity implementation process. Gender issues were addressed in the different activities, and efforts were made to disseminate information on the project, especially with the local communities.

The coordination and collaboration with different project stakeholders, on one hand, and external partners, on the other, proved positive.

**Effectiveness**

The level of achievement of most outputs is deemed satisfactory. These outputs have contributed to the satisfactory achievement of the first two outcomes and moderately satisfactory achievement of outcome 3.

Ten PAs of categories V and VI secured their final creation status and their management means and tools were reinforced at the grassroot level, i.e. at the co-manager, as well as local partner level. That being said, in most PAs, the current means and staff rolled out on field are insufficient to address all management-related aspects. Monitoring systems have been set up but need reinforcement. The development of a subnetwork for category V and VI PAs was initiated but its formalization was prevented by disagreements regarding its bylaws.

Joint governance and management structures, roles, and responsibilities were clearly established and defined in the texts governing the ten PAs. Joint governance is in force and operational. Regarding joint management, complementary work needs to be completed to achieve full implementation of relating arrangements, and sensitize and fully empower the different actors. On another note, land security issues within PAs remain complex and unresolved. The effects of IGAs and subsectors supported by the target groups make no doubts, although they benefit only to a minority of the population residing in these PAs. Furthermore, the overall project outcome regarding forest ecosystem preservation and biodiversity conservation is hard to quantify, failing reliable analysis by partners. To date, the mechanism for reporting information on NPA biodiversity monitoring and compiling it at DSAP level does not allow for taking stock of conservation status trends.

Initiatives to reinforce the financial sustainability of PAs have been undertaken since the mid-term evaluation and public-private partnerships have been initiated. However, to date, the contribution of these partnerships to the funding of the PAs' management and operation remains limited. Short-term support is needed to consolidate these initiatives and partnerships.

In the light of the level achievement of the three outcomes, the progress made towards the achievement of the initial objective is deemed satisfactory.

**Impacts**

The project is on its way to contribute to several impacts but complementary support appears necessary to consolidate the conditions and factors that can give rise to these impacts.

**Sustainability**

The evaluation team rates the environmental, socioeconomic and financial sustainability of the results achieved by the project as moderately likely (ML) and their institutional sustainability as likely (L). Future ecological integrity is, to date, likely for most PAs. The environmental sustainability of the Menabe Antimena PA is deemed moderately unlikely (MU). The overall sustainability of the results achieved is rated moderately likely (ML).

The conditions and foundations for promoting replication and extension of the good practices and lessons learned are set and laid. Still, there is need for short-term financial support.

Synthesis of rating criteria

|  |  |
| --- | --- |
| CRITERIA | RATING |
| **Monitoring and evaluation** |  |
| Monitoring and evaluation framework at inception | Satisfactory (S) |
| Monitoring and evaluation implementation | Moderately Satisfactory (MS) |
| Overall quality of monitoring and evaluation | Moderately Satisfactory (MS) |
| Implementation |  |
| Quality of implementation by UNDP | Moderately Satisfactory (MS) |
| **Overall project implementation performance** | **Satisfactory** |
| **Results evaluation** |  |
| Relevance | Relevant (R) |
| Efficiency | Satisfactory (S) |
| **Effectiveness**: |  |
| Level of achievement of result 1 | Satisfactory (S) |
| Level of achievement of result 2 | Satisfactory (S) |
| Level of achievement of result 3 | Moderately Satisfactory (MS) |
| Level of achievement of immediate objective | Satisfactory (S) |
| **Impacts** |  |
| Impact rating: Important (I) |  |
| **Sustainability and replication** |  |
| Financial factors: | Moderately Likely (ML) |
| Socioeconomic factors: | Moderately Likely (ML) |
| Institutional factors and governance: | Likely (L) |
| Environmental factors: | Moderately Likely (ML) |
| **Overall likeliness of the sustainability of the results achieved:** | **Moderately Likely (ML)** |

In the light of the above findings, and to ensure the sustainability of the achievements of the MRPA Project and inform future initiatives, the evaluation team expresses the following recommendations:

|  |  |  |  |
| --- | --- | --- | --- |
|  | Actors | Recommendations | Priority |
| *Recommendations to ensure the sustainability of the achievements of the MRPA Project* | | | |
| **R1** | DSAP  DREEF  PA managers  Joint management platforms | Reinforce the enforcement of joint management rules as part of the future updating of NPA DMPs, by i) actually empowering actors of such joint management at all levels and especially at the level of OPCIs and joint management platforms of the MMZ type; and ii) reinforcing their means of action (OPCI, VOI, etc.). This could be done through gradual transfer from P-NGO field workers to local entities such as communes or OPCIs; and iii) formalization of management delegation contracts. | 1 |
| **R2** | DSAP  PA managers  UNDP | Continue the work relating to the setting up of a network specific to category V and VI PAs to facilitate experience sharing on joint management, cohabitation, social and economic development, etc. This action could be led by DCBSAP with support from one of the managers. | 1 |
| **R3** | DSAP  PA managers | Renew trainings like the one provided in 2016 by NPCE on how to actually implement joint management rules and principles. | 2 |
| **R4** | PA managers  DREEF | Foster the relation initiated between P-NGOs and DREEFs regarding the management of NPAs, especially by striking collaboration agreements between the two parties. The terms and conditions of these agreements shall be defined by the two parties. | 2 |
| **R5** | UNDP  MEEF | Effect the final transfer of the equipment made available to partners as part of the project at its end, including P-NGOs and Deconcentrated and Decentralized Technical Services. | 1 |
| **R6** | UNDP  Managers | Continue the subsector development and private operator contracting process by involving managers on an ongoing basis, and mobilizing and making complementary funds available for the 2018 contracting and offset activities. | 1 |
| **R7** | MEEF  DSAP | Renew as soon as possible the joint management delegation contracts to P-NGOs. | 1 |
| **R8** | Managers  DREEF | Continue the reflection and confrontation workshops similar to those conducted in COMATSA to reinforce actual PA governance and mobilize forest administration and courts. | 2 |
| **R9** | Managers  UNDP | Conduct advocacy with the different civil society actors, as well as donors, to reinforce the involvement and will of regional authorities regarding the shared governance of PAs and enforce legal provisions, as well as reflections on the land status specific to NPAs. | 2 |
| **R10** | MEEF  DSAP  Managers | Continue the reflections and discussions on the terms and definition of the land status specific to NPAs which, to date, are still the private property of the State and project/consider the possibility of a shift into private property on the long term. | 2 |
| *Specific recommendation to ensure the sustainability of the ecological integrity of the Menabe Antimena site* | | | |
| **R11** | Manager of Menabe Antimena  Regional authorities | Continue securing the area, sensitizing migrants on the illegal nature of their practice (although this has already been initiated by Fanamby, to be reinforced), and empowering regional authorities regarding their competence to make arrests and enforce penalties.  Since KMMFAs are being bullied and threatened, patrols should be conducted by a common force comprised of KMMFAs and military men so as to secure the area and curb insecurity.  The declassification of part of the PA to focus means of action on the areas under conservation, as suggested by some interlocutors, is not deemed relevant by the evaluation team: this is setting a precedent and sending a negative message to other SAPM actors. | 1 |
| **R12** | Manager of Menabe Antimena  Regional authorities | Organize a national workshop/debate on migration with support from the International Organization for Migration. | 1 |
| **R13** | Manager of Menabe Antimena  Regional authorities | Set specifications for maize and groundnut collectors to allow for tracking these products and restrict their sale with informed consumers. | 1 |
| **R14** | Manager of Menabe Antimena  Regional authorities | Develop a complementary agricultural development plan for the two PAs, namely Allée des Baobabs and Menabe Antimena, to contain current clearing and shifting cultivation practices. | 1 |
| *Recommendations to inform all future initiatives* | | | |
| **R15** | UNDP  DSAP | As part of a future intervention, opt for a less ambitious geographic and landscape-based approach involving stronger support to social and economic development activities and investments. | 1 |
| **R16** | UNDP  DSAP | Define a system for disseminating achievements, good practices, factors of success, difficulties encountered, lessons learned and recommendations and taking them into consideration in future initiatives, compiled according to the topics defined in the study of the MRPA achievement capitalization. | 1 |
| **R17** | DSAP | Disseminate the use of the SMART tool in all NPAs and integrate activities in support of the enforcement of legal and regulatory provisions to all future initiatives. | 1 |
| **R18** | UNDP | Ensure better consideration of gender aspects and minorities as from the project design phase. In the case of MRPA, the situation is kept under control through adequate consideration in the implementation of gender aspects but this aspect needs to be reinforced during the design phases. | 1 |
| **R19** | UNDP | Ensure the setting up of robust monitoring and evaluation systems, especially by establishing the baseline situation and revising the monitoring and evaluation mechanism over the first year of project implementation, then reporting and compiling periodic information for the selected and approved indicators. | 1 |
| **R20** | UNDP | As part of a future intervention, support DREEFs in providing VOIs with stronger support as part of NRMTs, so as to reinforce and consolidate VOIs' skills and capacities in the NRM role transferred to them. | 2 |

# Introduction

## Objective of the final evaluation

As per the policies and procedures of the Global Environment Facility (GEF) and United Nations Development Program (UNDP), a final evaluation of the *"Network of Managed Resources Protected Areas"* project, known and herein referred to as MRPA, needs to be conducted at the end of its implementation. This evaluation was conducted between the months of September and December 2017.

Its objectives are to:

* Assess the achievements and strategies implemented by the project both on field, at the level of the 10 protected areas supported by MRPA, and nationwide;
* Objectively assess the relevance, effectiveness, efficiency, impacts (or early signs of impact), and sustainability of project results;
* Analyze the assets and constraints that punctuated project implementation and discuss strengths and areas for improvement;
* Highlight good practices that should be built on to reinforce achievements, as well as the lessons that should be learned from the project;
* Express recommendations and suggest clear, relevant, and realistic orientations to promote the overall improvement of UNDP programs; and
* Assess project objective achievement and learn lessons that may improve the sustainability of the benefits brought by the project and promote the overall improvement of UNDP programs.

## Methodology used

The key steps of this evaluation were as follows:

**Step 1: Inception memorandum**. After a launching meeting with the MRPA project team and a preliminary documentary review, the evaluation team submitted a framework paper discussing an initial analysis of the project background; the reference frame of the evaluation through an evaluation matrix setting forth the different evaluation questions and associated indicators; the methodology to be followed to carry out the evaluation; a detailed schedule, and; different data collection tools. The evaluation matrix is set forth in Annex 2: Evaluation Matrix.

**Step 2: Document review**. After the approval of the inception memorandum, the team familiarized itself with and analyzed all the documentation relating to the project, to extract all relevant information from existing documents and inform the indicators of the evaluation matrix as best as possible.

**Step 3: Field missions and interviews**. The team then met and discussed with the different project stakeholders through one-on-one interviews, group interviews and/or meetings, and focus groups with local communities. The team visited Antananarivo and some project sites. The sites visited during the evaluation are listed in the table hereafter, as proposed and validated in the framework document.

Photo 1 – Focus group

Table 1 - Sites visited during the evaluation mission

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| Region | MRPA | PA | P-NGO | Field visit |
| Menabe | Menabe Antimena | Menabe Antimena | Fanamby |  |
| Sava | Loky Manambato | Loky Manambato | Fanamby |  |
| Boeny | Mahavavy Kinkony Complex (CMK) | CMK | Asity |  |
| Diana, Sava, and Sofia | Ambohimirahavavy Marivorahona Protected Areas Complex (CAPAM) | INR of Tsaratanàna | MNP |  |
| COMATSA Nord | WWF | (meeting with WWF only in Sambava[[1]](#footnote-1)) |
| COMATSA Sud |
| Bemanevika | Peregrine Fund |  |
| Mahimborondro | Peregrine Fund |  |
| Diana | Ampasindava Galoko Kalobinono (AMGAL) | Galoko Kalobinono | MBG |  |
| Ampasindava |  |

The list of the different people that the team met with during the evaluation is provided in Annex 3: List of people interviewed.

**Step 4: Analysis and report writing**. Drawing on the data collected during the interviews and focus groups, observations, and literature review, the assessors made a cross-analysis and triangulation of quantitative and qualitative data. The data triangulation (validation) involved cross-checking them using the different collection tools used, to firmly establish findings and lessons learned. Background information was added to the team's findings and quantitative data to facilitate their interpretation, their analysis, and the expression of adequate conclusions. Drawing on this analysis, the team developed this preliminary version of the evaluation report which sets forth the findings, judgments, conclusions, and recommendations for the evaluation questions identified and structured during the framing phase of the evaluation.

## Reference framework of the evaluation

The evaluation is structured around seven evaluation questions defined and validated during the framing phase, which cover the five public policy evaluation criteria, namely: relevance, effectiveness, efficiency, impacts, and sustainability. To be consistent with the Terms of Reference (ToRs), cf. Annex *1: Terms of reference of the evaluation*, and the *UNDP-supported GEF Guidelines for conducting final project evaluations*, the evaluation questions were grouped in three separate sections, as follows:

**Project design**

* Evaluation question 1: To what extent is the project in line with and relevant to the strategic priorities and objectives of GEF and UNDP, and national and local priorities in Madagascar? (*relevance criterion*)
* Evaluation question 2: To what extent was the project design process consultative and how would you rate the quality of the Project Document? (*relevance criterion*)

**Execution and implementation**

* Evaluation question 3: Was project implementation efficient, compliant with national and international norms and standards? (*efficiency criterion*)
* Evaluation question 4: To what extent have the different project stakeholders been taken into consideration in the implementation of the different activities and how did the project collaborate with institutional partners external to the project and other interventions in the biodiversity conservation sector? (*effectiveness criterion*)

**Results**

* Evaluation question 5: To what extent has the project achieved the expected outputs and results and how much progress has been made towards the achievement of its objective? (*effectiveness criteria*)
* Evaluation question 6: What are the potential impacts that the project is in the process of contributing to in terms of managed resources PA subnetwork development in underrepresented ecological landscapes, setting up of a joint management framework involving the local government and community, and integration of regional development frameworks? (*impact criterion*)
* Evaluation question 7: What is the likeliness of sustainability, replication, and extension of the results and good practices after the implementation of the project? (*sustainability criterion*)

This structure is set forth in the joint evaluation matrix in Annex 2: Evaluation matrix. This matrix, which is the main information structuring and collection tool for this evaluation, summarizes the evaluation questions, sub-questions, and indicators that inform each evaluation question. The collection methods and information sources mobilized to inform the indicators are also identified and set forth in this matrix.

## Structure of the evaluation report

After briefly introducing the objectives of the evaluation and methodology used, this evaluation report first discusses the background of the evaluation, as well as provides a short description of the MRPA project. Next, it discusses the different abovementioned evaluation questions, matching evaluation sub-questions, and the findings of the evaluation team. A summary conclusion is systematically provided for each evaluation question. Following the discussion of these findings, the report provides the synthesis of the ratings obtained on the different criteria, based on UNDP's rating system, then the lessons learned, and the various conclusions, before moving on to the recommendations expressed on the basis of these conclusions.

# The project and its background

In 2001, an initial national protected area (PA) system plan for Madagascar was developed by the National Agency for the Management of Protected Areas (ANGAP), presently known as Madagascar National Parks (MNP). This plan highlighted the fact that the 47 then existing parks and reserves, extending over 1.7 million hectares, i.e. 2.9% of the national territory, did not adequately represent the country's biodiversity. At the same time, negative comments on the capacity of existing PAs (from the IUCN categories I, II, and IV, cf. the definition of the different IUCN PA categories in Box 1) at effectively conserving biodiversity began to be heard. Such criticism referred to the fact that this type of PA allows only for limited integration of the traditional use of natural resources which local populations are dependent on, stirring resentment. This gave rise to the will to create PAs that are better suited to the needs of the local populations by simultaneously addressing conservation, economic development, and local governance. The different comments brought the Government of Madagascar and conservation NGOs to propose new, innovative approaches, aimed at improving biodiviersty representation in the national PA system while promoting economic growth and the integration of local populations. This will to create new PAs was additionally in line with the Republic of Madagascar's will to triple the surface area of its national protected area system from 1.7 million hectares to 6 million hectares, bringing the surface area under protection to 10% of the national territory[[2]](#footnote-2). Following this commitment, in 2005, two IUCN [[3]](#footnote-3)commissions conducted a mission to provide technical support to the "Durban Vision" group of Madagascar, in addressing the challenges relating to management objectives and types of governance of the New PAs (NPAs) to be set up in the country. The mission noted that the expansion of the country's PAs could find better expression in a genuine "national protected area system" drawing on the definition of PAs proposed by IUCN, its set of categories (management objectives), and the range of types of governance discussed during the Durban Congress[[4]](#footnote-4).

Photo 2 - Propithecus tattersalli lemur in Loky Manambato

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The Madagascar Protected Areas System (SAPM) was formalized on these bases to ultimately cover two subsets of PAs, namely: (i) PAs classifying under category I, II, and IV on the national register, including those managed by MNP, and (ii) PAs promoted as belonging to category V or VI by other promoters. Managed Resources PAs, or MRPAs, belong to this second network. This new type of PA raised various issues in terms of policy and legal framework, governance, and financial sustainability.

On one hand, the role of category V and VI PAs in biodiversity conservation in Madagascar, although contributing to sustainable development, was unclear and the relating policy and legal framework were incomplete. On the other hand, the experiences, and institutional capacity and motivation for the development of this type of PA were relatively weak, and governance and coordination mechanism poorly defined. The very definition of this category of PAs was relatively hazy to all actors working in conservation in Madagascar. Lastly, category V and VI PAs did not have the capacity to attract sufficient interest from donors for the initial investments or develop economic opportunities to generate revenue for improved local development.

It was in this context that the Ministry of the Environment, Ecology and Forests (MEEF) and UNDP developed the MRPA Project in Madagascar. MRPA is a 5-year project funded by GEF up to USD 5,999,610 and UNDP up to USD 2,500,000, for an initial budget totaling USD 8,499,610. The purpose **of the MRPA project was to contribute to an effective and sustainable PA system through the addition of MRPAs, which ensure the representation and effective conservation of Madagascar's exceptional biodiversity globally, while simultaneously promoting sustained pro-poor economic growth**.

The objective of the project was to expand the Madagascar PA system through the development of a subnetwork of managed resources PAs in underrepresented ecological landscapes, as part of a joint management scheme involving the local government and communities and integrated to regional development frameworks.

**Box 1 - The different PA categories set by IUCN**

Category Ia: Strict Nature Reserve: this category refers to PAs that are strictly set aside to protect biodiversity and also possibly geological/geomorphological features, where human visitation, use and impacts are strictly controlled and limited to ensure protection of the conservation values. Such PAs can serve as indispensable reference areas for scientific research and monitoring.

Category Ib: Wilderness Area: these are usually large unmodified or slightly modified areas, retaining their natural character and influence, without permanent or significant human habitation, which are protected and managed so as to preserve their natural condition.

Category II: National Park: PAs in this category are large natural or near natural areas set aside to protect large-scale ecological processes, along with the complement of species and ecosystems characteristic of the area, which also provide a foundation for environmentally and culturally compatible spiritual, scientific, educational, recreational and visitor opportunities that are respectful of the environment and the culture of local communities (frequently displaced on the outskirts).

Category III: Natural Monument or Feature: PAs in this category are set aside to protect a specific natural monument, which can be a landform, sea mount, submarine cavern, geological feature such as a cave or even a living feature such as an ancient grove.

Category IV: Habitat/Species Management Areas: these PAs aim to protect plant or animal species of international, national or local importance, or particular, rare, or threatened habitats and management reflects this priority. Many category IV protected areas will need regular, active interventions to address the requirements of particular species or to maintain habitats, but this is not a requirement of the category.

Category V: Protected Landscape/Seascape: these are PAs where the interaction of people and nature over time has produced an area of distinct character with significant ecological, biological, cultural and scenic value, and where safeguarding the integrity of this interaction is vital to protecting and sustaining the area and its associated nature conservation and other values.

Category VI: Protected area with sustainable use of natural resources: areas in this category conserve ecosystems and habitats, together with associated cultural values and traditional natural resource management systems. They are generally large, with most of the area in a natural condition (unlike cat V PAs), where a proportion is under sustainable natural resource management and where low-level non-industrial use of natural resources, compatible with nature conservation is seen as one of the main aims of the area.

This project was implemented in five PA complexes, namely:



Figure 1 - Project intervention areas

* Menabe Antimena in the region of Menabe;
* Loky Manambato in the region of Sava;
* Mahavavy Kinkony Complex (CMK) in the region of Boeny;
* The Ampasindava peninsula and Galoka chain (AMGAL) in the region of Diana (i.e. 2 distinct PAs); and
* The Ambohimirahavavy Marivorahona Protected Areas Complex (CAPAM) in the regions of Diana, Sava, and Sofia, which extends over five different PAs: INR of Tsaratanàna, COMATSA Nord, COMATSA Sud, Bemanevika, and Mahimborondro.

As such, a total of ten PAs received support as part of the MRPA project.

To achieve the project specific objective, three key outcomes were expected, as well as a number of outputs which are set forth in the table hereafter.

Table 2 - Expected and operational results of the MRPA project[[5]](#footnote-5)

|  |  |
| --- | --- |
| OUTCOMES | OUTPUTS |
| **Outcome 1:**  **New PAs under categories V and VI are created to lay the foundations of an operational and effective subnetwork of Managed Resources Protected Areas, drawing on common management vision and principles.** | 1.1 A clearly defined vision and principles for an MRPA subnetwork are formalized on the PA register (MRPA management objectives and terms). |
| 1.2 Baseline inventories facilitate zoning and help define sustainable economic growth options through the valorization of natural resources (biodiversity values, social values, economic options and cultural baseline data obtained on the sites to be included in development and action plans). |
| 1.3 PAs are published (management plan approved, participatory delineation of hard core and buffer zone borders; registration of the sites as PAs). |
| 1.4 An updated plan of the national PA system ensures that the zoning and MRPA objectives are consistently integrated to the formalized development and mapping at regional and local level. |
| 1.5 Basic PA management infrastructures and tools are set up (administrative stations, communication networks, field equipment). |
| 1.6 Monitoring systems are established to conduct the analytical monitoring of pressure, condition, and economic growth indicators. |
| **Outcome 2:**  **The institutional capacity of stakeholder groups provides an enabling environment for the decentralized management of MRPAs, ensuring biodiversity conservation and sustainable natural resource-based economic growth.** | 2.1 The governance structures, roles, and responsibilities for the joint management of the site are agreed to by all partners, formalized, and established. |
| 2.2 Rights and responsibilities relating to community land issues and natural resource management are formally recognized and complied with. |
| 2.3 Capacity building tools are developed for key stakeholders and operational. |
| 2.4 Technical units are equipped and mobilized to respond to local initiatives that contribute to MRPA objectives. |
| 2.5 A subnetwork forum convening local MRPA stakeholders (public, civil society, private sector) is motivated and operational. |
| 2.6. A communication system that is effective, especially when it comes to targeting communities and their respective interest groups, facilitates civic participation, informed decision-making, and MRPA implementation. |
| **Outcome 3:**  **The financial sustainability of MRPAs is reinforced through innovative public-private partnerships and public funding mobilization.** | 3.1 Action plans are developed for individual MRPAs and subnetwork operations (cost quantification for management purposes; non-public revenue options, economic opportunities on each site) are defined. |
| 3.2 Contractual contribution systems for the sustainable funding of MRPAs are set up through incentives to improve revenue streams, which are also drivers of economic growth and pressure mitigation. |
| 3.3 Rules and procedures for sustainable tourism and reforestation concessions are managed, biodiversity offsets and CSRs are developed and implemented in collaboration with competent public and private institutions. |
| 3.4 Investments are provided through microcredits and the project catalyzes local business initiatives. |
| 3.5 Labeling is facilitated and access to the organic and/or fair trade market is negotiated for local productions, services, and business initiatives compatible with conservation. |
| 3.6 The revenue from voluntary carbon agreements (including REDD+) contributes to the initial funding of community reforestation businesses and MRPA management. |
| 3.7 The revenue from REDD and agreements are invested in targeted fashion in the accounts of FAPBM. |
| 3.8 Options for increased assignment of public funds to the funding of MRPAs are identified and negotiated. |

The project implementation unit is UNDP and the coordination unit is MEEF. The project was implemented by the Environment Projects Coordination Unit (EPCU), a Malagasy association whose mission is to promote the management and conservation of the environment and natural resources in general. The Project Management Unit (PMU) was set up within EPCU.

The implementation of field activities in the five targeted sites is ensured by delegatee NGOs who are the main promoters of the sites, namely: Fanamby for Menabe-Antimena and Loki Manambato, Asity for CMK, Missouri Botanical Garden (MBG) for AMGAL, and WWF for CAPAM, with support from MNP and The Peregrine Fund (TPF).

# Findings

## Project design

**Evaluation question 1: To what extent is the project in line with and relevant to the strategic priorities and objectives of GEF and UNDP, and the national and local priorities in Madagascar? (*relevance criterion*)**

The project is in line with the strategic priorities and objectives of GEF.

The project is consistent with the strategy of the Biodiversity intervention area of GEF-5 and GEF-6, especially objective 1 "improve the sustainability of protected area systems". As mentioned in the Project Document, this project aims to develop the funding options of managed resources PAs through economic activities that promote the sustainable management of biodiversity. In that respect, the project also subscribes to objective 2 of the GEF-5 Biodiversity focal area strategy (matching objective 4 under GEF-6): "mainstream biodiversity conservation and sustainable use into production landscapes/ seascapes and other sectors".

The project contributes to UNDP priorities.

Through the social and economic development activities implemented within category V and VI PAs, concurrently with conservation activities, the project contributed to the different United Nations Development Assistance Frameworks (UNDAFs), including especially:

* UNDAF 2008-2011, outcome #4: "the living conditions and productivity of the rural populations of targeted areas are improved";
* UNDAF 2012-2013, outcome #4.1: "populations, especially the vulnerable segments, have improved access to funding for their activities"; and
* UNDAF 2015-2019, outcome #1: "vulnerable populations in intervention areas gain access to income and job opportunities and improve their capacity".

