



*Empowered lives.
Resilient nations.*

National Biodiversity Project: Conservation of Iona
National Park
(PIMS # 4581)

TERMINAL EVALUATION REPORT

Submitted to UNDP CO Angola by ValérioMacandza

April 2018

Title of UNDP supported GEF financed project	National Biodiversity Project: Conservation of Iona National Park
GEF Project ID	4082
UNDP GEF PIMS:	4581
Evaluation time frame	February 2013 – April 2018
Date of evaluation report	April 2018
Region	Africa
Focal Area	Biodiversity
Trust Fund	GEF Trust Fund
GEF Focal Area Strategic Objective	BD-SP3: Strengthening Terrestrial Protected Area Networks
Implementing agency	UNDP
Executing agency	Ministry of Environment
Evaluation team	Valerio Macandza

ACKNOWLEDGEMENTS

The evaluator thanks all participants in the evaluation mission, in particular UNDP CO (Dr. Goetz Schroth, Mr José Félix and Mrs. Vanessa Falkowski) for sharing relevant project documents, coordinating the terminal evaluation and providing the logistical support. Mr. Aristófanés Pontes is thanked for the shared documents and information on project implementation and for facilitating interviews with senior officials at MINAMB. Mr. Manuel Afonso and Dr. Bruce Bennett are acknowledged for organizing the sites visits and field interviews in the Iona National Park and for sharing unpublished relevant data and reports.

EXECUTIVE SUMMARY

The National Biodiversity Project: Conservation of Iona National Park in Angola was implemented between 2013 and 2018. The objective of the project is to catalyze an improvement in the overall management of the protected areas network, through rehabilitating Iona National Park. The project comprises two levels of intervention, at local level (outcome 1 - Rehabilitation of Iona National Park) and at national level (outcome 2 - Strengthen institutional capacity to manage the protected areas network).

The project was implemented under the National Implementation Modality (NIM), with the Ministry of Environment (MINAMB) as the executing agency, supported by the implementing agency, the UNDP CO Angola. The **conclusions** of the Terminal Evaluation are as follows:

- Monitoring of project indicators was weak due to deficient design of the logical framework, which included unrealistic baselines and target values, and indicators of difficult measurement. Additionally, some outputs were too ambitious for achievement with the project timeframe, budget and technical capacity available in Angola.
- The project is relevant because it contributed to national reconstruction after decades of civil war, which destroyed the management capacity of the protected areas network. It is linked with the National Development Plan – PND (2013 – 2017), which includes as one of its priority interventions the implementation of strategies for the management of national parks and nature reserves. It is aligned with the National Biodiversity Strategy and Action Plan (NBSAP, 2007-2012). The project contributed to the GEF-4 biodiversity strategy long term objective 1 (to catalyze sustainability of protected area systems), and it is linked with UNDP priorities and programs such as the Partnership Framework for Development of the United Nations - UNPAF (2015-2019), United Nations Development Assistance Framework - UNDAF (2015-2019) and Country Program Action Plan - CPAD (2015 – 2019), which are all aligned with the PND of Angola (2013-2017) and focus on strengthening the national system of protected areas and on the development of institutional and human capacity. The project is also part of agreement between the EU – Angola and the National Indicative Programme (NIP) for the 10^o European Development

Fund (EDF) covering the period 2008 – 2013. It is aligned with and contributed to the achievement of indicators of Sustainable Development Goals # 1, # 6 and # 15.

- In terms of effectiveness, under outcome 1, the project recruited, trained and equipped 20 field rangers. Key park infrastructure was renovated or built and equipment purchased to create adequate working conditions for park staff. An integrated management plan was developed for Iona National Park for the period 2015 - 2025. However, its structure and content is not adequate to guide the management of the park and its preparation was not sufficiently participatory. The project initiated the development of community based tourism as a mechanism to balance the needs of natural resources for the livelihood of communities and the achievement of parks biodiversity conservation objectives. Under outcome 2, the main achievement was the preparation of the strategic plan for the protected areas system (PESAC) for the period 2018 - 2027. PESAC will guide the functioning of INBAC, prioritizing protected areas rehabilitation and expansion, preparation of management plans, improvement of governance through the engagement of multiple stakeholders including local communities, training of human resources and identification of sources of funding for the financial sustainability of protected areas.
- The efficiency of project implementation was affected by: lack of experience of the executing agency in implementing NIM projects; lack of project coordinator at MINAMB at the beginning of the project; lengthy recruiting, procurement and contractual procedures at MINAMB; inadequate guidance provided by the UNDP to MINAMB during the first three years of project implementation; lack of adaptive management and unsatisfactory functioning of the Project Steering Committee (PSC). As a consequence, project implementation was delayed and did not achieve some important intended results.

The Terminal Evaluation presents the following **recommendations** in order of priority and with an indication of the institutions that should take action:

- **INBAC** should raise financial resources to revise the management plan of the Iona National Park for it to become a management guiding tool, and subsequently provide resources for its implementation.
- To increase the environmental and socioeconomic sustainability, in the management of the Iona National Park, **INBAC** should focus on the: (1) maintenance of the infrastructure

constructed by the project, (2) strengthening of patrolling to reduce the negative effects of poaching on wildlife populations, (3) strengthening of environmental education, (4) implementation of the zoning plan, (5) development of community-based tourism to strengthen the awareness of the value of biodiversity to local communities, and (6) provision of water for livestock drinking away from the most sensitive grasslands of the park used by wildlife.

- For protected areas with people living inside or in the periphery such as Iona National Park and most protected areas in Angola, in addition to the standard field ranger courses, **INBAC** should train field rangers and park administrators on public relations and communication with tourists, local communities and other stakeholders.
- In parallel to the routine counting of wildlife along the roads, the **Iona National Park** should routinely analyze the data collected and systematized in a monitoring system, to generate trends in the distribution and relative abundance of wildlife species that can be used in park management decisions, including the distribution of patrolling effort. Additionally, a proper database should be prepared for storing the data collected in Iona National Park, which should be linked to a central **INBAC** database on Angola protected areas.
- **INBAC** should develop a guideline and standard template to be followed in the design of protected areas management plan and enforce that its preparation is participatory and based on field ecological and socioeconomic data. Participation builds ownership of the management plan by stakeholders and eases collaboration and division of tasks and responsibilities for implementation.
- In future projects, **MINAMB** should delegate the leadership of the PSC to the Secretary of State of Environment or to the General Director of **INBAC** for this body to meet more often, which will facilitate monitoring and evaluation, accelerate decision-making processes, and consequently increase the effectiveness and efficiency of the project.
- Despite implementation under NIM, given its initial stage of developing technical expertise, the executing agency (**MINAMB**) should request assistance from the implementing agency or from external sources in the selection of contractors and in the review of deliverables to ensure that the deliverables are of satisfactory quality.

- In future projects, the implementing agency (**UNDP**) should allocate adequate staff to provide guidance to the executing agency throughout the implementation period.
- **UNDP** should intensify efforts to explain National Implementation Modality rules to avoid misperceptions and wrong interpretation of its role and responsibility by both executing agency and donors.
- The design of future projects must be adapted to local circumstances and conditions and be based on a comprehensive and participatory analysis of risks, opportunities, strengths and weaknesses to ensure that the project is composed of realistic outcomes, outputs and activities to make an impact on the ecological or socioeconomic environment.
- To facilitate monitoring and evaluation during the implementation phase, all outputs must have the corresponding indicators with realistic baseline and target values, and means of verification with robust methods to measure the performance of the project towards their accomplishment.

From the design and implementation of the project the following **Lessons** were learned:

- Placing the leadership of the PSC at Minister level results in low effectiveness and efficiency of project implementation because overloaded central Government agendas prevent adequate overseeing of the project and timely decision-making.
- Projects to be implemented under NIM should start with a recruited project coordinator fully dedicated to project implementation.
- The implementation of NIM in its strict sense in situations of weak technical and institutional capacity of the executing agency results in low effectiveness and efficiency of project implementation.
- Unrealistic project design combined with inadequate adaptive management by the implementing and executing agency results in difficult implementation and failure to achieve intended outcomes.
- In projects using different currencies, fluctuations of exchange rates between currencies result in actual project budget different from the planned budget, which can negatively affect project implementation.
- The engagement of local communities in conservation is a slow process of building trust between park staff and local communities. Therefore, in protected areas with people living inside their boundaries and using natural resources for subsistence, projects should target

both the achievement of biodiversity conservation and socioeconomic objectives. Social and economic studies aimed at supporting the identification of appropriate mechanism of community engagement should be conducted at the beginning of project implementation.

Evaluation Ratings

1. Monitoring and Evaluation	Rating	2. IA & EA Execution	rating
M&E design at entry	MU	Quality of UNDP Implementation – Implementing Agency (IA)	MS
M&E Plan Implementation	S	Quality of Execution - Executing Agency (EA)	MU
Overall quality of M&E	S	Overall quality of Implementation / Execution	MS
3. Assessment of Outcomes	Rating	4. Sustainability	rating
Relevance	R	Financial resources	MU
Effectiveness	MS	Socio-political	MU
Efficiency	MU	Institutional framework and governance	L
Overall Project Outcome Rating	MS	Environmental	L
		Overall likelihood of sustainability	ML

Legend:

S – Satisfactory, MU – Moderately Unsatisfactory, MS - Moderately Satisfactory, R – Relevant, L - Likely

ACRONYMS AND ABBREVIATIONS

AoA	Angolan Kwanza
AWB	Annual Work Plan and Budget
CBD	Convention on Biological Diversity
CDR	Combined Delivery Report
CPD	Country Program Document
CPAP	Country Program Action Plan
CO	Country Office
EDF	European Development Fund
EU	European Union
EUD	European Union Delegation
EUR	Euro
GEF	Global Environmental Facility
GoA	Government of Angola
IMBAC	National Institute of Biodiversity and Conservation Areas
M&E	Monitoring and Evaluation
METT	Management Effectiveness Tracking Tool
MINAMB	Ministry of Environment
MTR	Mid Term Review
NBSAP	National Biodiversity Strategy and Action Plan
NGO	Non-Government Organization
NIM	National Implementation Modality
NIP	National Indicative Programme
PESAC	Strategic Plan of the Protected Areas System
PLERNACA	Strategic Plan of the Angola's Protected Areas Network
PMU	Project Management Unit
PNGA	Plano Nacional de Gestão Ambiental
PRODOC	Project Document
PSC	Project Steering Committee
RBM	Result-Based Management
ROAR	Results-Oriented Annual Report
SDG	Sustainable Development Goal
SEBAC	Secretary of State of Biodiversity and Conservation Areas
SO	Strategic Objective
SP	Strategic Programme
TE	Terminal Evaluation
TFCA	Transfrontier Conservation Area
ToR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNPAF	Partnership Framework for Development of the United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFCCC	United Nations Framework Convention on Climate Change
US\$	United States Dollar
WWF	World Wildlife Fund

Table of Contents

ACKNOWLEDGEMENTS.....	3
EXECUTIVE SUMMARY.....	4
ACRONYMS AND ABBREVIATIONS.....	10
1. INTRODUCTION.....	13
1.1 Purpose of the evaluation	13
1.2 Scope & Methodology.....	13
1.3 Structure of the evaluation report	20
2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT	21
2.1 Project start and duration	21
2.2 Problems that the project sought to address and development objectives	21
2.3 Baseline indicators.....	25
2.4 Main stakeholders.....	25
2.5 Expected Results.....	27
3. FINDINGS	28
3.1 PROJECT DESIGN/FORMULATION.....	28
3.1.1 Analysis of LFA/Results Framework.....	28
3.1.2 Assumptions and Risks	30
3.1.3 Lessons from other relevant projects (e.g., same focal area) incorporated into project design... 31	
3.1.4 Planned stakeholder participation	32
3.1.5 Replication approach.....	33
3.1.6 UNDP comparative advantage	33
3.1.7 Linkages between project and other interventions within the sector.....	34
3.1.8 Management arrangements	35
3.2.3 Implementing Agency (Undp) Execution and Executing Agency (Minamb) Execution.....	37
3.2.4 Project finances and co-finance.....	39
3.2.5 Monitoring and evaluation (design at entry, implementation and overall assessment).....	42
3.3 PROJECT RESULTS	44
3.3.1 Overall results (attainment of objectives)	44
3.3.2 Relevance	45
3.3.3 Effectiveness	48
3.3.3 Efficiency	63
3.3.4 Country ownership	65
3.3.5 Mainstreaming.....	65
3.3.5 Sustainability	66
3.3.6 Impact.....	69
4. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED	70
4.1. CONCLUSIONS	70
5. ANNEXES.....	76
Annex 1 – Terms of References	76