The project design also was consistent with the 2008-2011 Country Program Action Plan between the Government of Madagascar and UNDP (CPAP) then in force and especially the following outcome: "The environment is protected in and around the targeted conservation areas", and the following outputs: "(i) Communes and communities are further empowered regarding the management of natural resources in general and biodiversity, more particularly; (ii) Communities are able to develop Income Generating Activities (IGAs) that are respectful of biodiversity".

MRPA project objectives are also in line with the UNDP strategic plan for 2014-2017, especially result 1 "growth and development are inclusive and sustainable, generating the production capacities required to create jobs and livelihoods for the poor and excluded". The project also contributes to UNDP's activities for "Effective preservation and protection of the natural capital".

The project is consistent with the government's biodiversity conservation and economic development priorities.

The project was designed with due consideration of the biodiversity and economic development priorities of the Madagascar government. The project especially contributes to the national commitments made in the following policy and reference documents at the time the MRPA project was being formulated:

* In its preamble, the **Madagascar Constitution** promotes the principle of subsidiarity for the management of natural resources, a principle that the project contributes to.
* The general sustainable development policy of the country "***Madagascar Naturellement***" (Madagascar Naturally) promotes the reinforcement of biodiversity protection for the conservation of a global and national natural heritage. *Madagascar Naturellement* also calls for the sustainable use of resources for sustainable economic development. The strategy was rendered into the 2017-2012 Madagascar Action Plan (**MAP**) where PAs are considered as drivers of development.
* The **Durban Vision** expresses the commitment made by the Government at the World Parks Congress in 2003, which aims to triple the surface area of PAs, i.e. an objective of 6 million ha of coverage or approximatively 10% of the national territory. The aspirations of the Durban vision were materialized with the creation of SAPM and were then incorporated to MAP. MRPAs are especially relevant as part of the Durban Vision which stipulates that PAs must contribute to sustainable economic growth, especially in areas with least development opportunities and relating infrastructures. The Durban Vision was reaffirmed during the Sydney World Parks Congress in 2014.
* The Poverty Reduction Strategy Paper (**PRSP**) stipulates that any development project needs to have a clear environmental dimension.
* The **National Environmental Charter** sets forth the country's environmental policy and provides the legal framework for specific sectoral acts such as the Code of Protected Areas (COAP) whose enforcement terms and conditions have recently been promulgated by ministerial decree (May 2017).
* **COAP**, entered into force in 2001, is a legal text that states the principles of existence of the PA network and lays down provisions on the types of governance and the procedure for creating new PAs. In 2005, a decree was promulgated to extend the PAs recognized by the national system to category V and VI PAs (which MRPAs belong to) but failed to explain how these PAs should be considered at national level. A new code was developed in 2008 but was not yet approved at the time of project design. This new version of COAP aimed to fill the legal vacuum relating to category V and VI PAs and especially clarify the role that local communities and MRPA management entities were to play in the management of PAs. The revised COAP was promulgated during project implementation by Act 2015-005 whose implementing decree was issued in May 2017.
* The project supports the **national decentralization policy** by targeting the building of regional and communal stakeholders' capacities regarding land development and its implementation, as well as local institutional capacities for natural resource management.
* The project also is consistent with the National Forestry Master Plan (**NFMP**) which especially aims to halt the forest degradation process, improve forest resource management, and ensure land security; and
* The **GELOSE act** on Secure Local Management which lays down the legal framework for natural resource management transfers and legally recognizes *dinas* - social norms or code of conduct which govern relations within or between communities - as governance tools; then Decree 2001-22 relating to contractual management of State forests (GCF).
* The **National Land Development Policy** aims to set up and implement multisectoral development and land development plans at the regional level. By setting up Development and Management Plans (DMPs) for MRPAs, the project subscribes and directly contributes to the development process of larger scale regional development plans and Commune Land Development Plans (CLDPs) that are being developed.
* The 2015-2019 **National Development Plan** whose strategic focus 5 is aimed at "the Valorization of the natural capital and reinforcement of the resilience to disaster risks"; including "preservation of the biodiversity and environment of fishing areas, as well as marine reserves, and establishment of good forest governance".

The project objectives and approach therefore were consistent with regional and local priorities. The development of the DMPs of the different PAs through the project was based on the regional considerations and priorities enshrined in the Regional Development Plans (RDPs). The DMP development process was also developed in consultative fashion to achieve consensus among the different stakeholders, including regional authorities.

|  |
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| **Conclusion on Evaluation question 1:**  The MRPA Project proved relevant to the strategic priorities of GEF and UNDP and it is consistent with the strategic, legal, and policy framework of the Government of Madagascar relating to biodiversity conservation, natural resource management, and economic development, as well as with regional and local priorities. |

**Evaluation question 2: To what extent was the project design process consultative and how would you rate the quality of the Project Document? (*relevance criterion*)**

A comprehensive and quality Project Document which includes a relevant background analysis and clearly sets forth the theory of change and logical framework of the project.

The Project Document clearly spells out the purpose of the project, i.e. "to contribute to an effective and sustainable Protected Area (PA) system through the addition of MRPAs that ensure the representation and effective conservation of Madagascar's exceptional biodiversity at global scale, while simultaneously promoting sustained pro-poor economic growth." Under this purpose, the objective of the project is to "expand the Madagascar PA system through the development of a subnetwork of managed resources PAs in underrepresented ecological landscapes, as part of the joint management scheme involving the local government and communities and integrated to regional development frameworks". To achieve this objective, three results were expected from the project, namely:

* Expected result 1: New PAs under categories V and VI are created to lay the foundations of an operational and effective subnetwork of Managed Resources Protected Areas, drawing on common management vision and principles;
* Expected result 2: The institutional capacity of stakeholder groups provides an enabling environment for decentralized management of MRPAs, ensuring biodiversity conservation and sustainable natural resource-based economic growth; and
* Expected result 3: The financial sustainability of MRPAs is reinforced through innovative public-private partnerships and public funding mobilization.

Each expected result (or outcome) of the project is broken down according to logic in a range of outputs (as set forth in Table 2) that need to be generated to achieve the expected result.

This structure allows for clearly explaining the theory of change and project strategy in the Project Document. On the other hand, a better degree of detail of the activities under each output would have allowed for more clearly pinpointing the implications of each output but was not provided at the Project Document stage.

The logical framework is set forth in the Project Document. It is deemed comprehensive as it includes - for the objective and three expected results (or outcomes) of the project: the indicators, baseline situation, end-of-project target, sources of information, as well as assumptions. Although some indicators could have been better worded to make them "SMARTer"[[6]](#footnote-6) and some targets were not defined at the design stage, the quality of the logical framework is deemed satisfactory.

The project design process relied on a relevant and in-depth background analysis.

Overall, the Project Document provides a relevant and comprehensive analysis of the background of the project. The first sixty pages of the document are dedicated to a comprehensive situation analysis which sets forth: the conservation context in Madagascar (biodiversity composition, SAPM, PA funding, legal and policy contexts) and current major threats (change in land use, overuse of natural resources, invasive exotic species, pollution, climate change).

The Project Document also provides a comprehensive analysis of the different existing barriers to the setting up of MRPAs, highlighting the three following ones: (i) MRPAs' role in biodiversity conservation in Madagascar, while concurrently contributing to sustainable development, remains unclear and the policy and legal framework are still incomplete; (ii) the experiences, institutional capacity and motivation for the development of MRPAs are relatively weak, and governance and coordination mechanism are still relatively poorly defined; and (iii) MRPAs have, to date, been unable to attract sufficient interest from donors for their initial investments and were seldom able to develop economic opportunities to generate income for reinforced local development and MRPA management needs.

The Project Document also features in annex (*Annex 6: Additional general information*) an analysis relating to other information on land development, extractive industries, agriculture, and legislative or governance issues. Annex 4 of the document also sets forth the different profiles and poverty indexes relating to MRPAs. As such, the Project Document is deemed to provide a good level of definition of conservation and development needs.



Photo 3 - Lepilemur ruficaudatus

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Although the Project Document does not document a list of specific lessons learned from other initiatives, it mentions that the project builds on the lessons learned from and success of earlier project approaches in Anjozorobe-Angavo, such as those of the UNDP/GEF project entitled "Community and participatory biodiversity conservation in the Anjozorobe Corridor (MAG/03/G31/A/1G/72)”. The ecoregional initiative of USAID, as well as the partnerships set up by Fanamby are also briefly mentioned.

A proper analysis of risks at the design stage is provided, although it has not identified risks of agricultural extension in NPAs and has underestimated the likelihood of the risk linked with human migration.

The Project Document incorporates an analysis of the different risks and assumptions linked with the project and proposes different mitigation actions that were taken into account at the time the project was defined. The risk management system set forth is deemed of quality as it addresses risks of political, financial, strategic, and environmental nature; the impact and likelihood of each risk is assessed and mitigation actions are proposed. It is however unfortunate that the risk analysis at Project Document stage did not consider the risks of agricultural extensions in NPAs, as a result of the private investors' high demand for specific agricultural products. These risks, however, proved real over the implementation of the project, as with the case of maize and groundnut in Menabe-Antimena, sugar cane in CMK, and cash crops of the coffee and vanilla type in COMATSA.

The project rests on a prior analysis of stakeholders and allows for meeting conservation and poverty reduction needs without, however, comprehensively addressing gender or minority issues at the Project Document stage.

The Project Document provides an analysis of the different project stakeholders which sets forth their respective roles and responsibilities. Furthermore, in annex (*Annex 5: Stakeholder analysis*), the document provides a brief summary of the different stakeholders, their expectations, and the added value they bring to project implementation.

As mentioned in the project mid-term review, the answers brought by the MRPA project to the country's needs address both biodiversity conservation and rural poverty reduction. The livelihoods of the rural populations living on the outskirts and inside the PAs, who are the main beneficiaries of the project, strongly depend on farming and forest resource use activities, which unfortunately pose threats to PA resources. Project actions are consistent with the populations' needs in that they aim to set up sustainable natural resource management to preserve them while maintaining the livelihoods of the local populations.

Although the Project Document does not directly mention the different consultations made during the preparation phase (PPP), it is implied in the background and stakeholder analysis that the latter were consulted during design.

The Project Document does not provide any specific analysis of gender issues and log frame indicators were not disaggregated per gender at the Project Document phase. It is, however, mentioned that "gender integration will be promoted and closely monitored. Due to the traditional nature of activities on project sites, it is expected that women will play an important role in all project activities, including management, training, and creation of substantially improved livelihoods[[7]](#footnote-7)".

The Project Document does also not include any specific analysis of minorities and their needs, although the latter are briefly mentioned in Annex 4 of the Project Document pertaining to profiles and poverty indexes relating to MRPAs. Migration issues, which are one of the major challenges of some of the PAs supported, were analyzed in the Project Document. These aspects are mentioned in the background and analyzed in the section of the Project Document addressing risks, according to the following elements of analysis. The level of likelihood was, however, underestimated as it proved a major problem in Menabe-Antimena and a big one in CMK.

* + Impact of the risk: high
  + Likelihood: moderately likely
  + Assessment of the risk: moderate
  + Mitigation action: "Migration is a universal human right and the project will, of course, respect this. However, the impacts of migration can be reduced through the following actions. First, a clear zoning plan including management rules and approved by local stakeholders can deter migrants from occupying or using key biodiversity areas in an unsustainable way. Secondly, customary land tenure systems and land ownership by communities should be acknowledged by local authorities and championed. Should local communities accept the settlement of migrants, newcomers should be encouraged to participate in the development of MRPAs"[[8]](#footnote-8).

A consultative design process, although some actors would have liked stronger involvement.

The large majority of the stakeholders involved in the MRPA project that were met with during this evaluation mission, including MEEF, DSAP, regional authorities, and PA managers, feel that they have been consulted and involved in the project design process, in a satisfactory manner. However, because the PPP design process was initially coordinated by the Foundation for Protected Areas and Biodiversity of Madagascar (FAPBM), then transferred to EPCU once the Project Document was finalized and after the Board of Trustees of FAPBM decided it was not up to the Foundation to implement this type of project, some stakeholders who became key after this decision (including EPCU) were closely involved in the process only at the end of the design process, making it necessary for them to reclaim ownership of the content of the process.

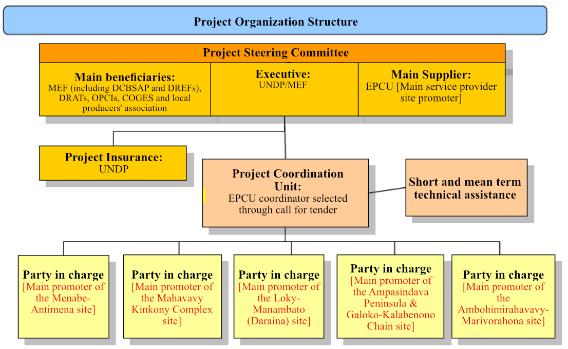
An adequately designed monitoring and evaluation system.

The design of the monitoring and evaluation system, as set forth in the Project Document, is deemed adequate. It complies with the procedures set by GEF and UNDP and provides for: an inception phase, a quarterly and annual reporting system, periodic monitoring to be conducted through field visits, a mid-term evaluation and a final one, as well as learning and knowledge sharing. Monitoring and evaluation activities have a specific budget and schedule.

Institutional arrangements that are relevant and clearly set forth at the design stage.

The Project Document describes in a relatively clear manner the institutional arrangements of the project, especially though the following organization chart:

Figure 2 - Organizational structure of the project, as set forth in the Project Document



The taking over of the implementation by the EPCU association following FAPBM's abovementioned decision is justified in the Project Document by the fact that an assessment of EPCU's capacities was conducted and deemed adequate by UNDP and approved by the Local Project Assessment Committee (LPAC). The roles of the different project management bodies (EPCU, steering committee, site promoters) are briefly described.

Management arrangements are also described in the Project Document, especially the fact that EPCU will have to sign management agreements with the organizations sponsoring the different sites.

The different management arrangements at the level of each PA were not described in the Project Document because each MRPA has its own.

A limited budget for a large intervention area and ambitious objectives.

The project simultaneously serves a conservation purpose through the creation of the MRPA and a development purpose, by ensuring the sustainability of the livelihoods of local populations through sustainable resource use. The budget allocated to the project to achieve this objective amounted to USD 8,499,611.

Table 3 hereafter - which is based on the data in the DMP of the five project-supported MRPAs - shows that MRPAs extend over a total of 1,466,125 Ha which are home to 523,711 residents.

Table 3 - Perimeter of the five MRPAs in terms of surface area and population[[9]](#footnote-9)

|  |  |  |
| --- | --- | --- |
| MRPA | Surface area (Ha) | Population |
| Ampasindava Galoko Kalobinôno (AMGAL) | 166 800 | 60 735 |
| Ambohimirahavavy Marivorahona Protected Areas Complex (CAPAM) | 537.465 | 329 632 |
| Mahavavy Kinkony Complex (CMK) | 302.400 | 82 252 |
| Menabe Antimena | 209 460 | 32 095[[10]](#footnote-10) |
| Loky Manambato | 250 000 | 18 997[[11]](#footnote-11) |
| TOTAL | 1 466 125 | 523 711 |

As mentioned in the 2014 Project Implementation Report (PIR) and estimated by FAPBM, 5 USD/Ha/year is not sufficient to ensure effective management of PAs in the Malagasy context. Although this benchmark applies more to category I and II PAs and no specific benchmark has yet been set for category V and VI PAs, overall, the project budget makes only approximately 1 USD/Ha/year available to the management of the five project sites, which ranks well below the already insufficient benchmark of 5 USD and covers only part of the PA governance and [[12]](#footnote-12)management[[13]](#footnote-13) needs, conservation actions[[14]](#footnote-14), and socioeconomic development in the PAs.

The budget appears even more insufficient given the size of the population affected by MRPAs and the economic and social development objective of the PA categories targeted for these populations. These PA categories generally require larger development investments than category II PAs because of their size and the needs of the populations residing therein and the lever effect that needs to be generated to attract private investors (subsector structuring and initial investments, basic infrastructures, extension, etc.). The geographic extent of the project therefore proved ambitious as compared to the budget available[[15]](#footnote-15).

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| **Conclusion on Evaluation question 2:**  The Project Document is deemed of good quality. The background and stakeholder analysis provided is relevant and comprehensive. The project strategic framework is consistent and the theory of change and relations between expected outputs and outcomes to achieve the general objective are logical and relevant. The design process was consultative and inclusive. The design of the monitoring and evaluation system and institutional arrangements of the project was also adequate.  On the other hand, given the national benchmark, the lessons learned from similar initiatives, and the budget available, the intervention area and project objectives appeared relatively ambitious.  Lastly, it is unfortunate that risks of agricultural extension in NPAs were not considered at the design stage, when they proved real during project implementation. |

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| **Rating of project relevance**: the project is deemed Relevant (R). |

## Execution and implementation

**Evaluation question 3: Was project implementation efficient, compliant with national and international norms and standards? (*efficiency criterion*)**

At national level, the financial planning in Annual Work Plans (AWPs) and project expenditures are, overall, consistent with the actual financial planning; outcome 3 on the financial sustainability of MRPA is the only outcome to show a rather marked gap with expenditures amounting less to what was planned.

Annual Work Plans were developed for each year of implementation running from 2013 to 2017, and were approved by COPIL and signed by MEEF, EPCU, and UNDP. The procedure relating to AWPs is described in the table hereunder.

**Table 4 - AWP development procedures at national level[[16]](#footnote-16)**

|  |  |
| --- | --- |
| Steps | Actors |
| 1. Annual programming | PMU, DREEF, P-NGO |
| 1. AWP development | PMU, DREEF, P-NGO |
| 1. AWP validation | Steering Committee |
| 1. Execution | PMU, DREEF, P-NGO |
| 1. Budget control and monitoring | PMU |

AWPs set out different outputs and the matching activities, the funds assigned to each, and a quarterly timeline, according to the different budget lines. The budget revisions brought to the different AWPs were documented, justified, validated by EPCU, and approved by UNDP. Drawing on this, the evaluation team deems that the quality and use of AWPs is satisfactory.

The total project budget initially amounted to USD 8,499,611 (as indicated in the Project Document), with USD 5,999,610 provided by GEF and USD 2,500,000 by UNDP. As of November 15, 2017, the total project expenditures amounted to USD 7,676,239, including 5,774,077 provided by GEF and 1,902,162 by UNDP. The figures are provided in the table hereunder.

Total expenditures as of November 15, 2017 make up 90% of the planned budget (according to Project Document), the GEF funding disbursement rate amounted to 96% and that of UNDP to 76%. The overall disbursement rate (90% of the planned budget) is deemed satisfactory.

**Table 5 - Initial and planned budget vs project expenditures**

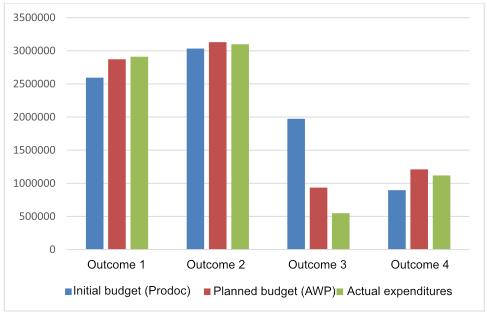
|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| *Amount in USD* | Initial budget  (Prodoc) | Planned budget  (AWP, MWP) | Expenditures effected | Planned expenditures/budget | Scheduled expenditures/budget |
| **GEF** | 5 999 610 | 6 060 505 | 5 774 077 | 95% | 96% |
| **UNDP** | 2 500 000 | 2 087 630 | 1 902 162 | 91% | 76% |
| TOTAL | 8 499 611 | 8 148 135 | 7 676 239 | 94% | 90% |

The UNDP country office put the difference between the UNDP funds actually leveraged and the funding planned in the Project Document down to the global financial crisis which led to a reduction of the resources allocated to the country office - which was therefore unable to assign all the funding planned in the Project Document.

An analysis per outcome of the initial project budget (as set out in the Project Document), the budget planned in AWPs, and project expenditures gives the following figure. As a reminder, the four outcomes of the project pertain to the following aspects:

* Outcome 1: Creation of new MRPAs;
* Outcome 2: Institutional capacity and decentralized governance framework;
* Outcome 3: Financial sustainability and public-private partnership; and
* Outcome 4: Overall project management.

Figure 3 - Initial and planned budget and project expenditures per outcome

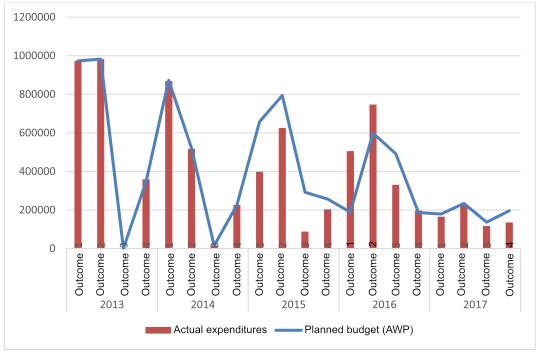


Expenditures are, overall, consistent with the initial and planned budgets. It is however noted that, regarding outcome 3, the amount planned in the Project Document was revised well below the one planned in AWPs, and a rather clear difference is noted between the planned budget (AWP) and expenditures. This difference has especially impacted the achievement of outcome 3, which will be addressed in the next section of this report. One of the explanations mentioned during one of the interviews conducted during the evaluation mission is that the beginning of activities under outcome 3 was delayed, partly because the official bylaws of the PAs had to be obtained before sustainability activities could be set up.

Outcome 4 ("*project results are achieved at the required quality*") - which especially includes the recruitment and training of staff, coordination, operational expenditures, planning, control and monitoring, mid-term and final evaluations, etc. - makes up approximately 15% of the total project expenditures, which is consistent with the practices of projects of this nature and having similar geographic scope characteristics. A slight increase of the AWP budget, as compared to the initial budget in Project Document is also noted with respect to this outcome.

The table hereunder highlights the expenditures as compared to AWP budgets per year and outcome. Generally speaking, annual expenditures more or less match the planned budget, except for years 2015 and 2016. In 2015, expenditures on the four outcomes remained below the budget planned. In 2016, it is noted that expenditures under outcomes 1 and 2 exceed the planned budget, whereas expenditures for outcome 3 remain within the planned budget. However, when smoothed over the five years of implementation, the expenditures remain, overall, consistent with the planned budget.

Figure 4 - Planned budget (AWP) vs project expenditures per outcome and year



***Level of disbursement vs level of activity implementation and achievement of results.***

Generally speaking, the level of disbursement per outcome and level of achievement of outputs and results (analyzed in the next section) are strongly consistent. The level of achievement on result 3 (see above) is slightly lower because financial commitment on that result was also lower.

**Drawing on the analysis of question 5 hereunder and the level of achievement of outputs and results hereunder, the team deems project efficiency to be satisfactory.**

***Degree of matching between activity completion and the initial schedule planned in the Project Document.***

Activity completion was, overall, consistent with the initial plans made in the Project Document, except for outcome 3.

A satisfactory level of actual mobilization of co-fundings.

The project mid-term review highlighted the amounts of co-funding mobilized to date. These amounts are shown in the table hereafter, compared with the amounts planned at the Project Document stage.

Table 6 - Level of mobilization of co-fundings

|  |  |  |  |
| --- | --- | --- | --- |
| Name of cofunder | Amounts planned (USD)  *Prodoc* | Mid-term mobilization (USD)  *Mid-term review* | End-of-project mobilization |
| UNDP | 2.500.000 | [[17]](#footnote-17) | 2 087 630[[18]](#footnote-18) |
| Global Conservation Fund | 2.000.000 | 2 340 000 | 2 340 000 |
| Interest rate of GCF investments relating to the project | 300.000 | 0 | 125 291[[19]](#footnote-19) |
| Oceane Aventure | 65.000 | 0 | 0 |
| WWF | 1.000.000 | 3 063 617 | 3 063 617[[20]](#footnote-20) |
| Conservation International | 750.000 | *Unavailable* | 0 |
| DURELL | 570.000 | *Unavailable* | 0 |
| FAPBM | 500.000 | 193 560 | 668 122[[21]](#footnote-21) |
| MBG | 108.400 | 19 010 | 19 010[[22]](#footnote-22) |
| Fanamby | 375.000 | 435 000 | 435 000[[23]](#footnote-23) |
| The Peregrine Fund |  | 137 431 | 137 431[[24]](#footnote-24) |
| Asity | 50.000 | 295 648 | 295 648[[25]](#footnote-25) |
| **TOTAL** | **8.218.400** |  | **9,171,749** |

The analysis of the joint funding amounts mobilized, whose data are partly derived from the mid-term evaluation, shows a joint funding mobilization level higher than the amount planned in Project Document, which is satisfactory. The budget actually mobilized by UNDP from TRAC funding lines is lower than the amount planned in the Project Document but is substantial for a project of this type. The co-fundings mobilized by FAPBM are in excess of the amounts planned.

Lengthy disbursement procedures that somewhat hindered field activity implementation but where slightly expedited after the mid-term evaluation.

On the different sites, at the end of each quarter, Promoter NGOs (P-NGOs) were to provide quarterly work plans and a fund advance request for the following quarter. Any GEF fund left unused at the end of the quarter could be carried over to the following one. On the other hand, whenever the disbursement level of the advances received from UNDP ranked below 80%, the remaining fund consistently had to be returned to UNDP.

As mentioned in the mid-term review, these procedures were fairly criticized, especially because they are cumbersome from an administrative point of view and some delays in making the quarterly fund advances available caused some difficulties to the P-NGOs, especially as regards the payment of field staff. It was mentioned during interviews that quarterly advances were generally secured only by the middle of the relevant quarter. Delays in making funds available were even more lengthened when P-NGOs would sub-delegate part of their responsibilities to other organizations, as was the case, for example, in Menabe, where the management of a concession was delegated to the National Center for Training, Studies and Research in Environment and Forestry (CNFEREF), and the structuring and coaching of groups for ecological monitoring and community patrols to the Durrell NGO. In this case, the funds pass through the P-NGO before reaching sub-delegatees.

Some of the people interviewed as part of the final evaluation mission however highlighted an improvement in the mobilization of funds, after the recommendations from the mid-term evaluation were received, for several reasons: i) reporting and fund disbursement procedures were accelerated, ii) PMU consistently reached a quarterly disbursement level of 80% in 2016 and 2017, iii) the scheduling of P-NGO activities was less ambitious and took into better account the UNDP procedures and times for making the funds available.