Annex 2. Itinerary of the evaluation mission.....	84
Annex 3. List of Persons Interviewed.....	86
Annex 4. Summary of field visits.....	88
Annex 5. List of documentS reviewed	94
Annex 6: Evaluation Questions (Evaluation matrix).....	97
Annex 7: Evaluation Consultant Code of Conduct and Agreement Form.....	102

1. INTRODUCTION

1.1 PURPOSE OF THE EVALUATION

The purpose of the terminal evaluation (TE) of UNDP-supported projects, funded by EU and GEF, is to promote accountability and transparency in the implementation of projects, by systematically and impartially assessing and disclosing the extent of accomplishments of project intended results and project impacts, synthesizing lessons learned about project design, implementation and management that can improve the sustainability of benefits from the project under evaluation and help to improve the selection, design and implementation of future UNDP projects funded by EU, GEF or other donors¹.

The TE is undertaken three months prior to the end of project implementation and final Project Steering Committee (PSC) and was conducted in compliance with the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects as well as the United Nations Evaluation Group (UNEG) ethical guidelines², which includes confidentiality and protection of informants, and sensitiveness to cultural practices and beliefs. To this effect, the evaluator has subscribed and signed a code of conduct attached to this report as annex 7.

1.2 SCOPE & METHODOLOGY

For the TE to provide a comprehensive and systematic accounting of the performance of the project, it gives answers to evaluation questions linked to the five criteria of relevance, effectiveness, efficiency, impact and sustainability, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. The research questions/ sub-questions that correspond to these criteria are:

- i. **Relevance.** How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?
- ii. **Effectiveness.** To what extent have the expected outcomes and objectives of the project been achieved?
- iii. **Efficiency.** Was the project implemented efficiently, in-line with international norms and standards?

¹ UNDP (2012)

² UNEG (2008)

- iv. **Sustainability.** To what extent are there financial, institutional, socio-economic, and/ or environmental risks to sustaining long-term project results?
- v. **Impact.** Has the project contributed to, or enabled progress towards, reduced environmental stress or improved ecological and/or socio-economic status?

Each research question was converted into a set of operational questions or hypotheses that can be tested based on data collection and analysis. To that effect, and based on the project document (PRODOC)³, a set of sub-criteria were defined as follows:

Relevance. The project will be considered relevant if it:

- Supported poverty reduction, rehabilitation of basic infrastructure and institutional capacity building and improvement of governance as expressed in the National Development Plan (PND) 2013-2017⁴.
- Supported the protection of the overall environment and sustainable use of natural resources as established by the new Constitution of the Republic of Angola enacted in 2010 and in the Environmental Framework Law (EFL) (Law n° 5/98 of 19 June 1998).
- Contributed to the protection of biodiversity, ecosystem rehabilitation, environmental education and engagement of local communities in conservation activities and overall improvement of protected areas management effectiveness as spelled out in the National Environmental Management Plan (PNGA) approved in 2009, in the National Biodiversity Strategy and Action Plan (NBSAP, 2007-2012) approved by the Government on 26th July 2006⁵ in the National Policy of Forest, Wildlife and Conservation Areas approved in 2010 and in the Strategic Plan of the Angola's Protected Areas Network (PLERNACA) approved in 2011.
- Its implementation involved all relevant stakeholders at national, province and municipal level.
- Supported specific outcomes of the UNDP country program document (2015 – 2019)⁶, Partnership Framework for Development of the United Nations (UNPAF 2015-2019)⁷,

³UNDP CO Angola (2011)

⁴ Ministério do Planeamento e do Desenvolvimento Territorial (2012)

⁵ Ministério do Ambiente (2006)

⁶ UNDP (2014a)

United Nation's Development Assistance Framework (UNDAF) and contributes to their targets and indicators,

- Contributed to the achievement of the objectives of the 10th European Development Fund (EDF) in Angola, and
- It is aligned with Sustainable Development Goals (SDG) and contributed to their indicators.

Efficiency. The project will be considered efficient if it:

- Complied with incremental cost criteria (business as usual against global environmental benefits of GEF alternative) and has secured co-finance (non-GEF project resources that are essential for meeting the GEF project objectives)
- Completed or exceeded outcomes within its budget and time frames

Effectiveness. The project will be considered effective if it accomplished most of its targets, namely: (i) Rehabilitation of Iona National Park and (ii) Strengthening of institutional capacity to manage the protected areas system.

With regards to Iona National Park, the project will be considered effective if the following results are achieved:

- Appointment, training, equipping and deployment of 12 park staff
- Establishment of key park infrastructure, equipment and services
- Development of an integrated park management plan
- Building of community and local government mechanism for participation in the conservation of the park

In relation to the development of capacity of INBAC to administer the protected areas network, the project will be considered effective if the following has been accomplished or there is satisfactory progress towards their accomplishment:

- Preparation of a Strategic Plan for the protected area system
- Development of the organisational structure and staff complement for the protected area network

⁷UNDP (2014b)

- Assessment of the current state of national parks and strict nature reserves
- Preparation of detailed implementation plans for the rehabilitation of national parks and strict nature reserves

Impact. The project will be considered to have a significant positive impact if it:

- Has improved the management effectiveness of the Iona National Park as measured by the Management Effectiveness Tracking Tool (METT) over the 2012 baseline value
- Has strengthened the capacity of INBAC to manage the protected areas network as measured by the Capacity Development Assessment Scorecard
- Has reduced threats to biodiversity and resulted in the recovery of wildlife populations
- Has increased community support to and participation in conservation activities
- Has improved financial sustainability of the protected areas system as measured by the score of the Financial Sustainability Scorecard

Sustainability. The project will be considered sustainable if it:

- Increased central government allocation of funds for the implementation of PLERNACA
- INBAC is unlikely to lose acquired management capacities due to staff turnover or budget cuts
- INBAC or Iona National Park have financial capacity to maintain the contracted park rangers
- The perceptions of local communities are favorable to conservation and sustainable use of natural resources
- There is a maintenance plan implemented for infrastructure and equipment at Iona National Park

The TE was conducted taking into consideration the norms outlined in the UNDP evaluation policy⁸, namely independence, transparency, ethics, impartiality, quality, timeliness and utility and methods described in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-

⁸ UNDP (2010)

supported, GEF-financed Projects and in the Handbook on Planning, Monitoring and Evaluating for Development Results⁹. The analysis entailed evaluating different stages and aspects of the project, including design and formulation; implementation; results; and the involvement of stakeholders in project's processes and activities.

The collection of primary and secondary data followed the methods described in the Terms of Reference (ToR) (annex 1) and TE inception report. A combination of the following procedures was used for the TE:

- 1) Document review. This phase consisted of in depth analysis of project document (PRODOC), project inception report, project progress reports (Annual Project Review/Project Implementation Reviews – APR/PIR and annual narrative reports to the EU), GEF focal area tracking tools, project deliverables, minutes meetings of the Project Steering Committee (PSC), minutes of project technical meetings, report of Mid-Term Review, , annual workplans and budget, annual financial reports (combined delivery reports), audit reports, report of an independent evaluation of the Rehabilitation of Iona National Park conducted by the EU, relevant national legislation and strategic documents. Peer reviewed literature on relevant issues of the project was also consulted. The list of reviewed documents is presented in annex 5.
- 2) Interviews to key stakeholders. A fifteen days mission was conducted from 28 January to 11th February 2018 to engage stakeholders in the TE. This participatory and consultative approach of data collection consisted of interviews to representatives of different project stakeholders, including donors (European Union Delegation - EUD), implementing agency (UNDP Country Office), executing agency (Ministry of Environment - MINAMB), project team, Iona National Park staff, local municipality, local communities and local tour operators. Focus group discussions were held to collect information from park rangers. Partners and beneficiaries interviewed are listed in annex 3, but the identities and authorship of the statements on which the evaluation conclusions are based have been kept concealed, following the evaluation ethical guidelines.
- 3) Site visit/direct observation. During the mission to Angola the evaluator visited the Iona National Park, to, in addition to interviews, observe the infrastructure developed by the

⁹ UNDP (2009)

project, visit local communities and observe landscape features and land use. Annex 2 contains a description of the itinerary of field mission. The summary of field observations made by the evaluator is presented in annex 4.

An evaluation matrix was developed to guide data collection for the evaluation, which includes the evaluation criteria with key questions, indicators, sources of data and methodology (annex 6). To allow triangulation of information, stakeholders with different roles in the project were asked predominantly the same questions. However, role-specific questions were also asked to each stakeholder. There was also triangulation of information collected using the three main methods and sources (document review, interviews and direct observations), which allowed cross-validation of information. The TE also included an analysis of the extent to which gender was mainstreamed in the project, by asking questions about actions implemented to benefit or at least to not discriminate the traditionally disadvantaged women.

In addition to answering research questions, the TE has also assessed the performance of the implementing agency (UNDP) and executing agency (MINAMB) by examining the support provided by both agencies to the project team and the quality of the work plans and project report. Accordingly, the agencies were considered to have performed adequately if they provided sufficient human and financial resources for project execution, assured that work plans were developed and monitored according to the project log-frame, disbursed project funds in a timely manner in accordance with the work plans and adequately managed risks to prevent delays in implementation. The terminal evaluation report has been reviewed by all relevant stakeholders, who have given their vision, comments, suggestions and corrections, which have been incorporated or rejected by the evaluator. Changes, corrections and incorporation can be tracked at annex 8 (audit trail) attached to this report.

To finalize the evaluation, the project dimensions of relevance, effectiveness, efficiency, sustainability, agency performance, and impact were rated according to the following scales described in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects:

Ratings for Progress Towards Results: (one rating for each outcome and for the objective)		
6	Highly Satisfactory (HS)	The objective/outcome is expected to achieve or exceed all its end-of-project targets, without major shortcomings. The progress towards the objective/outcome can be presented as “good practice”.
5	Satisfactory (S)	The objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings.
4	Moderately Satisfactory (MS)	The objective/outcome is expected to achieve most of its end-of-project targets but with significant shortcomings.
3	Moderately Unsatisfactory (MU)	The objective/outcome is expected to achieve its end-of-project targets with major shortcomings.
2	Unsatisfactory (U)	The objective/outcome is expected not to achieve most of its end-of-project targets.
1	Highly Unsatisfactory (HU)	The objective/outcome has failed to achieve its midterm targets, and is not expected to achieve any of its end-of-project targets.

Ratings for Project Implementation & Adaptive Management: (one overall rating)		
6	Highly Satisfactory (HS)	Implementation of all seven components – management arrangements, work planning, finance and co- finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications – is leading to efficient and effective project implementation and adaptive management. The project can be presented as “good practice”.
5	Satisfactory (S)	Implementation of most of the seven components is leading to efficient and effective project implementation and adaptive management except for only few that are subject to remedial action.
4	Moderately Satisfactory (MS)	Implementation of some of the seven components is leading to efficient and effective project implementation and adaptive management, with some components requiring remedial action.
3	Moderately Unsatisfactory (MU)	Implementation of some of the seven components is not leading to efficient and effective project implementation and adaptive management, with most components requiring remedial action.
2	Unsatisfactory (U)	Implementation of most of the seven components is not leading to efficient and effective project implementation and adaptive management.
1	Highly Unsatisfactory (HU)	Implementation of none of the seven components is leading to efficient and effective project implementation and adaptive management.

Ratings for Sustainability: (one overall rating)		
4	Likely (L)	Negligible risks to sustainability, with key outcomes on track to be achieved by the project's closure and expected to continue into the foreseeable future
3	Moderately Likely (ML)	Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Review
2	Moderately Unlikely (MU)	Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on
1	Unlikely (U)	Severe risks that project outcomes as well as key outputs will not be sustained

Limitations

The short time of field visit for a protected area of the size of Iona National Park resulted in restrictions of visits to the most accessible areas along the main access roads and in the proximity to the parks headquarters, Espinheira. The Eastern section of the park was not visited for field observations due to long distances combined with poor quality of roads, which would require long time for the trip. Most of staff that initiated project implementation at UNDP, EU and MINAMB were no longer working with the project and most were no longer based in Angola, and it was not possible to interview them. This reduced the details of information collected on project implementation during the first two years.