A relatively clear and satisfactory management and decision-making mechanism, clearly defined roles and responsibilities, and project management arrangements that are overall enforced. Recruitments within PMU were relevant and reasoned, even though it is unfortunate that the recruitment of the STA never happened, as it would have contributed to reinforcing reflection and strategic orientations on the governance and management of category V and VI PAs. That being said, the funds initially assigned to the STA position were used to make complementary recruitments within PMU. But cumbersome procedures for making funds available.

As set out in the Project Documentation report, project implementation relies on four groups of key actors, shown on the opposite diagram: the steering committee (COPIL), PMU, the Regional Directorate of the Environment, Ecology, and Forestry (DREEF), and P-NGOs, co-managers (OPCI[[26]](#footnote-26), platforms of actors) and the local community representation structure (VOI).

The key responsibilities of **PMU** are:

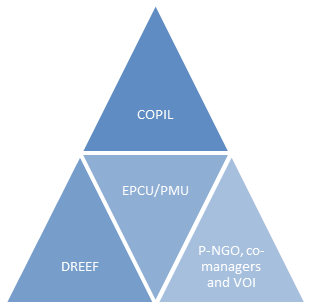


Figure 5 - Simplified structure of the project

* Consolidate the PTBAs of P-NGOs;
* Monitor project-related activity implementation;
* Produce periodic reports;
* Keep project accounts;
* Prepare annual consolidated financial statements and project financial reports;
* Monitor and consolidate project indicators;
* Ensure the secretariat of COPIL; and
* Manage annual project audits[[27]](#footnote-27).

PMU was comprised of: one national director, one national coordinator, one monitoring and evaluation officer (M&E), one administrative and financial officer, one procurement officer, one internal auditor, one information system and database officer, one technical assistant to the Directorate of Biodiversity Conservation and Protected Area System (DCBSAP), one accountant financial assistant, one ICT and database assistant, and support staff.

**It should be noted that the recruitment of a Senior Technical Advisor (STA) was planned in the Project Document but was not effected.** The main reasons for deciding against this recruitment were budget-related at first[[28]](#footnote-28) then after the mid-term evaluation, they were time-related. This recruitment would have contributed to reinforcing reflection and strategic orientations on the governance and management of category V and VI PAs.

**The Project Document did not provide for the recruitment of any procurement officer, or internal auditor, or financial and accounting assistant.** The three positions were created within PMU as per the recommendation ensuing from the micro-evaluation conducted by the Ernst and Young firm in July 2013. Part of the funds that was originally intended for the recruitment of STA were therefore reassigned to these three positions, which is commendable. Lastly, in 2014, MEEF submitted a request relating to the need to recruit a Technical Assistant to support DCBSAP in revitalizing SAPM and firmly establishing the MRPA network, with the coordinating body of the MRPA project. This request was approved by UNDP and COPIL in June 2014. **These recruitments are deemed relevant and reasoned by the evaluation team. Nevertheless, the team feels it is unfortunate that the recruitment of STA was not effected.**

The **COPIL**, co-chaired by the Secretary General of MEEF and the Deputy Resident Representative of UNDP (DRRHP) has the following responsibilities:

* Ensure proper implementation of the Project, as per its objectives and the implementation terms set in the Cooperative Agreement signed on December 21, 2012;
* Ensure good governance through representativeness, transparency, partnership, and good role distribution on the Project; and
* Ensure that all planning, scheduling, budgeting, and monitoring and evaluation activities are conducted in the best interest of the Project[[29]](#footnote-29).

COPIL is comprised of representatives from: UNDP, MEEF (Secretary General, DCBSAP, Directorate of Planning, Programming and M & E (DPPSE)), P-NGOs, the five DREEFs of EPCU (national project director), and PMU.

The subjects addressed and decisions made during the different meetings of COPIL were written into well detailed meeting reports and signed by EPCU, MEEF, and UNDP, which allowed for some level of transparency in project management decisions.

The DREEFs of the five project intervention regions (Boeny, Diana, Menabe, Sava, and Sofia) had three key responsibilities in the implementation of the project, namely: ensure operational monitoring of P-NGO activities on their site, ensure the ecological and forest health control of PAs, and support the Natural Resource Management Transfers (NRMT) process. According to the Manual of administrative and financial procedures of the project, as from 2014, DREEFs must annually sign standard agreement letters setting forth the monitoring activities assigned to them. Each DREEF, as such, benefitted from an AWP.

**P-NGOs** are the prime entities in charge of each PA, they closely collaborate with communities and local authorities across the full territory of the PA. According to the Manual of administrative and financial procedures of the project, NGOs must annually sign with PMU a grant agreement defining the rules to be followed, as well as the activities to be conducted to implement the project[[30]](#footnote-30). P-NGOs effectively benefitted from AWPs but there is no indication that they have annually signed a grant agreement (a procedure, which incidentally appears relatively cumbersome).

UNDP was consistently involved in COPIL and project technical meetings. Some interviewed stakeholders consider that it properly played its role when decisions had to be made. On the other hand, disbursement times were criticized by different stakeholders. Moreover, the UNDP country office could have used stronger influence on the institutional jams that the project has been facing for several months now (especially the lack of co-management delegation contracts for promoters since 2015 and land security which is not ensured).

A monitoring and evaluation mechanism consistent with GEF and UNDP requirements, including numerous relevant monitoring and reporting tools but suffering from a lack of clarity regarding achievement reporting in quarterly and annual activity reports.

The project does not have any monitoring and evaluation strategy described in a specific document but a mechanism has duly been set up and mid-term and final evaluations have been conducted.

*Monitoring indicators*

As mentioned in the section on relevance, the project has a log frame with monitoring indicators, a reference situation, and an end-of-project target. The latter are described in the Project Document. The monitoring indicators proposed in the Project Document were discussed at the national launching workshop, different changes to the design of the indicators were suggested. The conclusions of the inception report on project monitoring indicators, as proposed in the Project Document were as follows: (i) there is mitigated understanding of the mandatory indicators of GEF and UNDP, as well as METT (Management Effectiveness Tracking Tool) and the score cards on capacities and financial sustainability; and (ii) the indicators proposed for objective and result levels work better as activity or task indicators[[31]](#footnote-31).

However, the different changes proposed were not taken into account in implementation reports (Project Implementation Review - PIR) which were consistently completed on the basis of Project Document indicators and this, till the end of the project. Furthermore, it can be noted that some baseline and target situations which were not informed in the log frame at the Project Document stage but were to be at the project inception phase, were not informed at all, nor updated in PIRs. As such, in the 2017 PIR, for example, some baseline and/or target situations are still mentioned as "values to be defined by specialists during the inception phase" (indicator 3, indicator 8, indicator 10). For example, the case of indicator 8 intended to measure the achievement of outcome 2 is problematic in PIRs. It is illustrated in the table hereunder.

Table 7 - Data on indicator 8 (outcome 2) mentioned in PIRs

|  |  |  |
| --- | --- | --- |
| Indicator | Baseline situation | End-of-project target |
| Increased land tenure security for local communities | Baseline to be defined at project inception. This will include assessment of land under customary ownership where owners wish to have legal titling. | Target value to be defined once baseline assessment have been made during project inception. |

This indicator is not measurable and the baseline, as well as target situation remained undefined till the end of the project. It therefore appears that the lack of updating of the indicators, the absence of baseline and target situation following the project inception phase has negatively impacted on the soundness of the monitoring and evaluation system.

However, it can be noted that other, more precise indicators were used in quarterly and annual activity reports and were disaggregated per gender. In the light of the documentation made available to the assessor, it is unclear what these indicators inform on; some seem to pertain to the outputs of the strategic framework of UNDP but not the project's, while others seem to be derived from AWP, etc.

*National monitoring and reporting tools*

A range of monitoring and reporting tools has been set up to monitor project implementation. These different tools are described in the table hereafter.

**Table 8 - Project monitoring and reporting tools[[32]](#footnote-32)**

|  |  |  |  |
| --- | --- | --- | --- |
| Monitoring tools | Responsibility | Frequency | Comment |
| Project Implementation Report (*Project Implementation Review* – PIR) | PMU | Annual | PIRs meet GEF and UNDP requirements. |
| Activity report | PMU | Quarterly and annual compilation at last quarter | Activity reports do not highlight the period's achievements per expected output or activity. The achievements of each period are more related to outcomes. As such, it is difficult to have an overview of the achievement of the activities and products for each period. Moreover, the indicators mentioned are different from those of the log frame and the numbering of the different outputs and activities is rather muddled. |
| Internal audit report | PMU | Ad hoc audits conducted:  DREEF:   * Boeny: 2013, 2014, 2015, 2016; * Diana: 2013, 2014, 2015; * Menabe: 2013,2015, 2016; * Sava: 2015; * Sofia: 2014, 2015, 2016   P-NGO   * WWF: 2015 * Asity: 2013, 2015, 2016 * Fanamby: 2013, 2015, 2017 * MBG: 2013, 2015, 02 and 11. 2016 * MNP: 2015, (HQ), 2015 and 2016 (Ambanja) * TPF 02 and 07. 2015 | The recruitment of the in-house auditor to ensure compliance with the procedures for effecting fund payments to DREEFs and P-NGOs was recommended following the micro-evaluation conducted by Ernst and Young in 2013 and validated by COPIL.  A minimum of one audit could be conducted in each delegatee organization (DREEF and P-NGO). Audit reports are clear and to the point and where several audits have been conducted, recommendations are monitored.  Audit reports especially allowed for highlighting the level of project fund use by Fanamby: "non-compliance with financial orthodoxy" which recommends "distinct management" of the various funds made available to a given entity[[33]](#footnote-33), lack of supporting documents for some of the disbursements made and expenditures that were not planned in the grant agreement[[34]](#footnote-34). |
| METT | Consultant  Kinomé  UGT, DAPT, P-NGO (2014) | 2010 (baseline situation)  2015 (mid-term review)  2014, 2016, 2017 | Tool which seems to have been used as per GEF requirements. It was used in each project PA and the different scores obtained allowed for informing one of the monitoring indicators of outcome 1. METT is therefore informed in satisfactory manner. The most recent version is provided in Annex 4: METT of this report. |
| UNDP scorecard for the sustainability of the financial system of PAs (*Financial scorecard for PA - FSC*) | External consultant | 2016, 2017 | Tool which has been used as per UNDP requirements.  The score from this card has been used as one of the monitoring indicators of outcome 3. |
| The UNDP capacity development scorecared | Key project actors[[35]](#footnote-35) | 2014, 2015, 2016, 2017[[36]](#footnote-36) | The score obtained through this scorecared allowed for informing one of the monitoring indicators of outcome 2. Although the evaluation team did not directly have access to the cards, the different scores were filled in the different PIRs. |
| PoWPA of SAPM | ND | ND | ND |
| Referenced Database Management System (RDBMS) | ND | ND | System which ensures the harmonization of the data of the 5 MRPA PAs |
| Monitoring mission report with P-NGOs | PNC | Different monitoring missions conducted during the project[[37]](#footnote-37):   * 7 in 2013 * 9 in 2014 * 8 in 2015 * 4 in 2016 * 3 in 2017 | These missions are documented by to the point and well-structured reports that summarize: (i) the objectives of the mission, (ii) expected results, (iii) course, (iv) results of the missions, (v) problems and solution, (vi) recommendations, and (vii) people encountered. |

Generally speaking, the monitoring documentation produced over the implementation of the project is well stocked and M&E mechanisms comply with UNDP and GEF requirements. Aside from the lack of clarity of activity reports and problems of indicators in the PIRs, the documentation is deemed of quality.

A risk management mechanism that is satisfactory and updated on a quarterly basis.

The different risks identified in the Project Document were updated in the inception report, as well as in each quarterly activity report. For each risk identified, the date of identification is specified, as well as the date of updating, and one mitigation action (called management response or counter-action) is described. The reports also mention whether the risk is critical or not and name the person in charge of monitoring. The risk management system is therefore considered satisfactory[[38]](#footnote-38).

A relatively adaptive project management.

The mid-term review issued 14 recommendations that were compiled in a document (*Management response with priorities[[39]](#footnote-39)*) and classified by topic and priority. For each recommendation, a management response is provided (accepted/rejected and justification) and key actions to be undertaken are described with the terms, person in charge, deadline, status, and comment.

According to the COPIL meeting report dated November 2016, out of the recommendations expressed:

* Three recommendations have been fully implemented, they pertain to the conventional approaches and activities of the project;
* Nine recommendations are in the process of implementation, they pertain to project approaches and empowerment strategies for sustainability purposes; and
* Two recommendations were not implemented, they related to the training of the extended MRPA project (PMU, P-NGO, DREEF, MEEF) and the funding of some activities of the IEVM project (which has not yet started).

Although all recommendations were not fully implemented, the adaptive management of the project can be considered satisfactory as each recommendation was translated into a key action for the purpose of its implementation.

Additionally, as mentioned previously, some recommendations ensuing from the micro-evaluation of Ernst and Young conducted in 2013 were also considered in the management of the project, namely through further staffing of PMU.

|  |
| --- |
| **Rating of the project monitoring and evaluation**   * Monitoring and evaluation framework at inception: Satisfactory (S) * Implementation of monitoring and evaluation: Moderately Satisfactory (MS) * Implementation of monitoring and evaluation: Moderately Satisfactory (MS) |

|  |
| --- |
| **Conclusion on Evaluation question 3:**  The project was implemented in compliance with international norms and standards.  Activity implementation and project expenditure levels are, overall, in line with the initial budget and financial planning made in AWPs. The only significant gap between achievements and planning relates to outcome 3 whose actual expenditures rank below the planned ones.  Project management mechanisms and decision-making processes were relatively clear and overall satisfactory, however field implementation was affected by some fund disbursement delays with DREEF and P-NGOs, even though such delays were slightly mitigated after the mid-term evaluation.  The roles and responsibilities of the different stakeholders were clearly defined and project management arrangements were, overall, actually implemented. Recruitments within PMU were relevant and reasoned, even though the recruitment of STA - which never happened - would have contributed to reinforcing reflection and strategic orientations on the governance and management of category V and VI PAs.  The project had a monitoring and evaluation system which included numerous relevant monitoring and reporting tools. However, some monitoring indicators, as well as their baseline and target situations were not updated, making them hard to measure. The project would also have benefitted from clearer quarterly reporting structured per output.  Overall, project management appears to have been adaptive and the risk management mechanism was updated regularly. |

**Evaluation question 4: To what extent have the different project stakeholders been taken into consideration in the implementation of the different activities and how did the project collaborate with institutional partners external to the project and other interventions in the biodiversity conservation sector? (*effectiveness criterion*)**

Stakeholders who are, overall, satisfied with the decision-making processes and their involvement in activity implementation.

The interviews conducted during the final evaluation mission indicate a good level of satisfaction with respect to the management mechanisms and decision-making processes of the project at national level (more than 75% of the people encountered expressed their satisfaction). The roles of the different management bodies and staff of the project were clear. Through the different decisions made during the meetings organized, COPIL played its steering and orientation role on the different problems encountered as part of project implementation. The work of PMU is appreciated, especially at the level of the technical assistance provided to DCBSAP and no major relationship problem with the different P-NGOs was reported during the interviews. As such, the coordination and collaboration between PMU and P-NGOs was deemed satisfactory. Project decision-making bodies deem that P-NGOs have done a good job on field by involving local populations in a satisfactory way.

The project implementation process took gender and gender equality issues into consideration. The purpose of the project was to target all categories of people with no discrimination relating to gender, age, faith or ethnicity. The project encouraged the participation of women and youth in the different PA management structures, producers' associations, or creation of craftswomen's groups, by integrating systematic parity monitoring to the working tools, such as the attendance sheet of the training workshops and various meetings, and the list of beneficiaries of IGA supports[[40]](#footnote-40). In June 2017, the number of vulnerable people who had access to IGAs and jobs generated by the project in intervention zones was estimated to include 3,301 women out of a total of 7,559 people, i.e. 44%[[41]](#footnote-41). As part of the project strategy and for better involvement of the populations in the joint management of PAs, 49 representatives of the local communities benefitted from trainings, including 9 women, i.e. 19%[[42]](#footnote-42). Although parity is not achieved, these results show that gender issues are satisfactorily taken into account in the implementation of the project.

Photo 4 - A woman beneficiary of the conservation agriculture support in Menabe Antimena

Satisfactory levels of internal and external communication and collaboration.

Aware of the fears that the setting up of NPAs can stir among surrounding populations as regards their access to natural resources, the different project stakeholders gave special attention to communication actions around the project. For instance, a communication strategy was developed and broken down into work plans for each project site. Joint site visits by all project actors and partners were conducted to reassure the communities and explain the vision for category V and VI PAs, allowing for a sustainable use of natural resources. Numerous activities, such as the PA delineation processes, were also conducted in a participatory way with communities. To improve external visibility, the MRPA project also communicated and disseminated the different project achievements through various channels (meetings, workshops, radio programs, public consultations, etc.). As such, the collaboration and communication with local management structures (VOI, KMMFA, CLP, KMT, etc.) can be considered as good, although the empowerment of local actors could have been improved - an aspect that is analyzed in the following section of the report.



Photo 5 - Sensitization sign in Menabe Antimena

The collaboration between the different project partners was good, especially that between PMU and P-NGOs, and P-NGOs and DREEFs. The collaboration between the different project partners and other regional actors of the civil society and different local authorities was good. The Holistic Forest Conservation Program (HFCP) funded by AFD at the COMATSA PA illustrates the capacity of MRPA P-NGOs to adopt an approach that complements the interventions of other donors. Indeed, although some overlaps in agricultural development activities occurred at the beginning of the implementation of the two interventions, discussions were organized to guarantee activity complementarity and proper coordination. The discussions led to a good complementarity between the initiatives, especially through the sharing of intervention areas and supported COBAs between the two projects.

|  |
| --- |
| **Conclusion on Evaluation question 4:**  The different project stakeholders were, overall, satisfied with the project activity implementation process. Gender issues were addressed in the different activities, and efforts were made to disseminate information on the project, especially with the local communities.  The coordination and collaboration with different project stakeholders, on one hand, and external partners, on the other, proved positive. |

|  |
| --- |
| **Rating of project implementation**  Quality of implementation by UNDP: MS  Overall project implementation performance: S  **Rating of project efficiency: S** |

## Results

**Evaluation question 5: To what extent has the project achieved the expected outputs and results and how much progress has been made towards the achievement of its objective? (*effectiveness criteria*)**

The level of achievement of most outputs is deemed satisfactory (3 outputs out of 20 are rated extremely satisfactory, 11 satisfactory, 5 moderately satisfactory, and 1 non-satisfactory) and contributes to the satisfactory achievement of the first two outcomes and moderately satisfactory achievement of outcome 3. Progress towards the achievement of the initial objective is deemed satisfactory. Project efficiency is deemed satisfactory.

*Level of achievement of the expected outputs*

The table hereunder shows the level of achievement of the outputs per expected outcome. The level of achievement of the large majority of outputs expected under outcomes 1 and 2 is deemed satisfactory, or even extremely satisfactory. As for the large majority of outputs expected under outcome 3, their level of achievement is deemed moderately satisfactory. **The overall level of achievement of the outputs is deemed satisfactory.**