1.3 STRUCTURE OF THE EVALUATION REPORT

The TE report follows the UNDP-GEF terminal evaluation guidelines and is divided in four sections, including this introduction and evaluation criteria and methods (section 1.1. to 1.3.). Section two describes the project history and development context, including the problems the project intended to address. Section three exposes the evaluation's findings, in terms of project design, implementation, management arrangements and implementing and executing agency's performance, as well as effectiveness and efficiency of the project, sustainability of its outcomes and impacts. Section four contains the conclusions, recommendations and lessons learned, based on the evaluation findings. Finally, several annexes are attached to this report, including, the ToRs, the evaluation matrix (summary of research questions and methods, and results), list of

documents reviewed, persons interviewed, mission itinerary and evaluators agreement with UNEG's evaluation ethical guidelines.

2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

2.1 PROJECT START AND DURATION

The National Biodiversity Project: Conservation of Iona National Park was implemented over a period of five years (February 2013 – April 2018). It was planned for closure in February 2017 (after 4 years). However, it was awarded a non-cost extension for closure in April 2018.

2.2 Problems that the project sought to address and development objectives

Angola is one of the most biodiversity rich countries in Africa. There are no comprehensive data on species richness, distribution, endemism and conservation status. However, available data indicate that at least 6,650 plant species, 275 mammal species, 872 bird species, 266 freshwater fish species, 78 amphibian and 227 reptile species occur in Angola. Preliminary data also indicate that at least 11 mammal species including the country's national symbol, the Giant Sable Antelope (*Hippotragus niger variani*), 11 bird, 72 freshwater fish, 16 reptile, 21 amphibian and more than 600 plant species are endemic to the country. Angola also has the greatest diversity of terrestrial biomes and WWF-ecoregions in Africa, from the desert biome, arid savannas, miombo woodlands, rainforests and isolated Afro-montane forests. Angola has a coast line of 1600 km to the Atlantic Ocean. The marine and coastal environment is influenced by the confluence of two oceanic currents: the warm waters of the Angola current and the cold water of the Benguela current, which create unique ecological outcomes.

When the project was designed its protected area network comprised 13 protected areas (6 national parks, 2 strict nature reserves, 1 regional park and 4 partial reserves) covering only ~6.6% (82,322 km²) of the national territory, which is less than half of the Aichi biodiversity target of

protecting at least 17% and 10% of terrestrial and marine ecosystems, respectively¹⁰. This suggests that Angola's protected area network needs expansion to ensure representation of its diversity of species, ecosystems, biomes and ecological processes within protected areas. In 2011, three new national parks were established by Law n° 38/11 of 29th of December, and the national protected areas coverage increased to 12.58% of the country's territory, which is still less than the Aichi biodiversity target.

The Iona National Park comprises diverse landscapes, ecosystems and ecoregions, and is the principal habitat of one of the most distinctive and ancient plants known to science – *Welwitschia mirabilis*. The park is dominated by desert and arid savanna ecosystems, with high diversity and endemism of plant and animal species. The park is regionally important from a conservation perspective in that it forms a contiguous link with the extensive coastal conservation areas of Namibia, to form the largest Trans-frontier Conservation Areas in Africa (i.e. the Iona-Skeleton Coast Trans-Frontier Conservation Area) (Resolution n° 41/06 of the Council of Ministers). The Iona National Park had been abandoned by the protected area authorities since 1975, park infrastructure had been destroyed during the civil war and had no dedicated budget or staff complement. Large areas of the park were occupied by pastoralists, with population estimated at 3,500 in 2011.

During the period of civil war (1975 – 2002) the majority of large mammals, birds and reptiles species declined severely or were driven to local extinction due to poaching or habitat loss. Law enforcement was nearly absent due to shortage of trained and equipped field rangers. Most protected areas were permanently occupied by local communities, practicing activities such as hunting, livestock grazing, subsistence agriculture, uncontrolled burn of forests, charcoal production and mining, which threaten biodiversity. When the project was designed in 2011, the national authority responsible for managing the protected areas network (the Ministry of Environment - MINAMB) was virtually absent from all parks and reserves or provided only *ad hoc* support, due to shortage of funding, qualified human resources and other management inputs. High numbers of people lived inside protected areas of Angola, which caused the challenge of managing protected areas to conserve biodiversity but also consider the subsistence needs of local communities.

¹⁰ CBD (2010)

Angola experienced a rapid economic growth immediately after the end of civil war due to the export of oil and precious stones. However, from 2009 onwards the economy of the country suffered a shock of oil price decline in international markets¹¹. Angola continues to be categorized as a low income country, with 54 percent of the population living below the poverty line. In rural areas, poverty results in pressure on natural resources for subsistence. For instance, poaching of wild animals, illegal logging and cutting down of forests for household consumption of wood and charcoal takes place in many areas of the country. Additionally, Angola lacks specific legislation for biodiversity conservation and faces shortage of qualified personal in biodiversity conservation issues. These challenges result in an inadequate capacity to manage natural resources in a sustainable manner, including the management of areas set aside to conserve biodiversity.

The goal of the project was to establish and effectively manage a network of protected areas to conserve representative samples of Angola's globally unique biodiversity. The objective of the project was to catalyze an improvement in the overall management of the protected areas network, through rehabilitating Iona National Park. The project comprised two levels of intervention: at local level (component or outcome 1), the project intended to rehabilitate the Iona National Park through: (i) the establishment, training, and equipping of a functional staff complement in the park; (ii) the renovation and construction of key park infrastructure to support the operation of park staff (i.e. accommodation, offices, roads, water supply, waste management facilities, electrical supply, fencing, etc.); (iii) the development of an integrated park management plan to guide park operations; and (iv) the piloting of a cooperative governance framework for the park with the engagement of local communities living in, and using the parks natural resources. At national level, the project intended to support the establishment and operationalisation of the Department of Conservation Areas within the National Institute for Biodiversity and Conservation Areas (INBAC) at MINAMB. Specific support included: (i) the preparation of a strategic business planning framework for the protected area system; (ii) the development of an organisational structure and functional staffing complement for the protected area system; (iii) an assessment of the current state (biodiversity, infrastructure, management, settlement, land use, etc.) of national parks and strict nature reserves; and (vi) the preparation of detailed implementation plans for the rehabilitation of national parks and strict nature reserves.