Table 9 - Level of achievement of the outputs

| OUTCOMES | OUTPUTS | ACHIEVEMENT | Level of achievement |
| --- | --- | --- | --- |
| **Outcome 1:**  **New PAs under categories V and VI are created to lay the foundations of an operational and effective subnetwork of Managed Resources Protected Areas, drawing on common management vision and principles.** | 1.1 A clearly defined vision and principles for an MRPA subnetwork are formalized on the PA register (MRPA management objectives and terms). | "Support to the operation and setting up of an MRPA Forum" for knowledge, experience, and information sharing, was planned under this output, with outlooks to improving the management of the MRPA subnetwork. Forum activities were to include an annual conference and the maintenance of an electronic exchange platform"[[43]](#footnote-43).  Two studies were funded to clarify knowledge on the concept and feasibility of setting up a Network of category V and VI PAs:   * The first dating from 2013 on the capitalization of good practices on best approaches to be considered in the definition of operating, management, and category V and VI subnetwork principles and the definition of the MRPA vision and principles; * The second one from 2016 on approaches, processes, and procedures for setting up the category V and VI network.   These two studies allowed for feeding the reflection on the terms and procedures to be complied with to allow for the creation of a network of category V and VI PAs and thereby provide the different managers with opportunities to share about good practices and lessons learned on the management of this type of PA.  As mentioned by an actor that the team met with, the development of a network and links at the central, deconcentrated, decentralized, and local levels features among the successes of MRPA. However, the network did not manage to formalize itself and, although the second study proposed three options for structuring the network[[44]](#footnote-44), disagreements arose between the different actors, especially as regards the status of the network.  Technical meetings between the different actors, including PA managers and DCBSAP were organized but the project was unable to set the organization of an annual conference, nor the maintenance of an electronic exchange platform. | **Moderately satisfactory** |
| 1.2 Baseline inventories facilitate zoning and help define sustainable economic growth options through natural resource valorization. | Baseline inventories for the five PA complexes were conducted in 2013-2014. These inventories pertained to biodiversity and ecosystem values (flora, fauna, threats on habitats, trend analysis) and cultural, social, and economic values. Potential activities for improving economic growth were systematically analyzed. These inventories also identified conservation targets and indicators and ecological monitoring propositions. These inventories subsequently allowed for developing development and management plans and, thereby, facilitating the zoning and definition of sustainable growth options through natural resource valorization. | **Extremely satisfactory** |
| 1.3 PAs are published (management plan approved, participatory delineation of hard core and buffer zone borders; registration of the sites as PAs). | The five sites were officially created by ministerial decree in 2015 (the creation decrees signed were actually six in number, as the sites of Ampasindava and Galoko, whose inventory was merged, were formalized through two distinct decrees). The final creation decrees pertain to a protected surface area of 1,464,972 Ha out of an objective of 1,527,151 hectares, i.e. 96% of the objective. The DMPs and Environmental Management and Social Safeguard Plans (EMSSPs) of these PAs (including the DMP of CAPAM, which consolidates the DMPs of the five PAs making up the Complex) were approved alongside the signing of these final creation decrees.  Once the DMPs approved, several Simplified Development and Management Plans (SDMPs) for Natural Resource Management Transfers (NRMT) and DINAs were developed to address the microzonings of Sustainable Use Areas (SUAs). Indeed, the terrestrial boundaries of each PA are materialized by a "green belt". This belt is generally made up of forest areas, whose natural resource management is transferred to local communities or VOIs, through renewed or newly created NRMTs.  In 2015, these decrees were signed concurrently with the final creation of all category V and VI NPAs which were previously under temporary status. These 57 category V and VI PAs extend over a total surface area of 3,544,377 Ha according to the surface areas mentioned in the creation decrees (and 3,597,092 Ha according to the GIS studies).  This difference highlights some ambiguity in the official delineations of these PAs. Such ambiguity also applies to the PAs supported by MRPA as, for example, the surface area of Loky Manambato officially amounts to 250,000 Ha in the creation decree, whereas GIS surveys find 248,409 Ha, or that of CMK amounts to 302,000 Ha according to the creation decree, whereas GIS surveys find 351,017 Ha. This ambiguity of the surface area of PAs and therefore their delineation poses a major challenge as soon as land management is addressed. Although the marking and materialization process of NPA external boundaries and hard core has been completed, in the current contexts - e.g. Menabe Antimena, where maize and groundnut production causes strong land pressure, leading to substantial clearings, or CMK and sugar cane production - it proves critical to clarify and formalize these delineations, as soon as possible through formal registration of these PAs with the land services. Such formal registration poses strong challenges, especially in terms of i) collaboration between the forest administration (General Directorate of Forests - DGF), land services (General Directorate of Land Services - DGSF) and land development services (Directorate of Spatial Planning and Equipment - DGATE) which report to different ministries; ii) land security procedures based on a costly registration to be implemented, especially through boundary marking of the considered areas; iii) issues relating to the primacy of existing rights; and iv) lack of clarity of the legal land statuses of category V and VI PAs. A collaboration and reflection effort between these different actors has been initiated and is ongoing, involving the potential implementation of a collaboration protocol between these entities over the coming months. | **Satisfactory** |
| 1.4 An updated plan of the national PA system ensures that the zoning and MRPA objectives are consistently integrated to the formalized development and regional and local mapping. | Through this output, the project planned to get the "the communes, OPCIs and region to recognize [PA DMPs] as a means of winning political support" and "integrating MRPA conservation and the relating development and economic growth strategies to PRDs and regional development strategies[[45]](#footnote-45)".  The development and approval of the DMPs of MRPA-supported PAs followed a participatory process that involved the different actors either through Steering and follow-up committees (COS, made up of representatives of administrative authorities from the region, district, and communes, elected officials, and operators), OPCIs[[46]](#footnote-46), PA governance platforms[[47]](#footnote-47) or VOI unions. These DMPs are therefore recognized by the actors even if the actual monitoring of the implementation of these DMPs is rather effected at the level of the PA manager as is.  Furthermore, the interviews conducted as part of this evaluation show that the DMPs and their objectives are generally properly taken into account as part of the development of land development tools, such as DMPs, Regional Land Use Planning Schemes (RLUPSs) or Commune Land Development Plan (CLDPs). For example, in the region of Diana, P-NGOs participated in the RLUPS development process, during which efforts were provided to integrate the respective sites covered by this region. At CMK, the objectives of DMP were detailed in the CLDPs (4 communes out of 6 developed their CLDP) and RLUPS (where CMK is considered as development and conservation land). In Sava, the development of PRDs (2015-2019) was hinged on the objectives of the Loky Manambato and COMATSA PAs. | **Satisfactory** |
| 1.5 Basic PA management infrastructures and tools are set up (administrative stations, communication networks, field equipment). | The human and material means of the PA managers were reinforced through MRPA and the co-fundings mobilized (such FAPBM which especially cofunds the operation of CMK, Tsaratanana, or Loky Manambato, or AFD and FGEF which cofunded the operation of WWF in COMATSA). Field workers were deployed and equipment (motorcycles, cars, communication means, office equipment) was procured. However, the issue of the sustainability of these field human resources is raised a few weeks ahead of the closing of the MRPA project. There is no guarantee that, on the short term, the fundings mobilized by the managers will allow for supporting the field human resources deployed under MRPA.  These human resources of the managers are reinforced by the collaboration with local management structures such as VOIs/COBAs (for the NRMTs set up in several of the supported PAs), community surveillance and ecological monitoring committees (KMMFA in Menabe-Antimena, KMT in Loky Manambato, Polisin'ala in COMATSA or CMK, Local Park Committee in Tsaratanana (CLP, name used by MNP) or Bushfire control committees (KMDT). The equipment of these committees (uniforms, communication and travel means for the largest part) was reinforced through the MRPA project which also covered part of their members' allowances (for example, KMMFA members receive a monthly allowance of MGA 12,000). It appears that, on the short term, these allowances are partly supported with funds from other sources (e.g. commitment of L'Oréal in Loky Manambato) but these allowances make up a relatively high cost (in all, the 10 PAs reportedly work with 1,764 people for community patrols, which makes up a total annual cost of MGA 423 million, i.e. EUR 112,000) and poses a major challenge to sustainability. Moreover, there is currently no guarantee that these community surveillance workers actually do their work as it is hard to control the patrols they conduct. The use of a tool such as the SMART monitoring system *(Spatial Monitoring and Reporting Tool*) would likely enable for reinforcing the effectiveness of these community surveillance mechanisms. Lastly, the surface areas to be patrolled are extensive with the capitalization study estimating the average surface area to be patrolled per worker at 735 Ha (assuming that the surveillance of the hard cores is the strict responsibility of the manager who generally does not have at its disposal the means needed to actually ensure the surveillance of these areas).  The project also developed and made available different management tools for category V and Vi PAs, including:   * The Guide for DMP and EMSSP development for category V and VI PAs; * The Manual for implementing conventional activities at NPA level. | **Satisfactory** |
| 1.6 Monitoring systems are established for the analytical monitoring of pressure, condition, and economic growth indicators. | The monitoring tools of GEF biodiversity projects, including METT, as mentioned in Project Document, have been informed on an annual basis and applied to each PA. The same goes for the UNDP scorecard for the sustainability of PAs' financial system, applied to SAPM as a whole and the ten PAs supported by MRPA, in 2017.  MRPA NPAs also inform IUCN/WCPA-based SAPM monitoring tools, such as PoWPA, by ensuring that information is reported from manager level to the central one. However, some actors feel that such information reporting is not always optimal and should be reinforced.  A community ecological monitoring system was also set up to complement the scientific monitoring that managers are to ensure. Members of KMMFA, KMT, or Polisin'ala must fill in pressure monitoring sheets or counting sheets specific to key species when they conduct patrols. Although this mechanism appears relevant for ensuring regular ecological monitoring, the processing of the data compiled on these sheets is tedious and little use can ultimately be made of them in their current state.  According to the capitalization study, all MRPA sites conducted a minimum of two scientific monitoring activities (aside from the baseline situation in 2013) and the project was able to conduct a total of 94 ecological monitoring on all sites, i.e. an average of two monitoring activities of the conservation target species per year[[48]](#footnote-48). That being said, the monitoring of the conservation indicators defined in the DMPs and target values, site per site is only partially effected. Furthermore, the monitoring of economic growth indicators, as suggested in the wording of the output, is effected at the level of the MRPA project at large but not really applied at the level of individual PAs. PAs do not have any actual socioeconomic monitoring mechanism. | **Satisfactory** |
| **Outcome 2:**  **The institutional capacity of stakeholder groups provides an enabling environment for the decentralized management of MRPAs, ensuring biodiversity conservation and sustainable natural resource-based economic growth.** | 2.1 The governance structures, roles, and responsibilities for the joint management of the site are agreed to by all partners, formalized, and established. | Governance and management arrangements were defined in a consultative way and set up in all of the ten PAs supported by the MRPA project. These arrangements were described and approved in the DMPs which were developed in consultation with the different stakeholders.  As such, the study conducted at project inception on "the capitalization of achievements and development of the vision and principles for category V and VI MRPAs" allowed for expressing recommendations, which oriented governance principles, reflections on the improvement of regulatory frameworks, including the new COAP, and strategic focuses to reconcile biodiversity conservation and economic growth in PAs[[49]](#footnote-49).  IUCN recognizes four major types of governance, each of which can apply to any category of management. As for management arrangements, they can vary according to the type of governance:   * A1. Governance and management by the government; * A2. Governance by the government and delegated management; * B1. Joint governance and collaborative management; * B2. Joint governance and joint management; * C. Private governance and management; and * D. Governance and management of the indigenous populations by the local communities.   The governance models adopted follow the B2 type of governance and management: multiple governmental and non-governmental actors who are formally and/or informally authorized sit in a governance body which has decision-making authority and responsibility. Once management-related decisions are made, arrangements (planning, implementation, etc.) are entrusted to authorized organizations or private entities. The different bodies set up are as follows:   * A "Steering and follow-up committee" (COE) and/or "Policy and Evaluation Committee (PEC) is set up at the highest, regional, or interregional level (for CAPAM). * A management body frequently called "Management Committee" (COGE) is set up at the intermediate level and works either for a Region (case of CAPAM) or a group of several communes, in consideration of the geographic scope or concentration of the stakeholders. Oftentimes, COGE is comprised of [1] the PA Management Body and [2] structures such as OPCI or another association (such as MMZ for CMK). * Another management structure is set up at the communal level, grouping unions or associations of local stakeholders. They are represented in numerous cases by VOI associations. * Regarding MRPA PAs, VOI unions (at the regional level) and the VOI federation (for CAPAM where three Regions are involved) were set up. These unions and the federation have representatives sitting in COSs and PECs.   To materialize the guidelines written in DMPs, a charter of responsibilities was developed for each PA. The charter of responsibilities stipulates the roles and responsibilities of all key actors in the management and governance of PAs. The charter of responsibilities expresses and affirms the commitment of these actors. Subsequently, the charters were translated into conventions between P-NGOs and other PA joint management structures[[50]](#footnote-50).  **Joint governance and joint management arrangements were therefore clearly set and defined in the texts**. In reality, however, as mentioned in the capitalization study, the existence of a DMP and charter does not necessarily mean that actors have complied with the arrangements set therein[[51]](#footnote-51). **Joint governance principles are, generally, complied with and enforced through the COSs in place and, overall, operational, although COSs are rather frequently considered more like consultative rather than decision-making bodies**. The enforcement of joint management rules is, furthermore, more complex and materializes itself at various levels. In most cases, promoter NGOs for which provisional management delegation contracts were signed prior to the final creation of the PAs ensure the largest part of the management tasks and COGE member structures, such as MMZ for CMK or OPCIs for other PAs, **feel little involved in management decisions, as well as in the day-to-day management activities of the PA**. Most often, **joint management principles have been initiated but complementary efforts need to be provided to fully enforce joint management - which, so far, often remains overly similar to a management delegation to a specific organization - and to fully sensitize and empower the different actors.** Project Document provided for "NGO promoters to [...] facilitate the setting up of local management structures who will gradually take over full responsibility. The involvement of NGOs is especially important over the first stages, considering that local interests will mainly be economic and will not necessarily ensure the protection and monitoring of areas of importance for biodiversity"[[52]](#footnote-52). These first stages being now completed, the reinforcement of local structures should be continued to enable them to fully take on their responsibilities.  Provisional management delegation contracts for P-NGOs have additionally not been renewed since the final protection status of the PAs has been obtained. In compliance with joint management principles, **these contracts should, for that matter, rather pertain to joint management delegation or joint management. The renewal of these contracts should be formalized as soon as possible.**  Furthermore, the fact that regional authorities did not take action against the cases of clearings in Menabe-Antimena[[53]](#footnote-53) and non-compliance with the rules governing use defined in DMP despite the decisions made by COS, illustrates the partial efficiency of the joint governance mechanism and unwillingness of regional authorities to enforce the joint management rules that have been approved. **The involvement of regional authorities in the joint management of PAs needs to be reinforced**. In most cases, DREEFs received reinforcement in the form of material means but do not show full willingness to take on their responsibility regarding offence monitoring and control, NRMT support, conflict management, and DMP implementation monitoring. As mentioned in the documentation report, "when a major issue arises, the capacities of local, regional, and interregional governance structures prove insufficient. This holds true for the migration phenomenon resulting from illegal natural resource use and problems of encroachments by mining concessions inside PAs. [...] The capacities of decentralized governance structures are still limited in the face of certain problems."[[54]](#footnote-54)  Lastly, the capacities of VOIs vary widely and depend on the support and coaching that they have received since their creation and the first NRMT enforced (whose first contracts date from 2006). VOIs' capacities to enforce effective management of the areas transferred to them is frequently limited. VOIs are made aware of and involved in the aspects relating to the monitoring of and compliance with rules of use. However, they are, overall, little up to date on and involved in other activities required under NR management and conservation (such as the management of some populations of species or ecosystems [ecological monitoring, biological, ecological, economic, social knowledge, etc.], the maintenance of the ecosystems' quality and their capacity to ensure their functions, habitat restoration [reforestation, stabilization, etc.], eradication of specific invasive or ecosystem-threatening species, water management, etc.). | **Satisfactory** |
| 2.2 Rights and responsibilities relating to community land issues and natural resource management are formally recognized and complied with. | Project Document provided for agreements on the recognition of customary land rights at the community (Fokontany), communal, and regional level, as well as the securing of agreements on GELOSE and GCF[[55]](#footnote-55).  For most of the areas involved in the NRMT processes, renewals of NRMT contracts or new contracts were signed. In all, the 10 NPAs supported should involve 80 NRMTs. As mentioned above, the VOIs' capacity to enforce management actions associated with these NRMT is variable. Some VOIs are financially autonomous, owing to member contributions and discounts received on the use of certain resources (some VOIs in COMATSA, for example) but the large majority of them remains dependent on external financial resources for their operations. VOIs received support for their organizational structuring and administrative operation but their technical capacities directly linked with conservation actions (restoration, reforestation, enrichment, ecological monitoring, forest developments, etc.) are generally limited.  Furthermore, regarding the securing of agreements on the recognition of customary land rights at the community, communal, and regional levels, no element available to the evaluation team seems to indicate that such agreements have been developed or enforced. The DMPs of the supported PAs integrated the customary aspects of land issues, as found at project inception but, as mentioned earlier, land security issues within PAs, especially category V and VI ones, remain complex and unresolved. | **Moderately satisfactory** |
| 2.3 Capacity building tools are developed for key stakeholders and are operational. | Capacity building under this project took various forms:   * Capacity building of actors from different levels on PA governance and management through one-off support and the organization of the consultations of the different stakeholders, especially during the first years of implementation of the project, and the development of PA management tools; * Sensitization of local actors on NRMT, as well as bushfires and clearings; * Ongoing support to certain income-generating activities (market gardening crops, small animal farming, winnowing, ecotourism, fish farming, beekeeping), the development of certain subsectors (cocoa in INR of Tsaratanana and Ampasindava/Galoko, vanilla in Ampasindava/Galoko and Loky Manambato), the implementation of certain practices that are better suited to NR conservation (conservation agriculture techniques in Menabe Antimena, SRI/SRA [System of Rice Intensification/Improved Rice System), or the setting up of nurseries and reforestation; * Training on community surveillance and ecological monitoring for members of KMMFA, KMT, or Polisin'ala; * Sensitization on the legislation in force, for example, sensitization of regional and local actors on the new COAP and its implementation, including with Public Prosecutors and local courts.   The most recent training, held in 2016, involved the local leaders[[56]](#footnote-56) of a few PAs, including the Mahavavy Kinkony Complex, COMATSA Nord, Ampasindava Galoko, and INR of Tsaratanana, in the actual **enforcement** **of joint management rules and the research for and management of funds from partners. This training, ensured by the Network of Professional Conservation Educators in Madagascar (NPCE) partially contributes to addressing the gaps in the enforcement of joint management identified hereafter and should be renewed.** | **Satisfactory** |
| 2.4 Technical units are equipped and mobilized to respond to local initiatives that contribute to MRPA objectives. | The deconcentrated technical services, especially DREEFs, were reinforced through the provision of rolling stock and equipment. They were mobilized over the course of the project to support local initiatives (especially DREEFs which benefitted from LoAs through MRPAs and quarterly budgets, Regional directorates of agriculture and livestock - DRAEs - and Regional directorates of fish resources and fisheries - DRRHPs) but their limited capacities and human and material resources still cannot fully meet local expectations.  Depending on the circumstances or seriousness of the pressures, mixed squad missions involving forest services, including DREEF, the P-NGO, and Communities, as well as authorities such as the Region, District, and Communes, Forces of the Gendarmerie, etc. were organized. A total of 90 patrol missions were conducted over the course of the MRPA project. The capitalization study shows that patrolling campaigns conducted with mixed squads caused the number of breaches observed to drop from 2014 to 2015. Subsequent to that, a very strong decrease of control missions was noted over the last quarter of 2015, which caused the occurrence of breaches to bounce back over the first three quarters of 2016.[[57]](#footnote-57)  The budget and equipment situation in deconcentrated technical services is generally weak and **it is important that the resources made available as part of the MRPA project be finally transferred to these actors at project closing**. The funding of forest administration services at the closing of the MRPA project poses another issue (DREEF and local units of MEEF, law enforcement officer). It is addressed in the sustainability section.  Some pieces of equipment were made available to the decentralized structures (OPCI and communes) but the means at their disposal remain weak, whether it comes to human or material ones. | **Satisfactory** |
| 2.5 A subnetwork forum convening local MRPA stakeholders (public, civil society, private sector) is motivated and operational. | The setting up of joint governance and joint management structures, even though they are not yet fully effective, **contributed to creating a sense of network and some degree of unity between the different actors**. Forums for consultation and dialog were created for all the PAs supported by MPRA, which constitutes a significant progress and lays the future foundations of the development and implementation of new initiatives. | **Extremely satisfactory** |
| 2.6. A communication system that is effective, especially when it comes to targeting communities and their respective interest groups, facilitates civic participation, informed decision-making, and MRPA implementation. | The findings of the mid-term evaluation on communications are still valid.  Local radios within the PAs keep on broadcasting and disseminating information (even though that of Loky Manambato, for example, has stopped broadcasting for a while due a problem with their transmitter).  The project continued its communication actions by implementing its communication strategy and consistently submitted annual reports on them.  The last sensitization actions on COAP enforcement in the different regions, for example, should be recognized. It appears that the regional actors in MRPA intervention regions are more aware of this legislation than those in other regions of Madagascar. | **Extremely satisfactory** |
| **Outcome 3:**  **The financial sustainability of MRPAs is reinforced through innovative public-private partnerships and public funding mobilization.** | 3.1 Action plans are developed for individual MRPAs and subnetwork operations (cost quantification for management purposes; non-public revenue options, economic opportunities on each site) are defined. | Business plans (BPs) were developed for each PA in 2015. Their development was coordinated by a single consulting firm. Each BP therefore follows a similar structure. These BPs show:   * Biodiversity potentials and social and economic potentials; * PA management and development strategies; * Needs in PA funding per type of activity: conservation and restoration activities per i) P-NGO and ii) local communities; local development communities; sustainable development activities; and activities for the development of ecotourism; administrative and management expenditures; * Potential sources of funding: resources derived from the valorization of ecotourism; resources derived from the valorization of other natural resources with economic operators; resources derived from stable fundings with trust funds (example to be negotiated with FAPBM); and resources derived from innovative fundings (carbon credit, REDD+, ecosystem services, green taxes, etc.).   An analysis of these BPs, as part of the capitalization study, showed that on average, the needs in funding of the five supported PA complexes range between 0.74 USD/Ha/y and 2.66 USD/Ha/y. The lower range seems low compared to needs, especially when it comes to the social and economic development of these areas. The upper range seems more realistic.  As such, these BPs provide good indications allowing for annually determining needs in funding and funding gaps relating to the management and development of individual PAs, and thereby, negotiating additional fundings with donors to fill these gaps. Their development furthermore answers one of the recommendations of the mid-term evaluation. On the other hand, the evaluation team wonders about the current level of ownership and use of these BPs by P-NGOs and PA comanagers. | **Satisfactory** |
| 3.2 Contractual contribution systems for the sustainable funding of MRPAs are set up through incentives to improve revenue streams, which are also drivers of economic growth and pressure mitigation. | The level of achievement of this expected output and following ones was deemed non-satisfactory at the mid-term evaluation stage. The project consequently shifted its focus on these aspects over the last two years of implementation.  General studies on common subsectors were first conducted over year 2016 and generated: i) an analysis report per product value chain; ii) a subsector development plan; iii) business plans per subsector (cocoa, coffee, raffia, *satrana* and *ravinala*, pepper and tourism); and iv) support plans and operational plans per subsector (cocoa, coffee, plant fibers, pepper, and tourism). The studies per subsector therefore provide an operational framework that enable managers and different stakeholders to implement a structured approach for the development of the targeted subsectors through the identification and contracting of partnerships with different actors. A few points, however, call for special attention, as noted in the documentation report: i) regularly analyze risks relating to subsector development, especially export, and mainly the price volatility risk; ii) monitor the product absorption capacities on markets, especially when it comes to plant fiber subsectors; iii) set up systems to control the rational use of raw materials to avoid overuse; and iv) adopt a territorial approach to the development of a given subsector.  Furthermore, a study on innovative funding mechanisms for MRPA network PAs was conducted in late 2016/ early 2017, with a practice documentation report submitted in October 2016 and a final report in March 2017. The latter sets forth the resource mobilization potential per PA, the tax leverage analysis, and the ecosystem service valorization. The analysis highlighted that innovative funding mechanisms should be oriented on:   * The revenue received at the decentralized level or, if possible, through an implementing or financial agency; * Revenues derived from a contract and mutual service relations between management delegatees, local jurisdictions, and local communities[[58]](#footnote-58).   A few contractual systems were initiated and contribute as of now to the reinforcement of revenue flows into social and economic development and PA management. One can especially mention:   * The Sahanala Economic interest group (EIG) created on the initiative of Fanamby and the management of Camp Amoureux in Menabe Antimena and Camp Tattersalli in Loky Manambato, and the vanilla and cashew nut subsectors in Loky Manambato; * The pico hydro power plant set up in partnership with Tany Meva in Amberivery, in the Bemanevika PA; * The one-stop shop set up in Mahajanga to manage tourist tickets for CMK; * The Bemanevika Camp; * The partnership with the T'TELO company for the production and marketing of honey in Ampasindava-Galoko; and * The partnership between the Rouge Beauté company and eight associations from CMK on wickerwork.   Other contractual initiatives could ultimately develop with, for example:   * the Relais du Kirindy hotel complex in the Menabe Antimena PA which is located in the service area and should therefore pay a fee i) for local development; and ii) to the PA management; * the Nosy Ankao hotel complex in Loky Manambato which is located within the protected marine area of the PA and could assign part of its profits to local economic development and the management of the PA, using the same system as Relais du Kirindy. Discussions are already ongoing with Fanamby and Sahanala, especially regarding a contractual agreement for the purchase of fish fished in the area, with the structuring and professionalization of the fishers supported by the Sahanala GIE; * the professionalization of local associations and/or EIG and structuring of the different subsectors, i.e. vanilla, honey, cocoa, etc. and contracting with private operators such as T'TELO, with an obligation to redistribute part of their profits to the management of the PAs. | **Satisfactory** |
| 3.3 Rules and procedures for sustainable tourism and reforestation concessions are managed, biodiversity offsets and CSRs are developed and implemented in collaboration with competent public and private institutions. | No special rule or procedure has been developed to allow for the development of sustainable tourism. The project focused on the following approach when it comes to the development of sustainable tourism:   * Reinforcement and development of partnerships with tourist operators:   i) between MBG, the Tourist Operators Group of Sambirano (GOTS) and the Tourist Operators Group of the District of Ambilobe in Ampasindava-Galoko: reinforcement of the tourist reception capacity, development of the networking with regional actors in the field of tourism, organization of tourist visits on the sites:  ii) the partnership between Asity, the Regional Office of Tourism of Boeny and Madagascar Rural Tourism (MATOR) and the setting up of a one-stop shop in Mahajanga;  iii) the partnership with the Sahanala EIG for the management of Camp Amoureux in Menabe-Antimena and Camp Tattersalli in Loky Manambato.   * Reinforcement and creation of reception infrastructures:   i) renovation of reception and accommodation infrastructures at Camp Amoureux;  ii) reinforcement of reception structures in Camp Tattersalli, Loky Manambato;  iii) construction of a lodge in CMK; and  iv) development and servicing of a camping site in Bemanevika.  Also, no support was received on the rules and procedures relating to reforestation concessions. The project supported the setting up of forest nurseries in most sites and supported reforestation campaigns (which were not always successful with rather low plant green-up rates in Menabe Antimena or Loky Manambato, for example) but did not organize actual reforestation concessions.  Lastly, regarding offsets, the capitalization study identifies the sites of Ampasindava, Menabe Antimena, and CMK for the setting up of potential offset procedures because their territories include mining plots and are subject to mining permits. On the other hand, on the two other sites (Loky Manambato and CAPAM), mining is practiced by small groups of individuals in uncontrolled manner and at small scale. However, it must be noted that no offset plan has yet been set up[[59]](#footnote-59). | **Moderately satisfactory** |
| 3.4 Investments are provided through microcredits and the project catalyzes local business initiatives. | No investment was provided through microcredits.  However, the project did catalyze local business initiatives in the different sites, generally through subsector approaches (e.g. wickerwork in CMK, honey in Ampasindava-Galoko, vanilla and cashew nuts in Loky Manambato, or rice production in COMATSA). These business initiatives are, however, nascent and need to be consolidated, as well as expanded and replicated.  Honey subsector  The MRPA sites where the honey subsector has been promoted are Ampasindava-Galoko and CMK.  In Ampasindava Galoko, the subsector was structured through a partnership with the T'TELO economic operation by: i) initiating, monitoring, and supporting beekeepers; ii) providing equipment; iii) putting the harvested products on the market; and iv) structuring producers into a formal group.  In CMK, the beekeeping equipment has been distributed and a partnership with the beekeeping platform of the Boeny Region has been initiated. The organization of the subsector should be continued and reinforced in favorable sites such as Andranomavohely and Benetsy where productions are extremely satisfactory, and should be developed in mangrove areas where honey is profitable from a conservation and income perspective.  Cash crops: cocoa, vanilla, coffee, and pepper  The sites that have developed the cocoa and coffee subsector are Ampasindava-Galoko Kalobinono and CAPAM (in Andapa).  In Ampasindava-Galoko, several nursery centers were set up to multiply cocoa and coffee plants in collaboration with the Agricultural Research Center (FOFIFA) and the Agricultural Service Center of Ambanja. Trainings on the technical aspects of sustainable cocoa farming were also provided. The subsector however needs to structure itself.  Regarding vanilla, the subsector was mainly supported in Loky Manambato, through the Sahanala EIG. The product obtained is labeled "organic and fair trade" by Ecocert. It is, for that matter, the first project from Madagascar to be certified under the Bio-FR label (fair trade, responsible).[[60]](#footnote-60)  Raffia and *satrana* subsector  The value chain was structured and organized in CMK, especially with the setting up of a crafts shop in Amborovy Mahajanga and the initiation of a partnership with Rouge Beauté. Raffia processing contributed to improving the overall income and standard of living of crafts making households. A carpet of 1m diameter sells up to MGA 60,000, with a profit margin of 80%. In partnership with the Rouge Beauté company, eight associations benefitted from of a succession of trainings on collection, raffia fiber processing, coloring, and carpet weaving. The profits from the shop are distributed as follows: 54,000 MGA/m2 per month for the maintenance of the shop and taxes, 5% of the profits for the operation of MMZ, 1,000 MGA/member for the association and the rest is shared between the craftspeople.  Cashew nut subsector  The structuring of the cashew nut subsector was initiated in Loky Manambato by the Sahanala EIG and the Ecocert labeling process has been initiated.  Fish farming subsector in CMK  Collaboration was initiated between the DRRHPs of Boeny and Asity to promote fish farming activities in CMK. In 2016, 26 ponds were developed and in 2017, 39. Each pond can produce an average of 40-50 kg/year at a price ranging between 4,000-7,000 MGA/kg (i.e. 9,652,500 MGA/year). Two associations, namely FIVEMIA (Antseza) and FMMK (Bekipay) were equipped with a smoke house to improve the quality of smoked products and conserve them. However, the value chain is not yet properly organized and needs to be structured (identification of collector/operator, circuit inside and between districts, cold, and development of Makary as fish market).  Rice farming  The project supported the improvement of the irrigation conditions of rice farming parcels in COMATSA (construction of 04 micro-infrastructures that allowed for covering a total of 400 Ha of perimeters in Marovovonana and Bedanadana), CMK (construction of two dams [Benetsy and Betsina and Ambohibary] and rehabilitation of the irrigation networks covering a surface area of 15,805 Ha, introduction of SRA techniques), and Bemanevika. | **Satisfactory** |
| 3.5 Labeling is facilitated and access to the organic and/or fair trade market is negotiated for local productions, services, and business initiatives compatible with conservation. | Several partnerships with private operators have been initiated (T'TELO, Rouge Beauté, Sahanala) but only the vanilla and cashew nut subsectors operated by the cooperatives associated with Sahanala in Loky Manambato and in the Sava Region are labeled Ecocert. | **Moderately satisfactory** |
| 3.6 The revenue from voluntary carbon agreements (including REDD+) contributes to the initial funding of community reforestation businesses and MRPA management. | The southern part of COMATSA is one of the priority areas of the REDD+ project at national level.  Furthermore, the setting up of voluntary carbon agreements was identified in several BPs. A carbon offset initiative (avoidance and reforestation by KMTs) materialized in Loky Manambato through an agreement between L'Oréal and Fanamby. However, this initiative seems to be independent from MRPA. | **Moderately satisfactory** |
| 3.7 The revenue from REDD and agreements are invested in targeted fashion in the sub-accounts of FAPBM. | Fanamby initiated the investment of USD 2 million from the Global Conservation Fund on a targeted fund of FAPBM which nowadays allows for funding up to 50 to 60% of the recurring costs of the Loky Manambato PA. Part of the profits from the Sahanala EIG should ultimately also be invested in a targeted fund of FAPBM. These initiatives ensue from the collaboration between Fanamby, Sahanala, and FAPBM.  FAPBM additionally co-funds the recurring costs of CMK and INR of Tsaratanana. | **Satisfactory** |
| 3.8 Options for increased assignment of public funds to the funding of MRPAs are identified and negotiated. | It seems that no negotiation has been made to ensure increased mobilization of public funding for MRPA management. | **Non-satisfactory** |

***Level of contribution of the expected outputs to the three expected outcomes of the project***

The level of achievement of effect and objective indicators, as defined in Project Document, restated in the project inception report, and annually informed in the project progress reports (PIRs), is presented in Annex 5: Consolidation of PIR ratings. The level of achievement per expected effect provided hereunder is based on analyses conducted per output.