¹¹ Ministério do Planeamento e do Desenvolvimento do Território (2012)

The project was the first phase of a more comprehensive national program to rehabilitate, strengthen and expand Angola's network of protected areas. Therefore, lessons learned from its implementation, will be used to: (i) implement rehabilitation measures in other degraded protected areas; (ii) sustain and strengthen ongoing efforts to improve institutional capacities of MINAMB; (iii) introduce measures to improve the long-term financial sustainability of the protected area system; and (iv) support the Government of Angola in expanding and effectively manage the protected area system through implementation of the Plano Estratégico da Rede Nacional de Áreas de Conservação de Angola (PLERNACA) approved in 2011. The Project's overall purpose was to address barriers that hinder effective management of protected areas, hence halt biodiversity loss.

The project is aligned with GEF's Strategic Objective (SO) 1 of the Biodiversity focal area, 'Catalyzing Sustainability of Protected Areas Systems', and is consistent with Strategic Programme (SP) 3 of SO 1; 'Strengthening Terrestrial Protected Area Networks'¹². It fits into UNDP's mission of helping countries in their efforts to achieve sustainable human development through environmental protection. In terms of UNDP programming, it is linked with the Partnership Framework for Development of the United Nations - UNPAF (2015-2019), United Nations Development Assistance Framework - UNDAF (2015-2019) and Country Program Action Plan - CPAD (2015 – 2019), which are all aligned with the PND of Angola (2013-2017). The project is also linked to the priorities of the 10th European Development Fund (EDF) and with Sustainable Development Goals (SDGs) and its target and indicators, specifically, SDG #1 "End poverty in all its forms everywhere", SDG # 6 "Ensure availability and sustainable management of water and sanitation for all" and SDG # 15 "Life on Land - Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss"¹³.

¹² GEF Council (2007)

¹³United Nations (2017)

2.3 BASELINE INDICATORS

The logical framework of the National Biodiversity Project: Conservation of Iona National Park project included 22 indicators, with four indicators for project objective, eleven indicators for component 1 and seven indicators for component 2. Indicators must provide realistic baseline and targets values, and be SMART (Specific, Measurable, Achievable, Relevant and Time-bound). Not all indicators met these characteristics and there were important issues regarding sources used for the baselines as well as methodologies and source of data to monitor the progress towards the achievement of the indicated targets (see details in section 3.1.1 – analysis of the results framework). This had a significant effect on the project’s monitoring efforts.

2.4 Main stakeholders

The stakeholders and their anticipated roles for the achievement of project intended results were identified during the design of the project are described below. However, it is important to note that due to the restructuring of Government institutions since late 2017, the names and mandates of some Ministries have changed.

The Ministry of Environment (MINAMB) is responsible for the coordination, preparation, execution and enforcement of environmental policies, with focus on biodiversity, environmental technologies, environmental impact assessment and environmental education. MINAMB would have overall responsibility for the implementation of the project. It would facilitate the establishment and operational functioning of INBAC. MINAMB would chair the Project Steering Committee (PSC). The organizational structure of MINAMB changed from the design to the implementation period. A new Secretary of State for Biodiversity (SEBAC) was created in 2012 and project coordination would be the responsibility of this institution, including the institutional support for component 2. The institutional responsibility was transferred to the National Institute for Biodiversity and Conservation Areas (INBAC) at the end of 2014, which was a new institution without the required experience to implement key project activities. INBAC is under the umbrella of MINAMB, it was created by Presidential Decree n° 10/11, of 7th January, with the mandate to execute the biodiversity conservation policy and the management of the national conservation areas network, for the protection and preservation of environmental components and the

maintenance and improvement of the ecosystems of high ecological and socioeconomic value. INBAC would be responsible for overseeing the in situ implementation of project activities. INBAC would be represented in the PSC and would chair the project technical committee.

Former Ministry of Planning (MINPLAN), currently Ministry of Economy and Planning (MEP).

This Ministry would have the role of ensuring that the sectoral strategies and plans developed under this project are aligned with the development objectives spelled out in the National Development Plan and with other country – wide sectoral policies. This stakeholder would play a key role for the financial sustainability of project activities through the integration of protected areas budgets into the broader macro-economic programming for Angola. MINPLAN may be represented in the PSC.

Ministry of Finance (MINFIN) would be responsible for securing government funding for the management of the protected area system (through an annual budget allocation to MINAMB and INBAC) in order to meet the government co-financing commitments to the project. MINFIN may be represented in the PSC.

Former Ministry of Agriculture, Rural Development and Fisheries (MINADERP), currently Ministry of Agriculture and Forestry (MINAGRIF) and Ministry of Fisheries and Sea (MINPESMAR). The former MINADERP would provide ‘backstopping’ assistance in the administration of rural development issues in protected areas (notably in respect of communities living in Iona National Park), sustainable forest management in protected areas, management of sustainable agricultural activities in protected areas and livestock management in protected areas (notably in respect of water management and carrying capacity of goats, cattle and sheep in Iona National Park). MINADERP may be represented in the PSC.

Former Ministry of Urbanism and Construction (MINUC), current Ministry of Land-Use Planning and Habitation (MINUHA). This institution would provide technical advice and support to the project in the planning, development and maintenance of public infrastructure in protected areas, notably public roads traversing protected areas.

Ministry of Hosting and Tourism (MINHOTUR). MINHOTUR would facilitate linkages between tourism development in protected areas and the national tourism master plan. It may also support hospitality and nature-based tourism training of protected area staff.

Ministry of Interior (MININT). MININT would provide policy and strategic support to the project in ensuring that any community resettlement and relocation processes that may be required in and

around protected areas are properly planned, administered in an equitable and fair manner and do not adversely impact on the integrity of protected areas (or areas identified for protected area expansion).

Ministry of National Defense (MINDEN). MINDEN would support the project in the selection of ex-combatants for training as field rangers.

Provincial governments would actively participate in and support the implementation of all project activities in protected areas, and link them to the provincial development strategies. The Namibe provincial government would be an important partner in activities of project's component 1. It would specifically support the ongoing provision of social (health, education, security, etc.) and infrastructural services (water, power, waste management, etc.) to the communities living in Iona National Park. The Namibe Provincial Government would be represented in the PSC.

Municipal Administration. In collaboration with their provincial governments, municipalities would support the ongoing provision of social and infrastructural services to communities living in protected areas. The municipality of Tombwa, and the commune of Iona, may be represented in the PSC.

Conselhos de Auscultação e Concertação Social (CACs). CACS, at both the provincial and municipal level, would provide important vehicles for consultation with civil society involved in, or affected by, protected areas and project activities.

Sobas (traditional authorities). Sobas would facilitate communication between the project and the communities at a village level. Sobas would monitor the implementation of mutually agreed project activities and interventions, and would act as a mediator for conflicts that may arise.

Other stakeholders: resource user groups, academic and research institutions and non – governmental organizations.

2.5 EXPECTED RESULTS

The National Biodiversity Project: Conservation of Iona National Park expected to significantly strengthen the then newly created INBAC by developing staff structure for protected areas and by developing strategic plans to guide its functionality. It was also expected that the project would establish management capacity of the Iona National Park in terms of staff, equipment, skill development programs and development of management plan to guide day to day management.

This was the first large biodiversity conservation project funded by foreign donors in Angola (EU and GEF in this case) and due to lack of technical capacity at individual and institutional levels for protected areas management, it was considered a pilot project and the expectation was that the experience to be gained in the process of infrastructure rehabilitation, recruitment and mentoring of staff, protected area management planning process, creation of mechanisms of engaging local communities in conservation activities and in the benefits from conservation in the Iona National Park would be used by INBAC staff to rehabilitate and establish management capacity in other protected areas of Angola. It was also expected that, indirectly, the lessons learnt about positive and negative factors of project design and implementation would be used to improve future projects.

3. FINDINGS

3.1 PROJECT DESIGN/FORMULATION

The evaluation of the design focused on assessing whether the development of the project considered the main risks; whether the outcomes, outputs, baselines and targets for the indicators were realistic based on local conditions; and whether the project planned an adequate management structure for its implementation, monitoring and evaluation.

3.1.1 ANALYSIS OF LFA/RESULTS FRAMEWORK

The results framework covered the project objective “Catalyze an improvement in the overall management of the protected areas network through rehabilitating Iona National Park”, with four indicators and two outcomes or components: outcome 1 “Rehabilitation of Iona National Park”, with 11 indicators for four outputs, and outcome 2 “Strengthen institutional capacity to manage the protected areas network”, with seven indicators for four outputs. The outcomes are coherent to the project objective and fit within GEF-4 biodiversity strategy. The outputs are framed towards the achievement of outcomes. The main weakness of the results framework lies in the indicators selected, methodologies and sources of data to monitor progress towards the achievement of the stated targets. While all indicators included a baseline and an end-of-project target, the PRODOC

offers no documentation on how the baselines were calculated. Most indicators are measurable quantitatively or qualitatively to assess whether they are achieved or not. Indicators #1, 2 and 3 are GEF tracking tools, with scores completed by project team and revised in MTR and TE. Indicators # 4 refers to the number of protected areas that have adopted METT, whereas indicator # 5 is the METT score of the Iona National Park. In some cases it is also not clear how the targets were decided and the effect of the achievement of the target on the effectiveness of protected areas management. For example, although the number of staff appointed, equipped, trained and deployed in the park (indicator n° 6) is a SMART indicator, the target of 12 staff (changed to 20 in the project inception workshop) is inadequate for effective patrolling and other management tasks in a protected area of the size of Iona National Park (15,150km²). Data on indicator # 7 (% of park visitors with permits to enter the park) is collected at control entry posts and during patrolling activities by park staff. Some indicators are of difficult measurement (at least by project staff) and the means of verification suggested are unlikely to provide such information or they are not available. For example, indicator # 8 (percentage of the plains grassland habitats of the park overgrazed by livestock) is of difficult measurement, there is no study that established that more than 35% of the park was overgrazed by livestock by the time of project design and there are no data being collected in the park to assess progress on this indicator. Indicator #9 (increase in wildlife populations) is quantitatively measurable through aerial wildlife survey and the stated targets are realistic. Indicator # 10 (number of fresh water springs accessible for use by wildlife) is measurable by mapping and counting the springs, but the target of four springs used exclusively by wildlife is not achievable in a protected area accessible for livestock grazing. The number of poaching incidents recorded in the park (indicator # 11) is difficult to interpret because the reduction of poaching incidents can be a result of effective suppression but also of incomplete detection. For indicator #12 (% of communities represented in park management decision-making process) it is difficult to understand what a community is, to subsequently measure progress towards the achievement of the considerably ambitious target of 60%. Data on direct jobs created for local communities (indicator #12) is quantitatively assessed from the readily available data on the origin of park rangers. The baseline and target value for the average annual income for households living in the park (indicator #15) are not realistic and there are no data being collected to assess progress towards the achievement of the target value. Development of strategic plan and policy framework for the protected areas system (indicator #16) and development of

organizational structure for protected areas (indicator #17) are realistic and readily assessed by presence or absence of these project deliverables. The indicators related to development of protected areas staff skills (indicator # 20 and 21) are assessed by the data available at Iona National Park and INBAC on staff who benefitted from capacity building programs or exchange visits. The number of national parks and strict nature reserves with fully documented up-to-date assessment of their state and biodiversity value (indicator # 21) is readily measurable, but the expectation of progress from a baseline of 0 to a target of 7 protected areas is too ambitious for the timeframe, budget and technical capacity available in Angola. Similarly, progress from the baseline of 1 to a target of 4 protected areas with structured rationalization and rehabilitation programme adequately resources and under implementation by the end of the project (indicator # 22) is assessed by the presence or absence of these deliverables, but the target is over ambitious. The indicators are relevant since they aim at outcomes which are aligned with environment and development needs at site and institutional levels. Lastly, they are time-bound given that they are to be met within the Project's implementation period. None of the indicators is gender sensitive. The project's inception report (June 2014)¹⁴, midterm review (March 2016)¹⁵ and an independent evaluation of component 1 conducted by the EUD in 2016¹⁶ also identified weakness of baseline indicators and targets presented in the PRODOC. An addition of a few indicators to the logical framework was suggested at the project inception workshop. However, there were no changes in the indicators used for project monitoring and evaluation throughout the implementation period (i.e. the suggested additions are not reflected in PIRs).