Expected outcome 1 - New PAs under categories V and VI are created to lay the foundations of an operational and effective subnetwork of Managed Resources Protected Areas, drawing on common management vision and principles.

**All the outputs generated under outcome 1 contribute to the achievement of the first result in a satisfactory way**. Ten new PAs integrated to the five PA complexes were officially created, making up a surface area of 1,464,973 Ha, i.e. 97% of the initially planned target. Official creation decrees were signed in 2015. Baseline inventories were conducted and each site has a DMP and EMSSP. SDMPs were also developed for NRMTs.

The level of integration of these DMPs to land development tools varies according to regions and regional and communal contexts. Nevertheless, it is deemed satisfactory. Although the will to achieve structuring is clear, close collaboration between PA governance structures, PA managers, and relevant communal and regional services is needed to sustain these integration efforts.

PA management means and tools were reinforced at the grassroot level, whether at the level of comanagers or their local partners (VOI, KMT, KMMFA, Polisin'ala). Different management tools for category V and VI PAs were also developed and made available to managers. However, PAs extend over a large surface area and the staff rolled out on field remains weak, especially in the case of category V and VI PAs where field workers not only need to conduct conservation actions but also need to consult and intermediate with local communities, as well as promote social and economic development. For the majority of PAs, the staff currently rolled out on field is not sufficient to address all these aspects but it matches and is consistent with the financial means available to managers.

Monitoring systems were set up (METT, FSC, community ecological monitoring, periodic scientific monitoring, feeding of SAPM monitoring tools). However, the site-per-site monitoring of the conservation indicators defined in DMPs and target values is only partial and individual PAs do not really monitor indicators of economic growth.



Photo 6 - KMMFA worker in Loky Manambato

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As such, NPAs were officially created and their management initiated. A nascent subnetwork for category V and VI PAs exists but its formalization was prevented by disagreements regarding its bylaws. The Madagascar PA network nowadays has 123 sites, including 57 in categories V and VI, and their management was delegated to 25 managers. Because of the characteristics of their governance and management models, natural resource management and use rules, and the mechanisms to be set up to guarantee the involvement of resident communities, this network or exchange platform appears necessary and its creation process should be continued. Efforts to formalize a PA network are reportedly ongoing but a priori no longer solely focus on category V and VI PAs, which is unfortunate.

Expected outcome 2 - The institutional capacity of stakeholder groups provides an enabling environment for the decentralized management of MRPAs, ensuring biodiversity conservation and sustainable natural resource-based economic growth.

**All the outputs generated under outcome 2 contribute to the achievement of the first result in a satisfactory way**.

Joint governance and management structures, roles, and responsibilities were clearly established and defined in the texts governing the ten PAs. Joint governance principles are, generally, complied with and enforced through the COSs in place and, overall, are operational. All stakeholders benefitted from capacity building and skills reinforcement during the implementation of the MRPA project (PA governance and management, national legislation, sensitization on NRMTs, technical support on some IGAs, community surveillance and ecological monitoring). Deconcentrated Technical Services were reinforced and mobilized to support local initiatives during the project. A sense of network was developed at the level of individual PAs and a degree of unity was achieved among the different actors, and forums for consultation and dialog were created for all PAs.

However, the involvement of regional authorities in the joint management of PAs and their will to ensure such management need to be reinforced. The human and material capacities and resources of the deconcentrated technical services to fully meet local expectations additionally remain limited.

Joint management principle implementation has been initiated in most cases but complementary efforts need to be provided to fully enforce joint management - which, so far, often shares too many traits with management delegation to a specific organization (P-NGOs) - and to fully sensitize and empower the different actors. Management delegation contracts to P-NGOs (maybe joint management would be more accurate?) should also be renewed as soon as possible to formalize their presence and actions on field.

Furthermore, issues of land security within PAs, especially category V and VI PAs, remain complex and unresolved. Work on PA and NPA land security arrangements needs to be continued, as COAP does not comprehensively elaborate on land tenure and rights management issues. However, the challenges faced by the system of category V and VI PAs as a whole, extend beyond the strict scope of the MRPA project and will require strong commitment from national entities and ongoing advocacy from PA managers and influential actors, including UNDP.

To date, the overall outcome of the project in terms of biodiversity conservation remains uncertain. So far, the mechanism for reporting information on NPA biodiversity monitoring and compiling it at DSAP level does not allow for taking stock of conservation status trends. The outcomes of the actions undertaken on conservation are hard to establish. True enough, the majority of PAs report decreased pressures (fires, lemur traps, etc.) but this information cannot be confirmed. A few interviewees reported, for example, that some patrollers conceal offences occurring in their intervention area. Lastly, each P-NGO conducts ecological monitorings (scientific ecological monitorings, twice a year). Monitoring reports exist, however, accessing comparative analyses between two periods would have been preferable as it would have allowed to appreciate trends in the targeted groups, but such analyses do not seem available.



Photo 7 - Dam in CMK

The outcomes of the IGAs and subsectors supported for target groups are certain (wickerwork and ecotourism in CMK, rice farming, ecotourism in Menabe Antimena, cocoa in INR of Tsaratanana and Ampasindava/Galoko, vanilla and Ampasindava/Galoko and Loky Manambato). These IGAs improve the social and economic conditions of beneficiaries. These IGAs reached nearly 7,560 households distributed in the five big sites, i.e. only approximately 7.73% of the residents of the PAs[[61]](#footnote-61). As such, the leverage effect on the sustainable growth of PAs is mitigated.

Expected outcome 3 - The financial sustainability of MRPAs is enhanced through innovative public-private partnerships and mobilization of public funding

**All the outputs produced under Outcome 3 contribute in a moderately satisfactory way to the achievement of the first result and additional support is needed in the short term.**

Business plans for the five PA complexes have been developed, identifying their funding needs and making it possible to identify on an annual basis the funding needs and funding gaps for the management and development of each PA. However, funding remains to be mobilized in the future to fill these gaps for each PA.

Comprehensive studies on the sub-sectors common to the 10 PAs have been developed, and some contractual systems have been initiated and are already contributing to increasing the flows of income for the socio-economic development and management of the PAs. There is potential to complement these initiatives in the short term. A complementary effort must therefore be made to this end. The majority of stakeholders interviewed felt that the sub-sector studies were carried out relatively late in the implementation of the project. The project's strategy focused first and foremost on securing PAs in the legal sense and structuring their governance and management systems before moving on to the development of promising sub-sectors and the implementation of a partnership approach that would allow for establishing contractual systems for remuneration for i) the conservation and management of the PA; and (ii) local socio-economic development. The evaluation team considers this approach commendable. The development of business plans and sub-sector studies could have been carried out earlier in the project implementation process, **but the evaluation team considers that this development and contracting process can and must continue with PA Managers remaining committed to the approach and investing in these in the coming years.**

Photo 8 – Vanilla collected by Sahanala

Some sustainable tourism initiatives have emerged but their contribution to funding PA management remains low. The project catalyzed some local entrepreneurial initiatives that need to be consolidated and replicated now to have a real leverage effect on the development and financial consolidation of PAs. Labeling processes or revenue from voluntary carbon agreements are still limited.

Private public partnerships have been initiated and must continue to contribute to the financial sustainability of the 10 PAs. It does not appear that specific advocacy has been conducted to strengthen the mobilization of public funding for PAs, except for the roundtable organized in 2017. **Short-term support for 2018 is essential to strengthen the financial sustainability and support PA co-managers in mobilizing and strengthening public-private partnerships.**

***Extent to which expected outputs and outcomes generated contribute to the initial project objective***

*The initial objective of the project was to expand Madagascar's PA system by developing a sub-network of managed natural resource PAs in underrepresented ecological landscapes, as part of joint management by local government and communities, and integrated into regional development frameworks.*

In light of the level of achievement of the three outcomes, the evaluation team considers that the **level of achievement of this objective is satisfactory**.

Some of the project’s key achievements include obtaining the final status for the five PA complexes and developing and making available management tools for these PAs. These achievements have been reinforced at the national level by an important advocacy work carried out by the MRPA project, particularly with regard to the updating of the COAP and the integration of the elements specific to category V and VI PAs.

Photo 9 – Owl in Menabe Antimena

Co-governance and joint management roles, responsibilities and arrangements have been provided for in the PAs' texts and the principles of co-governance are being implemented. However, the institutional framework for joint management by deconcentrated technical services, delegatee NGOs, local governments and communities needs to be further strengthened and structured to allow for full empowerment and involvement of all actors in co-management. The financial sustainability of these PAs is not yet fully ensured. Promising public-private initiatives and partnerships have been initiated and must be supported in the short term to allow for more autonomous management of PAs, sustainable economic growth through the rational exploitation of natural resources, while ensuring preservation and maintenance of forest ecosystems and their biodiversity.

In general, PA planning objectives are well integrated into regional and municipal planning and development frameworks, but land security issues remain complex and unresolved. Finally, advocacy for strengthening the involvement and willingness of regional authorities to take part in the co-governance of PAs and ensure compliance with legal provisions is necessary and must be pursued by the various actors in the field, civil society as well as donors in the short term.

The project has not generated any unexpected outcomes, but the establishment of PAs has had some negative outcomes.

The implementation of the DMPs and the EMSSPs at the PA level has allowed for mitigating negative effects. PAs are still subject to some pressures which are reviewed in the sustainability section: they are mostly of anthropogenic origin and are not due to the intervention of the project. However, some negative effects of the creation of PAs, which are not specifically related to the MRPA project, can be identified:

* Reduced access to resources for riparian communities without the compensation mechanisms in place to fully mitigate this negative effect;
* Significant migration to certain PAs out of covetousness for protected areas (Menabe Antimena or CMK), while migration mechanisms are not controlled by the regional authorities;
* Social tension around the law enforcement carried out by community agents on illegal acts, which are denounced and then cleared due to the lack of charges. Community workers are subject to threats and violence (verbal and/or physical) and lack sufficient support from the forest administration and regional governments.

The project’s documentation study allows for identifying and compiling good practices and lessons learned by topic.

A study to document the achievements of the MRPA project was carried out in the first half of 2017. It provides a relatively objective assessment of project achievements by major topic, namely in terms of: (i) creation of PAs; ii) PA governance; (iii) network of Category V and VI PAs; iv) biodiversity conservation and economic growth; v) sustainable funding of PAs ; and vi) project management. Good practices, success factors, challenges faced, lessons learned and recommendations for strengthening achievements were analyzed and formulated for each of these themes.

The findings of this documentation study, the lessons learned, and technical recommendations issued should be integrated and taken into account in the design of any future initiative.

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| **Conclusion on Evaluation question 5:**  The level of achievement of most outputs is rated Satisfactory. The outputs contribute to satisfactory achievement of the first two outcomes and moderately satisfactory achievement of outcome 3.  Ten category V and VI PAs have achieved final creation status, and their management tools and resources have been strengthened at the grassroots level, both at the level of co-managers and their local partners. However, the resources and current staff deployed on the ground for the majority of PAs are insufficient to address all aspects of management. Monitoring systems have been instituted but should be further strengthened. A nascent sub-network of category V and VI PAs has been developed but could not be formalized due to divergence as regards its status.  The co-governance and joint management structures, roles and responsibilities have been clearly established and defined in the texts governing the 10 PAs. Co-governance is being applied and is operational. Regarding joint management, complementary work must be done to move towards full application of its modalities and to sensitize and fully empower the various actors. The issues of land security within PAs remain complex and unresolved. The effects of IGAs and sub-sectors supported on the target groups are certain, though they benefit only a minority of the population residing in the PAs. The overall effect of the project on the preservation of forest ecosystems and the conservation of biodiversity is also difficult to quantify in the absence of reliable analysis from the partners.  Initiatives to strengthen the financial sustainability of PAs have been undertaken since the mid-term evaluation and public-private partnerships have been initiated. However, the contribution of these partnerships to funding the management and operation of PAs has remained limited so far. Support for the strengthening of these initiatives and partnerships is necessary in the short term.  In light of the level of achievement of the three outcomes, progress towards the initial goal is rated Satisfactory. |

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| **Rating of the effectiveness of the project**  Level of achievement of result 1: S  Level of achievement of result 2: S  Level of achievement of result 3: MS  Level of achievement of the immediate objective: S |

**Evaluation question 6** **: What are the potential impacts that the project is contributing to in terms of developing a sub-network of managed natural resource PA in underrepresented ecological landscapes, establishing a framework for joint management by local government and communities, and integration** **into regional development frameworks?(** ***impact criterion*** **)**

The pre-conditions for achieving impacts are met in part.

The conditions for setting up a Category V and VI PA sub-network are met overall. In total, SAPM now has 57 category V and VI PAs, and management has been delegated to 25 managers. In other words, if financial means are available and provided that sustainable financing mechanisms are developed, these PAs will contribute to ensuring sustainable conservation of forest ecosystems and their biodiversity. The financial sustainability of the 10 supported PAs is not ensured in the short term, but the development of private public initiatives and partnerships and the tools available to these PAs (DMP, Business Plan, business plan per sub-sector, etc.) are encouraging signs for the funding of the core functions associated with PA management in the medium term. These initiatives, however, need to be encouraged and supported in the short term.

The network of Category V and VI PAs has not been formalized, but the studies that have been carried out to define their arrangements as well as the technical meetings held between the various stakeholders are an encouragement to further the process. The peculiarities and specificities associated with the governance, management and development of this type of PA call for establishing a forum for dialogue and exchange between the different actors. Conditions are not fully in place to formalize such a forum, but the work recently undertaken by WCS to develop a network of terrestrial PA managers provides an opportunity to build on the need for a specific sub-network of Category V and VI PAs.

The institutional framework for co-governance and joint management has been established and defined for each PA. The conditions for the effective functioning of co-management in due time are in place, provided some improvements are made to the methods of joint management through, in particular, greater empowerment and involvement of the different co-managers, strengthening of their means of action (OPCI , VOI, etc.) and the formalization of co-management delegation contracts. Technical and legal tools are in place to ensure the sustainability of PA governance and management. However, additional support over one to two years is required to consolidate these tools and bases.

Several local associations, cooperatives, EIGs and VOIs are progressing on the path of empowerment (such as VOI at COMATSA, basketry association at CMK, empowerment of local structures in the management of processing centers in Maroamalona or Tsaratanana, cooperative COBIOVA on vanilla), which is an early sign of positive medium and long-term effects and impacts on the living conditions and incomes of the members of these structures.

Photo 10 – Crafts shop in Boeny

Communities demonstrate a good level of awareness of the importance of resource conservation through several initiatives and positive behavioral changes. Most communities comply with the rights of use in the site zonings and enforce the *Dina* sanctioning infringements as regards access to the resources, though infringements are observed in some sites.

Conditions for sustainable growth and socio-economic development of PA resident populations are met in part. Efforts should be furthered for the development of promising sub-sectors, the setting up of public-private partnerships, and the negotiation of compensation and financial rewards for the management and operation of PAs by some projects (such as the Ampasindava mining operators, Menabe Antimena and CMK, the Relais du Kirindy hotel complex, the Nosy Anakao hotel complex in Loky Manambato, or the professionalization of local associations and/or EIGs and the structuring of the various vanilla, honey and cocoa sub-sectors).

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| **Conclusion on Evaluation question 6:**  The project is contributing to several impacts, but additional support is needed to consolidate the conditions and factors for achieving these impacts:   * The conditions for the establishment of a sub-network of Category V and VI PAs are met overall, but advocacy must be provided for the work done to continue and to lead to actual establishment of the network; * The financial sustainability of PAs is not ensured in the short term, but the development of public private initiatives and partnerships and the tools available are encouraging signs as regards the funding of the core functions associated with PA management in the medium term; * The institutional framework for co-governance and joint management has been established and defined for each PA and the conditions for the effective functioning of co-management in the long term are in place, provided some improvements are made to joint management arrangements; and * The partial empowerment of several local structures are early signs of positive medium- and long-term effects and impacts on the living conditions and incomes of the members of these structures. |

**Evaluation Question 7: What is the likelihood of sustainability, replication and dissemination of results and good practices after project implementation? *(sustainability criterion)***

The evaluation team rated as “Moderately Likely” (ML) the environmental, socio-economic and financial sustainability and “Likely” (L) the institutional sustainability of the results achieved by the project. Future ecological integrity is likely for most PAs. The environmental sustainability of the PA of Menabe Antimena is rated as Moderately Unlikely (MU).

Environmental factors

All PA ecosystems face pressures and threats, mostly anthropogenic. However, for the vast majority of them, the current management methods make it possible to control such pressures and threats in general and to mitigate their effects. Future ecological integrity is currently likely for most PAs. The ecological integrity of Menabe-Antimena PA is the most threatened and least likely in the medium term. The evaluation team rated as Moderately Likely (ML) the environmental sustainability of the results achieved by the project (and Moderately Unlikely for Menabe Antimena).

*CMK*

CMK is currently facing demand for land by two sugar companies, SIRAMA and COPLAN, to expand their production. The expansion requests have already had some consequences, with clearings observed in the area. A request for an expansion by 6,000 ha within the limits of the PA has reportedly been filed by SIRAMA, on an area touching the catchment area of ​​Lake Kinkony, which is classified as a RAMSAR wetland. Given that the request for extension was granted by the Government, the consequences on the ecosystem could be serious: clearing and cultivation, pressure on water resources for sugar cane irrigation, pollution and silting of Lake Kinkony may ultimately lead to the disappearance of endangered species (eutrophication like Damba).This situation would also create another precedent for the transfer of protected areas to agribusiness activities.

Ecosystems in the PA face other pressures and threats:

* External anthropogenic pressures, generally related to processes of population migration farther south for the exploitation of marine and lake resources. Control of resource users must be strengthened, and local communities have put in place a "guest book" mechanism that allows for better controlling and tracing visitors external to the PA;
* The communities are currently exploiting part of the land belonging to COPLAN in Antongomena-Bevary for rice production through a sharecropping mechanism. If the company decides to reclaim this area for sugar cane production, the communities will have to look for other production areas and could turn to virgin marshes ;
* Illegal exploitation of agates in Antseza (non-compliant document) and no fees paid to the local authorities.

These pressures and threats are minimal at this stage**. The PA’s ecological integrity is currently ensured** and the pressures and threats can be mitigated in the short term namely through better management of migratory flows, greater involvement and empowerment of local elected representatives, increased accountability of the MMZ platform, and the enforcement of the Responsibility Charter.

*CAPAM*

Mahimborondo Bemanevika

The main threats to the Bemanevika PA are bush fires, illegal logging, exploitation of secondary forest products (honey, bilahy, etc.), trapping and hunting (lemurs including *Eulemur fulvus fulvus*, waterbirds, and *Tenrec ecaudatus*). These threats are overall controlled and their effects are mitigated.

The LIFE approach[[62]](#footnote-62) has been adopted in Bemanevika since 2016 and has demonstrated an added value in terms of community mobilization, leading to more sustainable use of locally available resources and a high rate of implementation of activities by participants after mass training.

In addition, the establishment of a mechanism for Payment for Ecosystem Services (PES) at the pico-hydroelectric plant is encouraging. This mechanism will eventually contribute to funding the conservation of the watershed that feeds the power plant (and the NPA Bemanevika by extension).This mechanism, in the test phase, must now be consolidated and its effectiveness reviewed once the plant is commissioned.

In Mahimborondro, threats are due to the collection of timber and firewood, the use of the forest as a place for agricultural production (cash crop such as cocoa, coffee), the use of the forest as a place for cattle stocking, collection of secondary forest products, trapping and hunting of wild animals (lemurs, wild boars, tenrec and guinea fowl). These practices can eventually create openings in the original plant formation, modify plant succession, favor the appearance of invasive species, reduce the number of animal population and change the behavior of wild animals. However, the management actions in place in the PA mitigate these practices for the time being.

INR Tsaratanana

Clearing is one of the most critical pressures on Tsaratanana's biodiversity. In the northern part of the INR, clearing results generally from cannabis cultivation and in some places it is due to the search for fertile land for food crops. Clearing occurs in dense moist low and mid-altitude forests. The clearing of forests accentuates the progressive fragmentation of forests and threatens the survival of forest animals. Poaching affects large lemurs and birds. Though it is occasional, this activity is mainly due to the collectors of "bilahy" (a tree whose bark is used to ferment local alcohol) and people who supply cannabis producers with food. Rudimentary but permanent dwellings are found inside the forest. Human occupation is usually related to cannabis cultivation. This pressure gives way to other forms of pressure, such as hunting and wood cutting. Cultivation of perennial crops in the undergrowth is also noted: some areas initially occupied by the original vegetation is replaced by cash crops such as cocoa trees, pepper trees and coffee trees that need large trees for shade.

COMATSA

In the COMATSA Site, despite the promulgation of a regional decree banning all occupation and land allocation within the NPA in 2014, some communities are still trying to convert the Andrevorevo marshland (RC Ambovonomby) into paddy fields.[[63]](#footnote-63)

New areas of deforestation and illegal logging have been found in the forests of Bevonotra in Sambava and Andrafainkona in Vohemar[[64]](#footnote-64). In 2016, the mid-term evaluation of PHCFII that supported over the years the management of COMATSA on a co-funding by the AFD, the French Fund for Global Environment and Air France, concluded that the “overall impact [of the PHCFII] on the deforestation process remained uncertain: firstly because this process is complex and is influenced by a multitude of factors that often vary from one site to another, from one period to another; and that may be out of reach of a project. [...]. Secondly, because the time scales are different: the process of deforestation is fairly rapid in Madagascar while the work of structuring populations is, in essence, long and results are visible only in the medium or long term. Finally, some communities may have a very marginal interest in these issues, especially when a cash crop generates significant incomes and the level of education is low." [[65]](#footnote-65)

*AMGAL*

The synopsis of biodiversity pressures in these two NPAs shows that clearing for rice cultivation, commercial timber harvesting, charcoal production from forests and mangroves, and selective extraction of *Ampasindavae Dypsis* (only in Ampasindava) constitute the major pressures for species related to forest formations. Other pressures such as hunting, selective cutting, zebus straying are at medium or small-scale. For Ampasindava specifically, the natural ecosystems of this landscape are threatened by a vast mining project (Tantalum Rare Earths Madagascar) and an oil project being explored by OYSTER Oil and Gas Madagascar.[[66]](#footnote-66)

*Loky Manambato*

The main pressures on the Loky Manambato PA include:

* Uncontrolled gold panning in the dry forest hardcore. Basic but permanent dwellings are found in the heart of the forest. Mining areas and gold washing have been mapped as part of the development of the DMP and have been specifically zoned. However, the exploitation, although monitored by the KMT and Fanamby agents, could quickly expand depending on the amount of gold found. The holes made and used decades ago are not repaired or rehabilitated;

Photo 11 – Gold panning site in Loky Manambato

* On the coast, as traditional fishermen and industrial fishermen use the same fishing grounds, this can potentially lead to overfishing.

In general, the current pressures on the PA are controlled by the mechanisms and management methods put in place. Communities are aware that they are involved in the protection of their environment, and in general, offenses are reduced by a combination of the means and resource persons mobilized by the MRPA project.

*Menabe Antimena*

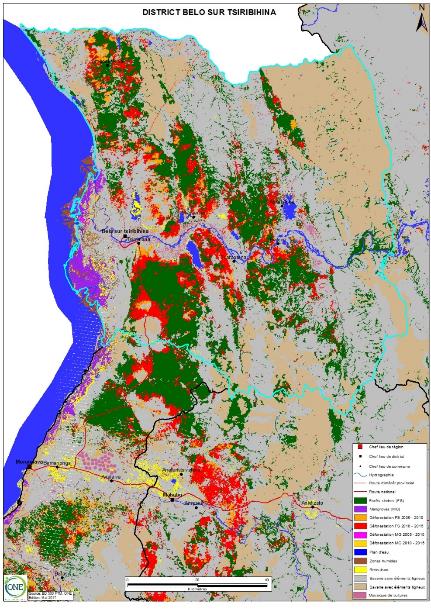


Figure 6 - Deforestation in Menabe (Source ONE)

The Menabe Antimena PA faces unprecedented clearing, which **now threatens the ecological integrity of the PA**. The clearing comes in response to an increasing demand for groundnuts (and more recently maize). This has led to massive immigration of populations from the South West of Madagascar. This risk, rated as moderately likely in the Project Document and the PA’s DMP, was actually underestimated. It directly threatens the habitats of three endemic species that are in danger of extinction today. Clearings that were mostly located in SUAs have recently spilled over into service areas and hard cores. A ONE publication showed a deforestation rate of 5.5% between 2010 and 2015 for the Menabe region. The maps produced show a high concentration of deforestation in the areas of the NPA of Menabe Antimena (see above).

The large migration flow (several thousand people) has caused a weakening of the VOIs to which the NRMTs have been contracted, as well as KMMFA agents who have been trained and equipped under the MRPA project. Migration flows (migrants outnumber local populations today), mean that VOIs are no longer representative of the actors working in the PA. KMMFA and VOI members face frequent threats as well as physical violence. Outreach activities have been undertaken by the co-manager Fanamby and its partners (Durrell, CNFEREF, MNP), but the effects are slow to materialize.

A working group has been set up at the regional level under the umbrella of COS to try to stop the clearing and extension of maize and groundnut production areas. It brings together the different technical directorates and NGOs. An emergency plan has been developed for this group, including mixed brigade raids, sweeps, etc. Actions of eviction have already been undertaken by the DREEF team with the Mixed Brigade but without lasting effects. The actors are facing a lack of funding to implement this emergency plan and it is unclearing whether the regional authorities are willing to regulate and tackle the migration issues.

Photo 12 - Effect of clearing at Menabe Antimena



Socio-economic factors

The support provided by the MRPA project has allowed for supporting several IGAs and the structuring of promising sub-sectors. Encouraging public-private partnerships have been initiated. However, additional support must be provided to sustain these gains and extend them to a larger number of beneficiaries. The land security aspects must also be deepened and clarified. The evaluation team rated the socio-economic sustainability of the results achieved by the project as Moderately Likely (ML).

*CMK*

The evaluation mission allowed for understanding that the commitment and ownership of the grassroots communities for CMK was very satisfactory.

Several promising sectors were supported and have shown good results: the tourism sector with the agreement with ORTB, MATOR and GIZ, the basketry sector which is today functional, the rice sector (which still requires additional time for professionalization). Another potential subsector could be developed around the medicinal plant *mandravasarotra* in cooperation with a local company, Faly.

It is necessary to go beyond the pilot phase for IGAs, and to reinforce the gains by professionalizing promising sectors and expanding the group of beneficiaries.

*CAPAM*

INR of Tsaratanana

The evaluation mission observed an increase in agricultural production and productivity (rice, off-season crops)[[67]](#footnote-67), a strengthening of the LPC's motivation to get involved in patrol activities, and a beginning of entrepreneurial management among beneficiaries equipped with machines.

The newly planted cocoa plants will only be productive after five years but fermentation techniques have been improved (products of old plantations).The effect on pressure reduction is not yet noticeable but it is assumed that the beneficiaries will invest more in production outside the INR given the restriction on access to the PA and the law enforcement actions conducted by the armed forces.

The planting of cannabis inside the INR persists but fire points are decreasing in number: 111 fire points were recorded in 2016 and 38 in 2017 (January to November) according to the managers of the INR.

Bemanevika - Mahimborondro

Socio-economic development activities and community involvement in conservation have led to increased motivation of local stakeholders to promote conservation. For instance, the VOI "FIMAKA" has established the link between conservation efforts and tangible economic benefits that members receive (electricity, IGA, etc.).The mass sensitization undertaken by its members goes in this direction.

Bush fires still nibble the edges of the NPAs, but their frequency has been decreasing according to the managers of the PAs. The VOI FIMAKA is positive that the number of lemur traps encountered during patrol activities has dropped compared to what was observed in 2016.

COMATSA

Several VOIs are in the process of becoming autonomous at COMATSA. The current prices for several cash crops, including vanilla, has made it possible to strengthen the VOI's financial autonomy through the effective payment of membership fees as well as usage rights. Community awareness of the importance of forest resources for production of cash crops has now been enhanced.

*AMGAL*

The evaluation mission observed the following in the communities of AMGAL:

* Greater involvement of beneficiaries in CoDina tours;
* More cash inflow among beneficiaries (although the exact amount is difficult to estimate);
* Beginning of entrepreneurial management by the associations supported;
* However, clearing for rainfed rice cultivation persists in the NPA (outside the hard core).

*Loky Manambato*

The support for socio-economic development seems more structured and more structuring on the marine and coastal part. The evaluation team observed little leverage so far in terms of socio-economic development on the land side. The vanilla production areas cover only a small part of the PA, which on the other hand has a shorter production time given the arid climatic conditions.

The production of patchouli is quite promising. It requires shaded land, and has a relatively short production-collection cycle (three months). The better structuring of patchouli growers associations is expected to strengthen their bargaining, promotion and cultivation capacity: this would contribute to an effective preservation of the environment, while maintaining the planters in this extra activity.

The work being done with the fishermen is quite promising. The sensitization on the regulation of the fishing standards was rapidly owned by fishers, and as result they have become demanding with the DRHP as regards control.

Environmental protection initiatives such as mangrove reforestation were easily taken over by the communities, at the exclusive initiative of women's associations. This demonstrates their ownership of environmental concerns, as long as they are associated with their income-generating activities.

Photo 13 - Mangrove in Loky Manambato

There are potentialities to be exploited with the hotel complex Nosy Ankao, which could improve the socio-economic conditions of the area. An interesting work could also be undertaken on zebu breeding, particularly through the construction and implementation of a zebus market in one of the area’s four communes.

*Menabe-Antimena*

The management of the Camp Amoureux tourist camp and the involvement of communities in the management have shown very interesting effects for the communities in the commune where this camp is located: i) greater involvement in the conservation of resources; (ii) net benefits generated for all communities; (iii) parallel activities developed such as crafts for the sale of water; iv) social development.

Photo 14 – Lemur observed at au Camp Amoureux

© Gaétan Quesne

However, the effects are concentrated in only one commune of the NPA, and the situation in the other communes is less positive. The work done on the aflatoxin-free peanut sub-sector is interesting, but still needs to be structured and consolidated, in the same way as the support provided on conservation agriculture techniques.

Institutional factors

Co-governance and joint management frameworks are in place at each PA. The legal and institutional framework has also been strengthened at the national level, contributing to institutional sustainability.

However, joint management frameworks still need to be consolidated across all PAs and the accountability of local and regional actors should be further strengthened. The majority of the offenses have not yet been tried. This is a governance issue, which is influenced by the national context and is beyond the scope of the MRPA project and the manager. The mobilization and involvement of the forestry administration and the courts must be strengthened, particularly through the organization of workshops for reflection and confrontation. The role of the forest administration in supporting the NRMTs must also be strengthened.

The co-management delegation contracts should be formalized as soon as possible with the promoters to legalize and legitimize their presence and actions in the field.

Based on the experiences garnered in Madagascar as regards deconcentrated and decentralized management of resources, the institutional frameworks that have been put in place in each PA and the legal and legal framework that has been consolidated at national level, the research team rated as Likely the institutional sustainability of the results achieved by the project.

Financial factors

Despite the efforts undertaken by the MRPA project over the past two years, the financial autonomy of the PAs supported is not assured. Encouraging initiatives to improve the flow of financial resources to PA management have been initiated and need to be supported, structured and consolidated. The management costs of the majority of PAs supported PAs to be covered in the short term (CMK, Loky Manambato, INR Tsaratanana, Bemanevika Mahimborondro and AMGAL) but their medium term financial sustainability is not yet assured. The evaluation team rated the financial sustainability of the results achieved by the project as Moderately Likely (ML).

Conditions and basis for replication and dissemination of good practices and lessons learned are in place. However, short-term financial support is necessary.

The basis for replication and dissemination of good practices are in place, notably through SAPM and within other category V and VI PAs that were formalized in 2015. However, the formalization of a network or platform for exchange and dialogue for the managers of these PAs must be completed.

* The consolidation of partnerships with operators at each PA. Additional support to enable this consolidation is required;
* The expansion of initiatives to a larger group of population, the MRPA project being directly involved with only about 7% of the population;
* Support to the VOI and community structures that have been put in place (KMMFA, KMT, Polisin'ala, etc.).
* Dissemination to stakeholders involved in the management of category V and VI PAs of good practices and lessons learned compiled in the capitalization study.

The exit strategy of the project relies on the presence of promoters on sites, and the professionalization of the sectors to go towards the financial autonomy of the PAs and socio-economic development. Additional support of one or two years would have been desirable.

|  |
| --- |
| **Conclusion on Evaluation question 6:**  The evaluation team rates as Moderately Likely (ML) the environmental, socio-economic and financial sustainability and likely (P) the institutional sustainability of the results achieved by the project. The environmental sustainability of the PA of Menabe Antimena is rated as Moderately Unlikely (MU). The overall likelihood of sustainability of the results achieved is rated as Moderately Likely (MP).  The conditions and basis for replication and dissemination of good practices and lessons learned are in place. However, short-term financial support is necessary. |

|  |
| --- |
| **Rating of sustainability and replication of the project**  Financial factors: ML  Socio-economic factors: ML  Institutional factors and governance: L  Environmental factors: ML  Overall likelihood of sustainability of the results achieved: ML |

# Summary of the ratings

Table 10 - Summary of UNDP Criteria

|  |  |
| --- | --- |
| **CRITERIA** | **RATING** |
| **Monitoring and evaluation** |  |
| Monitoring and evaluation framework at start-up | Satisfactory (S) |
| Implementation of monitoring and evaluation | Moderately Satisfactory (MS) |
| Overall quality of monitoring and evaluation | **Moderately Satisfactory (MS)** |
| **Implementation** |  |
| Quality of implementation by UNDP | Moderately Satisfactory (MS) |
| **Overall performance of project implementation** | **Satisfactory** |
| **Evaluation of results** |  |
| Relevance | Relevant (R) |
| Efficiency | Satisfactory (S) |
| **Effectiveness**: |  |
| Level of achievement of result 1 | Satisfactory (S) |
| Level of achievement of result 2 | Satisfactory (S) |
| Level of achievement of result 3 | Moderately Satisfactory (MS) |
| Level of achievement of the immediate objective | Satisfactory (S) |
| **Impacts** |  |
| Impact rating: Important (I) |  |
| **Sustainability and replication** |  |
| Financial factors: | Moderately Likely (ML) |
| Socio-economic factors: | Moderately Likely (ML) |
| Institutional factors and governance: | Likely (L) |
| Environmental factors: | Moderately Likely (ML) |
| **Overall likelihood of sustainability of the results achieved:** | **Moderately Likely (ML)** |

**Table 11 - UNDP Rating Scale[[68]](#footnote-68)**

|  |  |  |
| --- | --- | --- |
| **Rating for results, effectiveness, efficiency, monitoring & evaluation, and surveys**  **6. Very satisfactory (VS)**  The project shows no deficiency in achieving its objectives in terms of relevance, effectiveness or efficiency  **5.Satisfactory (S)**  Only minor deficiencies are observed.  **4.Moderately Satisfactory (MS)**  Moderate deficiencies are observed.  **3. Moderately Unsatisfactory (MU)**  The project shows significant deficiencies.  **2. Unsatisfactory (U)**  The project shows significant deficiencies in achieving its objectives in terms of relevance, effectiveness or efficiency  **1. Very Unsatisfactory (VU)**  The project shows serious deficiencies. | **Rating for sustainability**  **4. Likely (L)**  Insignificant risks for sustainability  **3. Moderately Likely (ML)**  Moderate risks  **2. Moderately Unlikely (MU)**  Significant risks  **1. Unlikely**  Serious risks | **Rating for relevance:**  **2. Relevant (R)**  **1. Not Relevant (NR)**  **Rating for impact:**  **3. Significant (S)**  **2. Minimal (M)**  **1. Insignificant (I)** |
| *Additional rating, as appropriate:*  No object (NO)  Evaluation impossible (EI) |  |  |

# Conclusions

**Relevance**

The MRPA project has been relevant to the strategic priorities of the GEF and UNDP, and is well aligned with the Government of Madagascar's strategic, legal and policy framework for biodiversity conservation, natural resource management and sustainable development, economic development, as well as regional and local priorities.

The Project Document is seen as of good quality. It includes a relevant and in-depth analysis of the context and stakeholders. The project's strategic framework is coherent and the theory of change and the relationships between expected outputs and outcomes to achieve the overall goal are logical and relevant. The design process was done in a consultative and inclusive manner. The design of the monitoring and evaluation system and institutional arrangements of the project was also adequate.

On the other hand, the national benchmark and lessons learned from similar initiatives suggest that the project area and objectives were relatively ambitious with the respect to the budget available.

Regretfully, the risks of agricultural extensions into the NPAs were not considered at the design stage, whereas they proved to be actual during the implementation of the project. Similarly the likelihood that human migration risk would materialize was underestimated, whereas this has proved to be the major risk for one of the supported PAs (Menabe-Antimena) and a significant risk for at least one other PA (CMK).

**Implementation**

The implementation of the project was carried out in accordance with international norms and standards.

The level of project implementation and project expenditures are broadly aligned with the initial budget and financial planning in the AWPs. The only significant difference between achievements and planning pertains to outcome 3 where actual expenditures are below what was planned.

The level of disbursement per outcome and level of achievement of outputs and achievement of results is well aligned. The slightly lower level of achievement for outcome 3 corresponds to a lower financial commitment for this result. Based on the analysis of the level of achievement of the outputs and achievement of the results, the team considers the project's efficiency to be Satisfactory (S).

The review of the amounts in co-financing mobilized shows a level of co-financing mobilization higher than the amount foreseen in the document proposal, which is satisfactory. The budget actually mobilized by UNDP from TRAC funds is less than the amount planned in the Project Document but constitutes a considerable amount for a project of this type. The co-financing mobilized by FAPBM exceeds the planned amounts.

The management mechanisms and decision-making processes of the project were relatively clear and generally satisfactory, although delays in the disbursement of funds to DREEFs and P-NGOs raised some difficulties in implementation on the ground. However, these delays were slightly reduced further to the mid-term evaluation.

The roles and responsibilities of the different stakeholders were clear and the project management arrangements are generally effective. **Recruitment within the PMU was relevant and based on relevant grounds, though the recruitment of the STA which did not materialize would have contributed to enhance thinking and the strategic orientations on the governance and the management of category V and VI PAs. This said, additional recruitments within the PMU were funded through the funds originally allocated to the position of STA.** The procedures for making funds available are considered burdensome and restrictive.

The project had a monitoring and evaluation system that included many relevant monitoring and reporting tools. However, some monitoring indicators as well as their baseline and targets have not been updated, making it difficult to measure them. The project would also have benefited from a clearer quarterly reporting, organized by outputs.

Project management appears to have been broadly adaptive, and the risk management mechanism has been updated regularly.

The process of project activities implementation has generally been satisfactory for the various project stakeholders. Gender considerations were addressed in the different activities, and efforts were made to disseminate information on the project, particularly to local communities.

Coordination and collaboration between the different project stakeholders on the one hand, and with external partners on the other hand, have been positive.

**Effectiveness**

The level of achievement of most outputs is considered satisfactory. These outputs contribute to satisfactory achievement of the first two outcomes and moderately satisfactory achievement of outcome 3.

Ten category V and VI PAs have achieved final creation status, and their management tools and resources have been strengthened at the grassroots level, both at the level of co-managers and their local partners. However, the resources and current staff deployed on the ground for the majority of PAs are insufficient to address all aspects of management. Monitoring systems have been instituted but should be strengthened. A nascent sub-network of category V and VI PAs has been developed but could not be formalized due to divergence on the status.

Co-governance and joint management structures, roles and responsibilities have been clearly established and defined in the texts governing the ten PAs. Co-governance is effectively applied and operational. Regarding joint management, complementary work must be done for complete application of its modalities and to sensitize and fully empower the various actors. The issues of land security within PAs remain complex and unresolved. The effects of IGAs and sub-sectors supported on the target groups are clear, although benefiting only a minority of the population residing in the PAs. The overall effect of the project on the preservation of forest ecosystems and the conservation of biodiversity is also difficult to quantify in the absence of reliable analysis from the partners. The mechanism for reporting information on biodiversity monitoring in the NPAs and compilation at the level of the DSAP does not allow as for today to assess changes in the conservation status.

Initiatives to strengthen the financial sustainability of PAs have been undertaken since the mid-term evaluation and public-private partnerships have been initiated. However, these partnerships have little contributed to funding the management and operation of PAs so far. Support for strengthening these initiatives and partnerships is necessary in the short term.

In light of the level of achievement of the three outcomes, progress towards the initial goal is considered satisfactory.

**Impacts**

The project is on track to contribute to several impacts, but additional support is needed to consolidate the conditions and factors for achieving the impacts:

* The conditions for the establishment of a sub-network of Category V and VI PAs are met overall, but additional advocacy should be carried out for continuing the work and the establishment of this network;
* The financial sustainability of PAs is not ensured in the short term, but the development of public private initiatives and partnerships and the tools available are encouraging signs as regards the financing the core functions associated with PA management in the medium term;
* The institutional framework for co-governance and joint management of PAs has been established and defined for each PA and the conditions for the effective functioning of co-management in due time are in place, with some improvements to joint management modalities; and
* The partial empowerment of several local structures are early signs of positive medium- and long-term outcomes and impacts on the living conditions and incomes of the members of the structures.

**Sustainability**

The evaluation team rates as Moderately Likely (ML) the environmental, socio-economic and financial sustainability and likely (P) the institutional sustainability of the results achieved by the project. Future ecological integrity is currently expected for most PAs. The environmental sustainability of the PA of Menabe Antimena is rated as Moderately Unlikely (MU). The overall likelihood of sustainability of the results achieved is rated Moderately Likely (ML).

The conditions and basis for replication and dissemination of good practices and lessons learned are in place. However, short-term financial support is necessary.

# Recommendations

In the light of the above conclusions, and in order to sustain the achievements of the MRPA project and to inform any future initiatives, the evaluation team makes the following recommendations:

|  |  |  |  |
| --- | --- | --- | --- |
|  | Actors | Recommendations | Priority |
| *Recommendations to ensure the sustainability of the achievements of the MRPA Project* | | | |
| **R1** | DSAP  DREEF  PA managers  Joint management platforms | Reinforce the enforcement of joint management rules as part of the future updating of NPA DMPs, by i) actually empowering actors of such joint management at all levels and especially at the level of OPCIs and joint management platforms of the MMZ type; and ii) reinforcing their means of action (OPCI, VOI, etc.). This could be done through gradual transfer from P-NGO field workers to local entities such as communes or OPCIs; and iii) formalization of management delegation contracts. | 1 |
| **R2** | DSAP  PA managers  UNDP | Continue the work relating to the setting up of a network specific to category V and VI PAs to facilitate experience sharing on joint management, cohabitation, social and economic development, etc. This action could be led by DCBSAP with support from one of the managers. | 1 |
| **R3** | DSAP  PA managers | Renew trainings like the one provided in 2016 by NPCE on how to actually implement joint management rules and principles. | 2 |
| **R4** | PA managers  DREEF | Foster the relation initiated between P-NGOs and DREEFs regarding the management of NPAs, especially by striking collaboration agreements between the two parties. The terms and conditions of these agreements shall be defined by the two parties. | 2 |
| **R5** | UNDP  MEEF | Effect the final transfer of the equipment made available to partners as part of the project at its end, including P-NGOs and Deconcentrated and Decentralized Technical Services. | 1 |
| **R6** | UNDP  Managers | Continue the subsector development and private operator contracting process by involving managers on an ongoing basis, and mobilizing and making complementary funds available for the 2018 contracting and offset activities. | 1 |
| **R7** | MEEF  DSAP | Renew as soon as possible the joint management delegation contracts to P-NGOs. | 1 |
| **R8** | Managers  DREEF | Continue the reflection and confrontation workshops similar to those conducted in COMATSA to reinforce actual PA governance and mobilize forest administration and courts. | 2 |
| **R9** | Managers  UNDP | Conduct advocacy with the different civil society actors, as well as donors, to reinforce the involvement and will of regional authorities regarding the shared governance of PAs and enforce legal provisions, as well as reflections on the land status specific to NPAs. | 2 |
| **R10** | MEEF  DSAP  Managers | Continue the reflections and discussions on the terms and definition of the land status specific to NPAs which, to date, are still the private property of the State and project/consider the possibility of a shift into private property on the long term. | 2 |
| *Specific recommendation to ensure the sustainability of the ecological integrity of the Menabe Antimena site* | | | |
| **R11** | Manager of Menabe Antimena  Regional authorities | Continue securing the area, sensitizing migrants on the illegal nature of their practice (although this has already been initiated by Fanamby, to be reinforced), and empowering regional authorities regarding their competence to make arrests and enforce penalties.  Since KMMFAs are being bullied and threatened, patrols should be conducted by a common force comprised of KMMFAs and military men so as to secure the area and curb insecurity.  The declassification of part of the PA to focus means of action on the areas under conservation, as suggested by some interlocutors, is not deemed relevant by the evaluation team: this is setting a precedent and sending a negative message to other SAPM actors. | 1 |
| **R12** | Manager of Menabe Antimena  Regional authorities | Organize a national workshop/debate on migration with support from the International Organization for Migration. | 1 |
| **R13** | Manager of Menabe Antimena  Regional authorities | Set specifications for maize and groundnut collectors to allow for tracking these products and restrict their sale with informed consumers. | 1 |
| **R14** | Manager of Menabe Antimena  Regional authorities | Develop a complementary agricultural development plan for the two PAs, namely Allée des Baobabs and Menabe Antimena, to contain current clearing and shifting cultivation practices. | 1 |
| *Recommendations to inform all future initiatives* | | | |
| **R15** | UNDP  DSAP | As part of a future intervention, opt for a less ambitious geographic and landscape-based approach involving stronger support to social and economic development activities and investments. | 1 |
| **R16** | UNDP  DSAP | Define a system for disseminating achievements, good practices, factors of success, difficulties encountered, lessons learned and recommendations and taking them into consideration in future initiatives, compiled according to the topics defined in the study of the MRPA achievement capitalization. | 1 |
| **R17** | DSAP | Disseminate the use of the SMART tool in all NPAs and integrate activities in support of the enforcement of legal and regulatory provisions to all future initiatives. | 1 |
| **R18** | UNDP | Ensure better consideration of gender aspects and minorities as from the project design phase. In the case of MRPA, the situation is kept under control through adequate consideration in the implementation of gender aspects but this aspect needs to be reinforced during the design phases. | 1 |
| **R19** | UNDP | Ensure the setting up of robust monitoring and evaluation systems, especially by establishing the baseline situation and revising the monitoring and evaluation mechanism over the first year of project implementation, then reporting and compiling periodic information for the selected and approved indicators. | 1 |
| **R20** | UNDP | As part of a future intervention, support DREEFs in providing VOIs with stronger support as part of NRMTs, so as to reinforce and consolidate VOIs' skills and capacities in the NRM role transferred to them. | 2 |

# Annexes

## Annex 1: Terms of reference for the evaluation



## Appendix 2: Evaluation Matrix

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Evaluation question** | **Sub-questions** | **Indicators** | **Collection method** | **Source** |
| **RELEVANCE** |  |  |  |  |
| 1) To what extent is the project aligned and relevant to the strategic priorities and objectives of the GEF, UNDP, and national and local priorities in Madagascar? | To what extent does the project respond to GEF strategic priorities and objectives? | Extent of alignment of project objectives with GEF strategic objectives | * Document review | * GEF Strategic Programming Framework |
| Do the project outputs contribute to the UNDAFs and CPAPs outcomes? to the priorities of the UNDP 2014-2017 Strategic Plan? | Extent of alignment of project objectives with UNDP CPAP and UNDAF | * Documentary review | * UNDP Programming Framework * UNDAF * CPAP |
| Assessment of the comparative advantage of UNDP in project implementation | * Interviews | * UNDP |
| To what extent is the project aligned with government priorities and local priorities in Madagascar in terms of biodiversity conservation and economic development? | Extent of alignment of project objectives with national policies in the area of ​​conservation and management of protected areas | * Document review      * Interviews | * National Strategy for the Protection of Biodiversity * COAP * MEEF, DREEF |
| Extent of alignment of project objectives with regional and local plans and strategies | * Document review | * Regional development plans * Commune Development Plan * Existing documents on PAs |
| 2) To what extent has the project design process been consultative, and what has been the quality of the Project Document? | Are the Project Document, the theory of change and the logical framework of the project coherent, and was the strategy adopted the best way to achieve project results? | Level of accuracy of the theory of change, clarity of logical framework and level of articulation of specific objectives, expected results and activities | * Document review          * Interviews | * Project document * Logical framework * Activity reports * Inception report * COPIL * PMU * UNDP |
| Appreciation of the quality of the Project Document | * Document review | * Project document * Logical framework |
| Level of adequacy between the overall budget allocation and activities programmed | * Document review | * Project document * Logical framework * Budget |
| Level of analysis of contextual and risk factors that may influence the achievement of project objectives and results | * Document review | * Project document * Logical framework |
| Level of definition and precision of conservation needs | * Document review | * Project document * Logical framework |
| Level of definition and precision of development needs | * Document review | * Project document * Logical framework |
| To what extent is the project relevant and in line with the needs and aspirations of different stakeholders and to what extent has the project design been inclusive? | Presence or absence of an analysis of the needs of the different stakeholders at the time of design | * Document review | * Project document |
| Level of coherence between the objectives and the expected results of the project, and the needs and aspirations of the different stakeholders | * Document review * Interviews | * Project document * MEEF, DREEF * PNGO * Communities |
| Presence or absence of stakeholder consultations in the design of the Project Document | * Document review | * Project document |
| Level of adequacy between the perimeter of the beneficiary population and the means available for the planned activities of the project | * Document review | * Project document |
| Level of satisfaction of the various stakeholders on their level of involvement in the project design | * Interviews | * MEEF, DREEF * PNGO * Beneficiaries * Other stakeholders |
| Level of consideration of minorities | * Document review | * Project document |
| Has the project design been informed by lessons learned from other past or ongoing initiatives? | Absence or presence of lessons learned from other initiatives in the Project Document | * Document review | * Project document |
| Has the monitoring and evaluation system of the project been adequately designed? | Quality of the monitoring and evaluation system as presented in the Project Document | * Document review | * Project document |
| What was the level of clarity and relevance of the project's design and institutional arrangements and partnerships at the time of development? | Level of appreciation of the design and definition of institutional arrangements and partnerships as presented in the Project Document | * Document review | * Project document |
| Level of satisfaction of partners and beneficiaries with the clarity and relevance of institutional arrangements and partnerships | * Interviews | * MEEF, DREEF * UCPE * PMU * PNGO * COPIL * UNDP |
| How has the gender approach been addressed in the development of the project? | Level of consideration of the gender approach in the design of the project, in the activities and the monitoring system | * Document review | * Project document |
| What was the level of analysis and consideration of the different risks and assumptions related to the project during the design process? | Presence or absence of an analysis of assumptions and risks at the time of design | * Document review | * Project document |
| Quality of the risk management system in place | * Document review | * Project document |
| Presence or absence of assumptions and risks in the design and/or adjustment of project outputs and activities | * Document review | * Project document |
| **EFFICIENCY** |  |  |  |  |
| 3) To what extent has the project achieved the expected outputs and outcomes, and what progress has been made toward achieving its goal? | What is the level of achievement of all the expected outputs and outcomes of the project, and what was their contribution to the original project goal? | Budget execution rate | * Interviews | * PMU |
| Level of achievement of all the expected outputs | * Document review            * Interviews | * Logical framework * Activity reports * PIR * Documentation report * Mid-term review report * MEEF/DREEF * PMU * PNGO * UNDP * Beneficiary communities |
| Level of contribution of the outputs achieved to the three outcomes expected under the project | * Document review | * Logical framework * Activity reports * PIR * Documentation report * Mid-term review report |
| Degree of contribution of activities, outputs and outcomes generated to the original project objective | * Document review            * Interviews | * Logical framework * Activity reports * PIR * Documentation report * Mid-term review report * MEEF/DREEF * PMU * PNGO * UNDP |
| Has the project generated unexpected outcome? | Reported effects of the project that were not expected at the design stage | * Document review            * Interviews | * Logical framework * Activity reports * PIR * Documentation report * Mid-term review report * MEEF/DREEF * PMU * PNGO * UNDP * Beneficiary communities |
| Has the project generated negative outcomes? | Findings of adverse effects generated by the project that were not expected at the design stage | * Document review            * Interviews | * Logical framework * Activity reports * PIR * Documentation report * Mid-term review report * MEEF/DREEF * PMU * PNGO * UNDP * Beneficiary communities |
| What were the lessons generated by the project? | Appreciation of good practices and lessons learned from the project | * Document review            * Interviews | * Logical framework * Activity reports * PIR * Documentation report * Mid-term review report * MEEF/DREEF * PMU * PNGO * UNDP * Beneficiary communities |
| Evidence of collection and good practices and lessons learned during project implementation | * Document review | * Activity reports * PIR * Documentation report * Mid-term review report |
| 4) To what extent did the implementation of the various activities take into account the different project stakeholders and how did the project collaborate with institutional partners outside the project and other interventions in the project? the biodiversity conservation sector? | To what extent have different stakeholders and beneficiaries been involved and taken into account in decision-making and implementation of activities? | Level of satisfaction of partners and beneficiaries vis-à-vis involvement in decision-making and project management | * Interviews | * PNGO * beneficiaries * COPIL * MEEF/DREEF |
| Level of ownership of project activities and results at the national and local levels | * Interviews | * PNGO * beneficiaries * COPIL * MEEF/DREEF |
| Level of consideration of the gender dimension in the implementation of activities | * Documentary review          * Interviews | * Activity reports * PIR * Documentation report * Mid-term review report * PMU * PNGO * Beneficiaries |
| What was the level of internal and external communication and collaboration under the project? | Level of communication and collaboration between partners and stakeholders involved in the project | * Documentary review          * Interviews | * Activity reports * PIR * Documentation report * Mid-term review report * COPIL * PMU * MEEF/DREEF * PNGO * Beneficiaries |
| Level of collaboration with other institutional partners outside the project and other interventions in the biodiversity conservation sector | * Documentary review          * Interviews | * Activity reports * PIR * Documentation report * Mid-term review report * COPIL * Other actors in the biodiversity conservation sector at the national and local levels |
| Level of complementarity between project achievements and partner initiatives | * Documentary review          * Interviews | * Activity reports * PIR * Documentation report * Mid-term review report * COPIL * UNDP * MEFF/DREEF * Other actors in the biodiversity conservation sector at the national and local levels |
| **EFFICIENCY** |  |  |  |  |
| 5) Has the implementation of the project been efficient, consistent with national and international norms and standards? | Have financial planning, programming and implementation of activities been efficient, and are there variations between planned and actual expenditures? | Assessment of the quality, relevance and use of the Annual Work Plans | * Document review * Interviews | * Multi-year work plan * Annual work plans * COPIL * PMU * UNDP |
| Actual disbursement level vs. planned | * Document review | * Financial reports * Activity reports * PIRs |
| Disbursement level vs. level of implementation of activities and achievement of results | * Document review | * Financial reports * Activity reports * PIRs |
| Assessment of the quality of the budget monitoring carried out | * Document review        * Interviews | * Financial reports * Activity reports * PIRs * PMU/UNDP Financial Officer |
| Ratio of operating costs and costs of activities/outputs | * Document review | * Financial reports * Activity reports * PIRs |
| Average time to make FEM funds available | * Document review      * Interviews | * Financial reports * PIR * PMU/Financial manager |
| Level of mobilization of co-financing | * Document review      * Interviews | * Financial reports * PIRs * PMU/Financial manager |
| Degree of alignment between the completion of activities and the initial schedule provided in the Project Document | * Document review            * Interviews | * Project document * Activity reports * PIR * Documentation report * Mid-term review report * PMU * PNGO |
| Have the mechanisms, methods and means of coordination and administrative, accounting and financial management been effective? | Nature and quality of management monitoring and reporting mechanisms in place | * Document review        * Interviews | * Financial reports * Activity reports * PIRs * COPIL * PMU * UNDP |
| Level of satisfaction with the decision-making and management process | * Interviews | * COPIL * PMU * UCPE * MEEF * UNDP * PNGO |
| Level of appreciation of the transparency and efficiency of project management by its main stakeholders | * Interviews | * COPIL * PMU * MEEF * UNDP * PNGO |
| Did the management bodies play their roles? Were their resources sufficient, and did they provide sufficient direction and support for the project? | Level of definition of the roles of the different project management bodies and project staff | * Document review          * Interviews | * Project document * PV COPIL * Activity Report * PIR * COPIL * PMU * MEEF/DREEF * UNDP * PNGO |
| Human resources deployed at the Project Management Unit within the PMU and NPOs | * Document review        * Interviews | * Project document * Activity Report * PIR * COPIL * UNDP * PMU * MEEF/DREEF * PNGO |
| Assessment of the logistical means implemented | * Document review          * Interviews | * Project document * Minutes of COPIL * Activity Report * PIR * PMU * MEEF/DREEF * PNGO |
| What is the assessment of the collaborative frameworks put in place between the different organizations active in the project and the assessment of the quality of the work delivered by the promoter NGOs? | Level of appreciation of the collaborative frameworks put in place between the different organizations active within the project | * Interviews | * COPIL * PMU * MEEF/DREEF * UNDP * PNGO |
| Level of appreciation of the work done by the promoter NGOs | * Interviews | * COPIL * PMU * MEEF/DREEF * UNDP * Beneficiaries |
| Has UNDP assistance met the needs? | Level of satisfaction with the assistance provided by UNDP | * Interviews | * PMU * MEEF/DREEF |
| Has the monitoring-evaluation and risk management system been efficient? | Presence/absence of a monitoring and evaluation mechanism | * Document review | * Activity Report * PIR |
| Presence/absence of a zero situation or a detailed baseline for monitoring indicators | * Document review | * Activity Report * PIR |
| Quality of selected monitoring indicators | * Document review | * Activity Report * PIR |
| Level of information completed in the METT | * Document review | * Activity Report * PIR * METT |
| Level of alignment with UNDP and GEF requirements for M&E | * Document review * Interviews | * UNDP Handbook on M&E for results * UNDP |
| Quality of the monitoring documentation developed during implementation and examples of operational guidance taken from the information generated by the monitoring and evaluation mechanism in place | * Document review      * Interviews | * Activity reports * PIR * PMU * UNDP |
| Update of the risk management system | * Document review      * Interviews | * Activity reports * PIR * PMU |
| Absence or presence of mitigation measures proposed to address the risks and management response | * Document review      * Interviews | * Activity reports * PIR * PMU |
| To what extent has project management been adaptive? | Extent of implementation of the mid-term evaluation recommendations | * Documentary review | * Mid-term review report * Activity reports * PIR * Documentation report |
| Presence or absence of changes to project design and results during implementation | * Documentary review          * Interviews | * Mid-term review report * Activity reports * PIR * Documentation report * PMU |
| **IMPACT** |  |  |  |  |
| 6) What are the potential impacts that the project is contributing to in terms of developing a sub-network of managed natural resource PA in underrepresented ecological landscapes, establishing a joint management framework for local government and communities, and integrate into regional development frameworks? | Have the preconditions for the achievement of impacts been put in place? | Assessment of the likelihood of impact | * Document review            * Interviews | * Project document * Activity reports * PIR * Documentation report * Mid-term review report * PMU * MEEF/DREEF * PNGO |
| Factors that may affect impact achievement | * Document review            * Interviews | * Project document * Activity reports * PIR * Documentation report * Mid-term review report * PMU * MEEF/DREEF * PNGO * Beneficiaries |
| **SUSTAINABILITY** |  |  |  |  |
| 7) What is the likelihood of sustainability, replication and dissemination of results and good practices after project implementation and dissemination of results and good practices after project implementation? | What is the likelihood of environmental, socio-economic and institutional sustainability of the benefits generated by the project? | Environmental, socio-economic or institutional factors that may jeopardize the sustainability of the benefits generated by the project | * Document review * Interviews | * Documentation report * COPIL * MEEF/DREEF * PMU * PNGO |
| Assessment of the conditions put in place by the project to ensure the long-term decentralized, recognized and effective participatory management of MRPAs | * Interviews | * COPIL * MEEF/DREEF * PMU * PNGO * Beneficiaries |
| Has the project strengthened the capacity of partners to ensure that site managers are able to take charge of biodiversity conservation (planning, management monitoring and financing)? | Capacity level of site managers to support biodiversity conservation (management planning and monitoring) | * Document review        * Interviews | * Activity Report * PIR * Documentation report * PNGO |
| Level of probability of setting up and using sustainable financing mechanisms for MRPAs | * Document review | * Activity Report * PIR * Documentation report * PNGO |
| Has the project put in place the conditions and basis for replicating/dissemination of the good practices and lessons learned identified? | Level of appreciation on the project exit strategy | * Document review | * Project document * Documentation report * Mid-term review report |
| Potential for replication of lessons learned and good project practices | * Document review * Interview | * Capitalization document * PMU * COPIL * MEEF/DREEF * UNDP * PNGO |

## Appendix 3: List of interviewees

Individual interviews in Antananarivo, Morondava and Sambava

1. Guy Razafindralambo - Director UGPE

2. Vololoniaina RAHARINOMENJANAHARY - AT DSAP/MRPA

3. Mamy RAFANOHARANA - RAF MRPA

4. Secretary General of MEEF

5. Verosoa - UNDP

6. Ranto Rakotoaridera - DSAP

7. Tahiry Rakotomanonjy - DSAP collaborator

8. Seheno Ramanantsoa - Head the Unit in charge of Creation and Management of PAs - DSAP

9. Honoré - Director of Tany Meva

10. Tantely Rakotoarimanana - Project Manager at Tany Meva

11. Michel Randrianirina - Administration and Finance Manager at Tany Meva

12. Voninavoko Raminoarisoa – Coordinator at Asity Madagascar

13. Rado Andriamasimanana - Project Manager at Asity Madagascar

14. Tina Ramahalo (to be verified) - Conservation Director at WWF Madagascar

15. Simon Rafanomezantsoa - Land Biodiversity Officer at WWF Madagascar

16. Narisoa Andoniaina - DREEF Menabe

17. Tahiry Hasina Andrianoelina - DRHP Menabe

18. Jean Claude Razafiarison - Regional Director Fanamby Menabe

19. Lala Albert Rivoarisaoha - Coordinator of Conventions and Partnerships; National Center for Training, Studies and Research in Environment and Forestry (CNFEREF)

20. Toto Volahy - Regional Manager at Durrell

21. Toky Hasina Randriamiarina - Sustainable Tourism Manager at Fanamby Menabe

22. Romain Gilbert - Head of Menabe Region

23. Eli Todimanana - Head of Landscape Partnership - Manambolo Tsiribihina

24. Rose Rampilamanana – Head of the Regional Environmental Unit in Sava

25. Teddy Gervais - Regional Development Director - Sava Region

26. Regional Director of Agriculture and Livestock - Sava Region

27. Manantsoa Andriatahina - Landscape Manager at WWF - Northern highland landscape

28. Falitiana Andriamalala - COMATSA WWF Site Manager

29. Damiana Rasoavinjanahary - General Manager at Sahanala

30. Richelin Jaomary - Earth Conservation Manager in Loky Manambato

31. Mack Brice Sianghouissa - Marine Conservation Officer in Loky Mananbato

32. Amavatra Narcisse - Field Agent in Loky Manambato

33. Gislain Benourou - Field Agent in Loky Manambato

34. Hanta Rabefarihy - MRPA National Coordinator

35. Réné de Roland Lily Arison - National Director of The Peregrine Fund

36. Marius - Scientific Coordinator at The Peregrine Fund

37. Julie Ranivo - FAPBM

38. Serge Rajaobelina - Fanamby

39. Danielle Rabenirina – Environmental Project Manager at AFD Antananarivo

40. Claire Isabelle Rousseau - Agriculture Project Manager at AFD Tana

41. Christian Camara - Permanent Representative of MBG Madagascar

42. Jeannie Raharimampionona – Coordinator of MBG Madagascar Conservation Unit

43. Patrick Ranirison – Chair of the Association Famelona

Focus groups in Menabe Antimena and Loky Manambato

1. VOI Lake Tsianaloka - 6 members (men)

2. VOI forest Tsianaloka - 14 members (men)

3. VOI Kiboy - 6 members including 1 KMMFA (men)

4. VOI Beroboka - 14 members (7 women and 7 men)

5. VOI Ankoraobato - 7 members (men)

6. KMT Daraina - 13 members

7. Association of Guides Camp Tatersalli - 6 members

8. Mayors of the OPCI Loky Manambato

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Dated** | **Organization** | **Lastnames and firstnames** | **post** | **Contact information** |
| Tsaratanana | | | | |
| 30/10 | MNP | Mr. Andriamaniry Charles | Reserve Director |  |
|  | MNP | Mr. Solo Hervé | Head of the component “Development Support and Environmental Education” |  |
|  | MNP | Mr. Faed | Head of the component “Conservation and Research” |  |
|  | MNP | Mr. Darroi Berthold | Head of the sector of Anaborano Ifasy |  |
| 31/10 | FOFIFA | Mr. Jidor Kalo | Regional Research Station Manager Ambanja | + 231 34 14 950 82  [jidorkalo@gmail.com](mailto:jidorkalo@gmail.com) |
|  | Brigade of the Gendarmerie Ambanja | Vonjiarimanana Alain Fidèle | commanding officer | +231 34 14 006 33 |
|  | REZIKY Association, FKT Ampanasina, Commune of Ambohitrandriana | Ms. Zaojata Damo | Chairwoman |  |
| 01/11 | Rural Commune of Marovato | Mr. Sambo Félicien | Mayor | +261 34 37 651 13 |
|  | Brigade of the Gendarmerie Marovato | Jean Velondia | Commanding officer | +261 34 09 456 90 |
|  | Association AVENIR, FKT Mikotramiezana | Mr. Aridy Jessie Andriamahatsara | Chair |  |
|  | Local Park Committee (LPC) | Mr. Rakoto Jean | Member |  |
|  | Fokontany of Mikotramiezana | Mr. Jaomary | President |  |
| 02/11 | MNP |  | MNP team |  |
| AMPASINDAVA - GALOKO | | | | |
| 03/11 | MBG | Mr. Faharidini | Site Manager Galoko - Kalobinono | +261 32 05 125 16  [faharidinidiego@yahoo.fr](mailto:faharidinidiego@yahoo.fr) |
|  | MBG | Mr. Masahody Abdou | Advocacy Facilitator (SRJS Project) | +261 32 04 228 41  [abdoumasahody@gmail.com](mailto:abdoumasahody@gmail.com) |
|  | MBG | Ms. Razafindratombo Florence Evassa | Development Manager Ampasindava | +261 32 45 507 76  [evassaflorence\_razafindratombo@yahoo.fr](mailto:evassaflorence_razafindratombo@yahoo.fr) |
|  | MBG | Ms. Ambary elysa | Database Manager | +261 32 83 854 46  [ambaryelysa@gmail.com](mailto:ambaryelysa@gmail.com) |
|  | Group of Tourist Operators of Sambirano | Mr. Vita Leonard | Executive Manager | +261 32 50 584 33  [gotsambanja@yahoo.fr](mailto:gotsambanja@yahoo.fr) |
| 04/11 | Association Kindro Mena Vozo | Mr. Emanuel, Ms. Rasoa, Ms. Ravolatiana, Mr. Seraphin | Members |  |
|  | Rural Commune of Bemanevika West | Mr. Tombozafy | Advisor |  |
|  | MBG | Mr. Tafara Lignitry | Local animator |  |
| 05/11 | Rural Commune of Beramanja | Mr. Abdoulatif, a.k.a. Youssouf | Deputy mayor | +261 32 02 349 96 |
|  | Committee of Dina Belinta, RC Beramanja | Mr. Tamsia Gersitide | Chair | +261 32 22 590 14 |
|  | MBG | Mr. Andriamanampy Mohajy | Local Animator, Galoko | +261 32 80 137 19 |
| 06/11 | MBG |  | MBG team |  |
| BEMANEVIKA MAHIMBORONDRO | | | | |
| 06/11 | DREEF | Mr. Zamany Rufin | DREEF | +261 34 05 624 15  [zamanyrufin@yahoo.fr](mailto:zamanyrufin@yahoo.fr) |
|  | DREEF | Rasatatsihoarana Thierry | MRPA Coordinator at DREEF | +261 34 05 624 13  [drefsofia@gmail.com](mailto:drefsofia@gmail.com) |
| 07/11 | TPF | Mr. Andriamalala Tolojanahary Richard | Head of the Bemanevika-Mahimborondro sites | +261 34 21 006 99  [tollens37@yahoo.fr](mailto:tollens37@yahoo.fr) |
|  | TPF | Mr. Rakotoson Michel | Socio-organizer Bemanevika | +261 33 16 178 33  [rakotosonmichel@yahoo.fr](mailto:rakotosonmichel@yahoo.fr) |
|  | TPF | Mr. Randriamihavana Florent | Socio-organizer Mahimborondro | +261 34 55 560 31 |
|  | Forest Local Service of Bealanana | Mr. Tsaramila Jean Claude | Head | +261 34 05 626 90 |
| 08/11 |  |  |  |  |
| 09/11 | VOI "FIMAKA" | Mr. Ranaivozafy Olivier | Chair |  |
|  |  | Mr. Rabenera Gustane | Secretary |  |
|  |  | Mr. Ramasy Thomas | Secretary of the Dina Enforcement Committee |  |
|  |  | Mr. Alizara | VOI advisor |  |
|  | Fokontany of Amberivery | Randriamiarantsoa Xavier Lucien | Head Fokontany |  |
|  | PICO | Mr. Beso Damien Haussina | Guardian and electrician |  |
| 10/11 | TPF |  | TPF team |  |
|  |  |  |  |  |

People met at CMK

|  |  |  |  |
| --- | --- | --- | --- |
| LASTNAMES AND FIRSTNAMES | FUNCTION | PLACE | CONTACT |
| Mrs. RAKOTOARIMANANA Josette Eveline Marcelle | Regional Director of Ecology and Environment | Mahajanga | e-mail: dreef.boe@ecology.gov.mg |
| RAKOTONIHAINA Faustin | MRPA/DREEF Coordinator | Mahajanga | e-mail: faustin\_rakotonihaina@yahoo.fr |
| Mr. RANDRIAMBOLOLONA Marcellin | Regional Development Director | Mahajanga | Contact: 0333740116/0342443161  e-mail: sseboeny@mjg.bluline.mg |
| Mrs. RABESAHARISON Faratina Juliana | Head of Department of Environment Development Support | Mahajanga | Contact: 0328336103  e-mail: Julrabesa@gmail.com |
| Mr. RAKOTONIRINA Jean Claude | Head of Tourism Development Support Department | Mahajanga | Contact: 0328128181  e-mail: rjnclaude@gmail.com |
| Mr. RANJATONANTENAINA Toky Armel | Executive Director of the Regional Office of Tourism Boeny | Mahajanga | Contact: 0324002989/0337377707  e-mail: armeltoky@gmail.com |
| Mr. NIRINA Clarice | NPA CMK Site Manager | Mitsinjo | Contact: 0325301574 |
| Mr. RAKOTONARIVO Arijaona | Asity NPA CMK Development Manager | Mitsinjo | Contact: 0344973123 |
| Mr. RANDRIANJATOVO Solofoson | Conservation and Environmental Monitoring Manager | Mitsinjo | Contact: 0344973123 |
| Mr. RAZAFIMANDIMBY Ferdinand | MMZ NPA CMK | Mitsinjo | 0325171807 |
| Mr. ZALIFAH Binty Said Omar | MMZ | Mitsinjo | 0324097017 |
| Mr. RANDRIATSARAFARA Mamy | MMZ coordinator | Mitsinjo | 0327449381 |
| Mr. DAMA Helson | Deputy Coordinator MMZ | Mitsinjo | 0327756740 |
| Mrs RAMANOARISOA Robinette | MMZ Antenna | Ambararatabe | 0328593558 |
| Mr. Fréderic | DINA VNA | Ambohibary |  |
| Ms. Meltine | School principal | Ambohibary |  |
| Mr. TAFITA Henri | Assistant to the principal | Ambohibary |  |
| Mr. Daudet PAUL | VNA DINA FKT | Antsoa |  |
| Mr. RAKOTOZAFY Paul | FKT cultivator | Antsoa |  |
| Mrs. RAVONIARISOA Isabella | Asity animator | Ambohibary | 0322593278 |
| Mr. TIANDRAZA | Sector Leader | Ambohibary |  |
| Mr. RAMILISON Liva Armand | 1st Deputy Mayor | Commune of Mitsinjo | 0322613795 |
| Mr. LONEZY Alfonse | 2nd Deputy Mayor | Commune of Matsakabanja | 0328589740 |
| Mr. GEORGE Edouard | 1st Deputy Mayor | Commune of Antongomena-Bevary | 0324286896 |
| Mr. MIAMBY Boris | VNA | Fokotany of Benetsy | 0324123468 |
| Mr. BOTO Emmanuel | Head | Fokotany of Benetsy | 0329348017 |
| Mrs. AMBOZOHY Slestine | Chair of the association | Benetsy |  |
| Mr. JUSTIN | Chair of VOI | Benetsy |  |
| Mr. LAHADY | Secretary of VOI | Benetsy |  |
| Mr. HERMAN | Fisherman |  | 0329576082 |
| Mr. BETSARA | Local Guidea at the VOI Boabab |  |  |
| Mr. ANOZA Baraka Baohidy | Chair of the VOI Baobab |  | 0326139766 |
| Mr. SALEMAN Salimou | Fisherman |  | 0329504152 |
| Mrs. FLORINE | Chair of the VOI Tambatra |  | 0325915240 |
| Mr. BOTOTSARA Edmond | KMDT Ambararatabe | Ambararatabe | 0328593558 |

People met in Sambava and Loky Manambato

|  |  |  |
| --- | --- | --- |
| dates | names | Institution |
| 02/11/2017 | RAMPILAMANANA Roselyne Léa  (interlocutor instead of DREEF)  Regional Manager of the Environment  DREEF - SAMBAVA  Email: [rampilamanana@yahoo.fr](mailto:rampilamanana@yahoo.fr) | DREEF – Head of Regional Environment Unit |
| 03/11/2017 | RATOVOLALAO Lalaina | Head of Associations  Director of Sahanala for the Federation on nuts & spices, cashew nuts, ginger, peanut, ginger and vanilla |
|  | RASOAVINJANAHARY Damiana | General Manager of Sahanala |
|  | Vadin'i MAHOLIDY | Chair of the Association COBIOVABY TSIMIRAFY, Vice-Chair of the Federation of IEG SAHANALA |
| 03/11/2017 | WALTER | KMT Fokontany Antsapahana - Commune of Nosibe |
|  | Elizah | KMT Fokontany Antsapahana – Commune of Daraina |
|  | BELAHY | KMT Fokontany Daraina – Commune of Daraina |
|  | THEODORE | KMT Fokontany Ambatoharanana – Commune of Daraina |
|  | BEZILY | KMT Fokontany Ambatoharanana - Commune of Daraina |
|  | BISIBAO | KMT Fokontany Parano – Commune of Daraina |
|  | SOAIBO | KMT Fokontany Antsahapano - Commune of Nosibe |
|  | JUSTIN | KMT Fokontany Antsahapano - Commune of Nosibe |
|  | MARTIN | KMT Fokontany Moronjolava - Commune of Nosibe |
|  | CHRISTIAN | KMT Fokontany Ambatoharana – Commune of Daraina |
|  | ANDRE | KMT Fokontany Moronjolava – Commune of Nosibe |
|  | THEOPHILE | KMT Fokontany Antsapahana - Commune of Nosibe |
|  | THEOGENE | KMT Fokontany Antsapahana - Commune of Nosibe |
|  | SHIANGHOUISSA Mack Brice | Regional Coordinator of Fanamby |
|  | JAOMARY Michelin | Land Conservation Officer |
|  | AVAMATRA Narcissus | Fieldworker |
|  | GISLIN Benoro | Field Officer in charge of Development/ Conservation |
| 04/11/2017 | AMIDOU (President) | Association AGTF (Association of Forest Tourist Guides) - Daraina |
|  | JAOTOMBO Djianto (Guide) | Association of Guides in Maevatananan' Ampanomboana |
|  | Moril | Association of Guides in Maevatananan' Ampanomboana |
|  | BE Lucien | Association of Guides at Maevatananan' Aaampanomboana |
|  | SOAVY Nirina | Akomba Malandy Association - Camp Tatersalli |
|  | SOA Charline | Akomba Malandy Association - Camp Tatersalli |
|  | EMILIENNE | Akomba Malandy Association - Camp Tatersalli |
|  | BE Rosette | Akomba Malandy Association - Camp Tatersalli |
|  | Members of the Association "Fikambanan'ny MPANDRARY Tsaramandroso" (FMT) (association of women in basketry) | Association MPANDRARY Tsaramandroso (FMT) - Fokontany Tsaratanàna - Municipality Ampisikina |
| 05/11/2017 | GISLIN Benoro | FANAMBY field agent based in Daraina |
|  | GERALDO | Ranger of FANAMBY at Ampisikina |
|  | JAOTINA | Ranger of FANAMBY at Ampisikina |
|  | JAOTOMA | OPCI of Loky Manambato - Mayor of Daraina and Chair of the OPCI |
|  | JAOHASY Jean Claude | OPCI of Loky Manambato - Mayor of Nosibe and Rapporteur of the OPCI |
|  | Beriziky | OPCI of Loky Manambato - Mayor of Ampisikina |
|  | JAO Edouard | OPCI de Maromokatra - Mayor of Ampisikina - Vice President of the OPCI |
|  | Members of the FIMAMA association: association of seaweed planters and market gardening (Fikambanana Mpamboly anana sy alga Mpiompy akoho sy vorona Ambanifony) | Association FIMAMA - Village of Ambanifony - Fokontany Antsapilay – Commune of Ampisikina |
|  | Members of the Association of Fishers of Ambavarano (Fikambanan'ny mpanjono ao Ambavarano: FPA) – Chair JAOTINA Edmond | Association Fikambanan'ny mPanjono ao Ambavarano (FPA) - Village of Ambavarano - Fokontany of Antsapilay |
|  | Members of the association protecting the environment (Fikambanana Miaro ny Tontolo Iainana: MTI) – Chair: MBOTY Vanona | Fikambanana Miaro ny Iainana Tontolo (MTI) – Village of Ambavarano - Fokontany of Antsapilay |
| 06/11/2017 | DAMIEN | Skipper of Fanamby in Ambavarano |
|  | NORBERT | Skipper of Fanamby in Ambavarano |
|  | PESAN Feno | Skipper of Fanamby in Ambavarano |
|  | ZAFISOA  Member of the Crab and Shrimp Fishermen's Association | Fikambanana Mpanjono – Village of Soafaneva - Antsapilay – Commune of Ampisikina |
| 07/11/2017 | Members of the MAHAVONJY Fishermen's Association | Fikambanana MAHAVONJY - Village of Anjiamangotroka - Fokontany of Antsapilay – Commune of Ampisikina |
|  | Members of the COBIOVAP association of vanilla and patchouli production | COBIOVAP Association - Village of Mahasoa - Commune of Nosibe |
| 08/11/2017 | RAMIANDRISOA Joseph – Head of Central Sorting | Local unit - sorting - Vohemar |
|  | HARISOA Anselme - Collaborator CEEF | Local unit of Environment, Ecology and Forests - Vohemar |
|  | RABEZANDRY Bruno - Regional Director of Fisheries Resources | Regional Directorate of Fisheries Resources (DRHP) of SAVA - Vohémar |
|  | SHIANGHOUISSA Mack Brice | Regional Coordinator of Fanamby |

## Annex 4: METT



## Annex 5: Consolidation of the PIR ratings



## Annex 6: Evaluation Consultant Acceptance Form



## Annex 7: Questionnaires used

### MEEF/DREEF

Relevance

1. In your opinion, to what extent was the MRPA project aligned and responsive to national priorities in the area of ​​conservation and protected areas?
2. How would you describe the needs you had at the start of the project in 2012 in relation to protected areas and biodiversity protection? In your opinion, how did the objectives of the project meet these needs? What changes in the design of the project would have allowed for better meeting your needs and aspiration at that time?
3. Do you consider that you have been adequately consulted and involved in the project design process?
4. In your opinion, to what extent were the institutional arrangements and partnerships established for the implementation of the project clear and adequate? What improvements could have been made to these different arrangements to facilitate project implementation?

Effectiveness

1. How did the project's achievements lead to results that contribute to the project's goal?[[69]](#footnote-69)
2. Are you aware of examples of outcomes generated by the project (positive or negative) that were not expected at the design stage?
3. In your opinion, what good practices and lessons have been generated by the project?
4. To what extent have you owned the achievements and results of the project and what were the factors of such ownership?
5. How did the communication and collaboration between the different actors involved in the project take place? Were they satisfactory and how could they have been improved?
6. In your opinion, how was the MRPA project complementary to other initiatives in the area of ​​conservation and biodiversity in Madagascar?

Efficiency

1. How clear were your responsibilities in managing the project and how effective was your role? In your opinion, how could the project management have been improved?
2. What human and logistical resources did you benefit from your involvement in the project? Were they sufficient?
3. In your opinion, how good was the work provided by non-governmental organizations promoting PAs in the field?
4. What assistance has been provided by UNDP? How could it have been improved in your opinion?

Impacts and sustainability

1. What do you think are the likely impacts of the project? And what are the factors that can influence the achievements of these impacts?
2. What conditions have been put in place by the project to ensure the long-term participatory, decentralized, recognized and effective management of MRPA? What factors could jeopardize the sustainability of project benefits?

### PMU

Relevance

1. To what extent has the project design process enabled the development of a clear project strategy with good articulation between expected results and project activities? In your opinion, how could this strategy have been improved during project design?
2. In your opinion, to what extent were the institutional arrangements and partnerships established for the implementation of the project clear and adequate? What improvements could have been made to these different arrangements to facilitate project implementation?

Effectiveness

1. What is the project’s budget execution rate?
2. In your opinion, what is the level of achievement of all the outputs expected from the project?
3. How did the activities implemented by the project generate results that contribute to the project objective?
4. Are there any examples of outcomes generated by the project (positive or negative) that were not expected at the design stage?
5. In your opinion, what good practices and lessons have been generated by the project?
6. What measures have been implemented to mainstream gender issues into project activities?
7. How did the communication and collaboration between the different actors involved in the project take place? Were they satisfactory and how could they have been improved?

Efficiency

1. On average, how much time did it take for GEF and UNDP funds to become available?
2. What was the level of mobilization of co-financing?
3. What was the level of alignment between the implementation of field activities and the initial project schedule? Have there been major delays, and if so, why?
4. What management monitoring mechanisms did you use for the project? Have you been satisfied?
5. How clear were your responsibilities in managing the project and how effective was your role? In your opinion, how could the project management have been improved?
6. What were the human and logistical resources of the PMU? Were they sufficient?
7. In your opinion, how good was the work delivered by non-governmental organizations promoting PAs in the field? Have you been aware of any major problems in implementing activities in the field?
8. What assistance has been provided by UNDP? How could it have been improved in your opinion?
9. How often has the risk management mechanism been updated during implementation? What mitigation measures have been implemented to address risks during implementation?
10. Do you have any examples of changes to the project’s design and expected results through the information generated by the M & E system?

Impacts and sustainability

1. What do you think the likely impacts of the project are? And what are the factors that can influence the achievements of these impacts?
2. What conditions have been put in place by the project to ensure long-term participatory, decentralized, recognized and effective management of MRPA? What factors could jeopardize the sustainability of project benefits?

### UCPE

1. Do you consider that you have been adequately consulted and involved in the project design process?
2. In your opinion, were the institutional arrangements and partnerships established for the implementation of the project clear and adequate? What improvements could have been made to these different arrangements to facilitate project implementation?
3. What was your involvement in decision-making and project management? Do you consider it sufficient?
4. How did the communication and collaboration between the different actors involved in the project take place? Were they satisfactory and how could they have been improved?
5. How clear were your responsibilities in managing the project and how effective was your role? In your opinion, how could the project management have been improved?

### P-NGO

Relevance

1. How would you describe the needs you had at the start of the project in 2012 in relation to protected areas and biodiversity protection? In your opinion, how did the objectives of the project meet these needs? What changes in the design of the project would have allowed for better meeting your needs and aspiration at that time?
2. Do you consider that you have been adequately consulted and involved in the project design process?
3. In your opinion, were the institutional arrangements and partnerships established for the implementation of the project clear and adequate? What improvements could have been made to these different arrangements to facilitate project implementation?

Effectiveness

1. In your opinion, how did the project's achievements lead to results that contribute to the project's objective?
2. Are you aware of any examples of effects generated by the project (positive or negative) that were not expected at the design stage?
3. In your opinion, what good practices and lessons have been generated by the project? What is their replication potential?
4. Do you feel that you have owned the activities and results of the project? What allowed or what prevented such ownership?
5. What measures have been implemented to mainstream gender issues into project activities?
6. How did the communication and collaboration between the different actors involved in the project take place? Were they satisfactory and how could they have been improved?
7. What was the degree of alignment between the implementation of field activities and the initial project schedule? Have there been major delays, and if so, why?

Efficiency

1. How clear were your responsibilities in managing the project and how effective was your role? In your opinion, how could the project management have been improved?
2. What human and logistical resources did you benefit from your involvement in the project? Were they sufficient?

Impacts and sustainability

1. What do you think are the likely impacts of the project? And what are the factors that can influence the achievements of these impacts?
2. What conditions have been put in place by the project to ensure the long-term participatory, decentralized, recognized and effective management of MRPA? What factors could jeopardize the sustainability of project benefits?
3. Has the MRPA project enabled you to better ensure the planning and management of NPAs?
4. What sustainable financing mechanisms do you think you can implement for the PA?

### COPIL

Relevance

1. Do you think that the project design process allowed for the development of a clear project strategy and a good link between the expected results and project activities? In your opinion, how could this strategy have been improved during project design?
2. In your opinion, were the institutional arrangements and partnerships established for the implementation of the project clear and adequate? What improvements could have been made to these different arrangements to facilitate project implementation?

Effectiveness

1. How did the project's achievements lead to results that contribute to the project's goal?
2. How did the communication and collaboration between the different actors involved in the project take place? Were they satisfactory and how could they have been improved?
3. In your opinion, how was the MRPA project complementary to other initiatives in the area of ​​conservation and biodiversity in Madagascar?

Efficiency

1. How good were the annual work plans? Did you find them relevant?
2. What monitoring and management mechanisms did the PMU use? Were they satisfactory?
3. To what extent were the roles and responsibilities of the COPIL clear? And to what extent has the COPIL played its role?

Impacts and sustainability

1. What do you think are the likely impacts of the project? And what are the factors that can influence the achievements of these impacts?
2. What conditions have been put in place by the project to ensure the long-term participatory, decentralized, recognized and effective management of MRPA? What factors could jeopardize the sustainability of project benefits?

### UNDP

Relevance

1. In your opinion, what was the comparative advantage of UNDP in implementing the MRPA project?
2. Do you think that the project design process allowed for the development of a clear project strategy and a good link between the expected results and the project activities? In your opinion, how could this strategy have been improved during project design?
3. In your opinion, were the institutional arrangements and partnerships established for the implementation of the project clear and adequate? What improvements could have been made to these different arrangements to facilitate project implementation?

Effectiveness

1. How did the project's achievements lead to results that contribute to the project's goal?
2. Are you aware of examples of outcomes generated by the project (positive or negative) that were not expected at the design stage?
3. In your opinion, what good practices and lessons have been generated by the project? What is their replication potential?
4. How did the communication and collaboration between the different actors involved in the project take place? Were they satisfactory and how could they have been improved?
5. In your opinion, how was the MRPA project complementary to other initiatives in the area of ​​conservation and biodiversity in Madagascar?

Efficiency

1. How good were the annual work plans? Did you find them relevant?
2. In your opinion, how good was the budget monitoring carried out by the project?
3. What monitoring and management mechanisms did the PMU use? Were they satisfactory?
4. How was the decision-making and project management process going? Are you satisfied with it? How could it have been improved?
5. In your opinion, how good was the work provided by non-governmental organizations promoting PAs in the field? Have you been aware of any major problems in implementing activities in the field?
6. How was the project's monitoring and evaluation system in line with UNDP requirements?

Impacts and sustainability

1. What do you think are the likely impacts of the project? And what are the factors that can influence the achievements of these impacts?
2. What conditions have been put in place by the project to ensure the long-term participatory, decentralized, recognized and effective management of MRPA? What factors could jeopardize the sustainability of project benefits?

### Beneficiaries

Relevance

1. How would you describe the needs you had at the start of the project in 2012? In your opinion, how did the objectives of the project meet these needs? What changes in the design of the project would have allowed for better meeting your needs and aspiration at that time?
2. Do you consider that you have been adequately consulted and involved in the project design process?

Effectiveness

1. Can you tell us what results were generated by the project that benefited your community? Are there any results that were announced at the beginning of the project and that were not achieved? Has the project generated outcomes (positive or negative) that were not originally planned?
2. What lessons and best practices did you get from the project? What is their replication potential?
3. What was your involvement in decision-making and project management? Do you consider it sufficient?
4. Do you feel that you have owned the activities and results of the project? What allowed or what prevented such ownership?
5. Do you have any examples of activities implemented by the project that have integrated and/or benefited women in particular?
6. How did the project communicate with you? Do you consider that this communication was satisfactory? How could it have been improved?

Efficiency

1. In your opinion, how good was the work provided by non-governmental organizations promoting PAs in the field? Have there been any major problems in implementing activities in the field?

Impacts and sustainability

1. What do you think are the likely impacts of the project? And what are the factors that can influence the achievements of these impacts?

### Other actors/partners

1. How well do you know the MRPA project?
2. Were you consulted during the project design process?
3. In your opinion, how has the MRPA project generated results that contribute to the project objective?
4. How did you communicate or collaborate with the MRPA project? Does this communication and collaboration seem satisfactory to you? How could they have been improved?
5. In your opinion, how was the MRPA project complementary to other initiatives in the area of ​​conservation and biodiversity in Madagascar?

## Annex 8: Mission Plans

**Mission Plan for Gaétan Quesne**

|  |  |
| --- | --- |
| **Dates** | **Steps** |
| Tuesday 24/10/2017 | Arriva of Gaétan Quesne in Madagascar |
| Wednesday 25 and Thursday 26/10/2017 | Interviews in Antananarivo:   * SG MEEF * MRPA Project Focal Point, Head of Monitoring and Evaluation Department * Directorate of Protected Areas System * UNDP * National Project Director * MRPA team * PNGO * MNP * FAPBM * Tany Meva   Team meeting |
| Friday 27/10/2017 - Morning | Flight from Antananarivo to Morondava |
| **Friday 27/10/2017 (Afternoon) - Tuesday 31/10/2017** | **Field work PA Menabe Antimena** |
| Wednesday 01/11/2017 - Morning | Flight from Morondava to Antananarivo |
| Wednesday 01/11/2017 - Afternoon | Holiday |
| Thursday 02/11/2017 - Morning | Flights from Antananarivo to Sambava |
| **Thursday 02/11/2017 - afternoon** | **Meeting with WWF COMATSA Team in Sambava** |
| **Friday 03/11/2017 - Sunday 05/11/2017** | **Field work PA Loky Manambato** |
| Monday 06/11/2017 - Morning | Flight from Sambava to Antananarivo |
| Monday 06/11/2017 - Afternoon | Additional Interviews in Antananarivo |
| Tuesday 07/11/2017 | Additional interviews and debriefing |
| Wednesday 08/11/2017 | Departure from Madagascar |

**Site visits program**

|  |  |
| --- | --- |
| **Expert** | **Sites** |
| Gaétan Quesne | * Menabe Antimena: October 27 to 31, 2017 * COMATSA: 02 November 2017 (meeting with WWF COMATSA team in Sambava) * Loky Manambato: 03 to 05 November 2017 |
| Bernardin Rasolonandrasana | * INR Tsaratanàna: October 30 to November 02, 2017 (outbound trip on October 29) * Ampasindava: 03 to 06 November * Bemanevika or Mahimborondro: 07 to 10 November (return November 11 to Antananarivo) |
| Nirhy Harinelina Christian Rabibisoa | * Mahavavy Kinkony Complex: October 30 to November 03, 2017 |
| Omega Razanakoto | * Loky Manambato: 02 to 08 November 2017 |

## Annex 9: List of documents

**General Project Documentation**

* Project document
* Project documentation report
* Mid-term review report

**Project planning and monitoring documentation**

* Inception report
* Minutes of the national launch workshop
* Project Implementation Reviews (PIRs): 2013, 2014, 2015, 2016, 2017
* Annual Work Plans (AWPs): 2013, 2014, 2015, 2016, 2017
* Activity Reports: Quarter 1, 2, 3, 4 of 2013, 2014, 2015, 2016; and Quarter 1 and 2 of 2017
* Internal Audit Reports
  + DREEF Boeny: 2013, 2014, 2015, 2016
  + DREEF Diana: 2013, 2014, 2015;
  + DREEF Menabe: 2013, 2015, 2016
  + DREEF Sava: 2015
  + DREEF Sofia: 2014, 2015, 2016
  + WWF: 2015
  + Asity: 2013, 2015, 2016
  + Fanamby Loky: 2015
  + Fanamby Menabe: 2013, 2017
  + MBG: 2013, 2015, Feb 2016, Nov 2016
  + MNP Ambanja: 2015-2016
  + MNP Headquarters: 2015
  + TPF: Feb 2015, Jul 2015
* METT 2013, 2015, 2016, 2017
* Supervision mission reports 2013 to 2017

###### Administrative procedures

* Guide for use of rolling stock
* Guide to Procurement
* Manual of Administrative and Financial Procedures
* Process for conducting missions within the DREEF
* MRPA Procedure Forms
* Accounting Procedures Manual

###### Project Steering Documents

* Minutes of the Steering Committee meetings: May 2013, Dec. 2013, Dec. 2014, June 2015, Oct 2015, June 2016, Nov 2016, Jun 2017
* Management Response Document

###### PA documentation

* Creation Decrees
* Business plans
* Development and Management Plans (DMPs)
* Environmental and Social Safeguard Plans (ESSP)
* Negotiation Procedure for Cohabitation in PAs

###### Studies

* Studies on innovative financing mechanisms
* Sub-sector studies
* Baseline inventories

###### Other

* COAP Decree



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1. Because of the remoteness of the site [↑](#footnote-ref-1)
2. Address of former President Marc Ravalomanana at the World Parks Congress promoted by IUCN in Durban in 2003. [↑](#footnote-ref-2)
3. Commission of Environmental, Economic, and Social Policies - CEESP and the World Commission for Protected Areas - WCPA [↑](#footnote-ref-3)
4. Grazia Borrini-Feyerabend & Nigel Dudley. Elan Durban... Nouvelles perspectives pour les Aires Protégées à Madagascar. May 2005 [↑](#footnote-ref-4)
5. Sources: Project document and mid-term review report [↑](#footnote-ref-5)
6. *Specific, Measurable, Achievable, Relevant, and Time-bound* [↑](#footnote-ref-6)
7. Project document, p.93. §263. [↑](#footnote-ref-7)
8. Project document, p.89 [↑](#footnote-ref-8)
9. Data compiled on the basis of the DMPs of the five MRPAs developed over the course of the project. [↑](#footnote-ref-9)
10. 2013 estimation provided in DMP [↑](#footnote-ref-10)
11. 2006 estimation provided in DMP [↑](#footnote-ref-11)
12. Governance includes the institutional organization of management bodies (senior management, consultative committees, etc.), the terms of local community consultation and participation, their involvement in construction and the implementation of natural resource management modes, the respective place of national/local/customary authorities and private sector in governance agencies, the operation of joint management, the development of partnerships, issues relating to local democracy, social acceptability of the PA, and place of rights of use and traditional knowledge in management arrangements. [↑](#footnote-ref-12)
13. Including the development and implementation of development and management plans, the organization of management activities such as research, surveillance, offence control, actor education and sensitization in and around PAs, capacity building of various actors, or the assessment of the effectiveness of PA management. [↑](#footnote-ref-13)
14. Management of species populations or ecosystems (ecological monitoring, biological, ecological, economic, social knowledge, etc.), maintenance of the quality of the ecosystems and their capacity to ensure their functions, habitat restoration (reforestation, stabilization, etc.), regeneration of species populations, eradication of specific invasive species or species posing threats to the ecosystems, water management, and resource protection (monitoring mechanisms, bushfire control). [↑](#footnote-ref-14)
15. For comparison purposes, the Holistic Forest Conservation Program (HFCP) II jointly funded by AFD, the French Fund for the Global Environment, and Air France with a budget of EUR 4,050,000, was only intended to support three category V and VI PAs over a period of five years (COMATSA Nord and Sud, and Beampingaratsy). The first phase of the program pertained to five NPAs and this geographic scope was deemed overly ambitious. [↑](#footnote-ref-15)
16. Source: Manual of MRPA administrative and financial procedures [↑](#footnote-ref-16)
17. The mid-term review showed that USD 2,500,000 had been mobilized by UNDP, which is considered a mistake as at the end of the project, the total funds mobilized from UNDP did not reach this amount, according to AWPs. The heading was therefore removed from mid-term review data. [↑](#footnote-ref-17)
18. Source: MWP. Out of this sum, USD 1,902,162 were spent, leaving a remainder of USD 185,468. [↑](#footnote-ref-18)
19. The interests generated from this placement were effective only as from 2016, with USD 73,560 generated in 2016 and USD 51,731 in 2017. [↑](#footnote-ref-19)
20. Based on the data collected during the mid-term evaluation. [↑](#footnote-ref-20)
21. Sum calculated on the basis of a document inventorying FAPBM fundings assigned to the different PAs from 2007 to 2017, provided to the consultant during the mission. The total of 668,122 is derived from the sums assigned to CMK and INR of Tsaratanana from 2013 and 2017. [↑](#footnote-ref-21)
22. Based on the data collected during the mid-term evaluation. [↑](#footnote-ref-22)
23. Based on the data collected during the mid-term evaluation. [↑](#footnote-ref-23)
24. Based on the data collected during the mid-term evaluation. [↑](#footnote-ref-24)
25. Based on the data collected during the mid-term evaluation. [↑](#footnote-ref-25)
26. Public Organization of Inter-municipal Cooperation [↑](#footnote-ref-26)
27. Altec. 2017. Capitalization of assets from MRPAs [↑](#footnote-ref-27)
28. 2015 steering committee report [↑](#footnote-ref-28)
29. Manual of administrative and financial procedures of MRPA [↑](#footnote-ref-29)
30. Manual of administrative and financial procedures of MRPA [↑](#footnote-ref-30)
31. MRPA. March 2014. Inception report. P.13 [↑](#footnote-ref-31)
32. Table based on the documentation made available to the assessor by PMU at the time of the final evaluation. [↑](#footnote-ref-32)
33. MRPA. February 2015. Internal Audit. Report on the review of the uses of the funds intended for the Loky Manambato NPA, managed by the Fanamby association. [↑](#footnote-ref-33)
34. MRPA. October 2013. Internal Audit; Report on the review of the uses of the funds intended for the site of Menabe-Antimena conducted with the headquarter of Fanamby [↑](#footnote-ref-34)
35. Based on the information provided in the 2015 PIR but unspecified for other years. [↑](#footnote-ref-35)
36. Based on the information and scores provided in PIRs. [↑](#footnote-ref-36)
37. Based on the mission reports made available to the assessor [↑](#footnote-ref-37)
38. It is noted that migration issues, especially in Menabe Antimena, were deemed to pose a risk and problem as from 2016 (Annual reports 2016 and 2017). Proposed mitigation actions: report the information till the MEEF level, special mission of MEEF, consultations, and emergency plan. [↑](#footnote-ref-38)
39. The October 2016 version of this document was at the disposal of the assessor. [↑](#footnote-ref-39)
40. 2017 quarterly activity report. [↑](#footnote-ref-40)
41. 2017 PIR [↑](#footnote-ref-41)
42. 2017 PIR [↑](#footnote-ref-42)
43. MRPA Project Document, p.70 [↑](#footnote-ref-43)
44. Good to know: Option [1]: Network created by means of an Interministerial Order; Option [2]: Network in the form of an Association; and Option [3]: Network in the form of an NGO. [↑](#footnote-ref-44)
45. MRPA Project Document p.71 [↑](#footnote-ref-45)
46. Example of the Loky Manambato OPCI which groups the mayors of the four Communes of the PA, or the Koloina OPCI for Galoko-Kalobinono, and the AnAMI OPCI for Ampasindava. [↑](#footnote-ref-46)
47. As with MMZ in CMK, which groups the 6 mayors of the area, VOIs, associations, and technical services. [↑](#footnote-ref-47)
48. MRPA documentation report p. 42 [↑](#footnote-ref-48)
49. MRPA documentation report p.17 [↑](#footnote-ref-49)
50. MRPA documentation report p.20 20 [↑](#footnote-ref-50)
51. Idem p.20 [↑](#footnote-ref-51)
52. Project Document p.74 [↑](#footnote-ref-52)
53. The Menabe Antimena PA nowadays faces major clearings in the Controlled Use Areas (CUAs) and Sustainable Use Areas (SUAs). The clearings are made to farm maize in year 1 then groundnut as from year 2, two products that are in strong demand with private operators. The area is subject to strong immigration of communities from the region of Androy who participate but little in the implementation of the joint management principles. This aspect is addressed in further details in the section on the ecological sustainability of PAs. [↑](#footnote-ref-53)
54. MRPA documentation report p.20 [↑](#footnote-ref-54)
55. Project Document p. 75 [↑](#footnote-ref-55)
56. Board members of VOIs, the VOI Union, and the VOI Federation, Mayors and their coworkers, local authorities (Fokontany), local park committee members, etc. [↑](#footnote-ref-56)
57. MRPA documentation report p. 45 [↑](#footnote-ref-57)
58. Capitalization study, p.48 [↑](#footnote-ref-58)
59. Documentation report p.45 [↑](#footnote-ref-59)
60. Documentation report p.58 [↑](#footnote-ref-60)
61. Documentation report p.60 [↑](#footnote-ref-61)
62. The LIFE model (Lahasa Ifandrombonana ho Fampandrosoana ny ambanivohitra sy Entimiaro ny tontolo iainana) promoted by JICA, MEEF and MPAE (Ministry to the Presidency in charge of Agriculture and Livestock) is based on the extension and sustainability of rural development and soil conservation activities: (1) extension through mass training based on the needs of local populations and resources and (2) sustainability through repeated training and post-training follow-up. This model aims to be applied quickly, at low cost and fairly high efficiency over a large area, allowing the entire population to have an equal opportunity to participate. The extension structure is made up of local trainers and a zone manager (who is compensated). The current themes adopted by TPF are the stabilization of *lavaka*, the production of improved stoves" KAMADO" and reforestation, but the themes can be expanded to other areas (production, fight against bush fires, etc.). [↑](#footnote-ref-62)
63. Documentation report [↑](#footnote-ref-63)
64. http://www.newsmada.com/2017/11/02/comatsa-les-medias-contre-la-deforestation/ [↑](#footnote-ref-64)
65. PHCFII Mid-Term Evaluation p. 44 [↑](#footnote-ref-65)
66. http://www.oysteroil.com/s/madagascar\_project.asp [↑](#footnote-ref-66)
67. Documentation report, p.59 [↑](#footnote-ref-67)
68. Source: [http://web.undp.org/evaluation/documents/guidance/GEF/GEF-TE-Guide\_ENG.pdf](http://web.undp.org/evaluation/documents/guidance/GEF/GEF-TE-Guide_FRE.pdf) [↑](#footnote-ref-68)
69. "Expand Madagascar's PA system by developing a sub-network of managed natural resource PAs in underrepresented ecological landscapes, under the joint management by local governments and communities, and integrated into regional frameworks of development."  [↑](#footnote-ref-69)