3.1.2 ASSUMPTIONS AND RISKS

The project document (PRODOC) identifies and rates five risks to project success, involving political, economic, financial and strategic issues. The only risk rated as high and with high likelihood of occurring was that local communities resident in the park conflict with the park authorities over restrictions on their traditional nomadic transhumance and other resource use practices in the park. This risk was correctly rated because livestock keeping is the primary source

¹⁴Ministério do Ambiente (2013)

¹⁵Onestini (2016)

¹⁶European Commission (2016).Mission Report of the Technical Assistance Facility for the Biodiversity for Life (B4Life) Initiative

of livelihood for local communities, any restrictions access to grazing and water resources would result in conflicts. However, although the urgent need of mitigating this conflict through an effective communication with local communities and provision of community development to reduce pressure on natural resources was identified in the PRODOC, its implementation was only initiated in the last year of the project, with the construction of campsites for community based tourism. The risk of INBAC's financial sustainability not improving sufficiently fast for investment in the protected area system was unrealistically rated as low, perhaps due to rapid economic growth that Angola was experiencing when the project was designed. The PRODOC identifies tourism has the main source of revenue for the financial sustainability of the protected areas network, without considering the weak competitiveness of Angola in the tourism sector at regional level due to inadequate infrastructure, high transport costs and overall high costs of living, inadequate experience of institutions and individuals, natural ecosystems under pressure from extractive natural resource use by local communities, inadequate community organization for developing and sharing benefits from tourism, among other issues. The risk of fluctuations of exchange rates between the three currencies used in the project (EUR, US\$ and Angolan Kwanza -AoA) was not taken into account. Financial risks for the sustainability of project benefits are high. The risk of climate change exacerbating habitat fragmentation in the terrestrial ecosystems in and around Iona National Park was correctly estimated as low and the risk of the Government of Angola assigning less priority and limited financial support for protected areas development and risk of political and institutional processes delaying the establishment of the new National Institute for Biodiversity and Conservation Areas - INBAC were correctly analyzed as medium and are part of the development and institutional challenge that component 2 of the project intended to contribute to their mitigation.

3.1.3 LESSONS FROM OTHER RELEVANT PROJECTS (E.G., SAME FOCAL AREA) INCORPORATED INTO PROJECT DESIGN

Prior to the National Biodiversity Project: Conservation of Iona National Park, initiatives of protected areas rehabilitation had been implemented in three national parks (Quiçama, Bicuar and Cangandala) under the funding of donors and GoA. These projects included the upgrading of infrastructure, improvement of protected area staff skills and capacities and wildlife reintroductions. Iona National Park had also benefitted from a rehabilitation of infrastructure (staff

houses and roads) by the Provincial Government of Namibe. This project will complement these initiatives. However, these were small projects, site-specific, with narrow objectives and with no documented lessons from success or failure that could be relevant for the design of this project. By the time of design of this project, GoA lacked experience in the implementation of protected area rehabilitation projects and had also not implemented a project focusing on strengthening institutional capacity to manage the protected areas network. This project was the first large project funded by international donors, it was considered a pilot project that covers site level and institutional or country level outcomes, conceived as the first phase of a wider intervention for the rehabilitation, strengthening and expansion of Angola's system of protected areas. The design and implementation of this project did not benefit directly from the experience in other protected areas. However, the Kissama Foundation, which has been leading interventions at Quiçama National Park since 1996 was contracted by MINAMB to prepare rehabilitation plans for other protected areas under component 2 of this project, based on the experience of rehabilitating Quiçama National Park, and also to prepare the strategic plan of the protected areas system.

3.1.4 PLANNED STAKEHOLDER PARTICIPATION

MINAMB was the main stakeholder as the executing agency, through INBAC. Several ministries (Economy and Planning, Finance, Agriculture and Forestry), Namibe Provincial Government, the Municipality of Tombwa and the commune of Iona were planned to be part of the PSC led by MINAMB and actively participate in decision-making on project implementation. Other planned stakeholders included the Ministry of Hosting and Tourism, Ministry of Defense, Ministry of Land-Use Planning and Habitation, tourism operators, academic and research institutions. However, actual stakeholder participation was narrower. Contradicting to the ambitious design of engaging most of the communities in conservation activities, during the first two years of project implementation, community livelihood interests were considered as conflicting with conservation. The community study, which was expected to recommend on the appropriate mechanisms to engage local communities had a delayed start (January 2015) and extended delays to be completed only in mid- 2017. The management plan, which included a zoning plan, was prepared in an overwhelmingly long period, also finalized only in mid-2017. The lack of these two deliverables

delayed informed interventions on community engagement in the management of the Iona National Park.

3.1.5 REPLICATION APPROACH

The replication approach is imbedded in this project. It has been designed as a first phase of a larger and more comprehensive national program to rehabilitate, strengthen and expand Angola's system of protected areas. The lessons, tools and processes developed (infrastructure rehabilitation, development of staff skill, protected areas management planning and stakeholder engagement processes, among others) through this pilot project would serve as inputs for future projects. The involvement of park staff in patrolling, law enforcement and environmental education in the buffer zone of Iona National Park (including the Namibe Nature Reserve) is evidence of replication of the project beyond Iona National Park's boundaries. The planned link with Namibia's Skeleton Coast protected area to create a Transboundary Conservation Area, the design and ongoing implementation of the GEF 5 project "Expansion and Strengthening of Angola's Protected Areas Network" and the ongoing design of the GEF – 6 project "Creation of Marine Protected Areas" are all evidence of increasing capacity of INBAC to find resources for the management of the protected areas network. The Iona project has also synergies with the EU-funded project "Apoio ao Programa de Desenvolvimento Local através do Fundo de Apoio Social (FAS)", which aims to work with the generation of income for local communities through tourism.

3.1.6 UNDP COMPARATIVE ADVANTAGE

The National Biodiversity Project: Conservation of Iona National Park is the first GEF biodiversity project implemented by the UNDP in Angola, with a total budget planned of US\$ 10,750,000.00, which includes EUR 3,900,000.00 (US\$ 5,265,000.00) from the European Union, US\$ 2,000,000.00 from GEF, US\$ 1,140,000.00 from UNDP TRAC funds, other UNDP funds of US\$ 300,000.00 and co-finance of US\$2,000,000.00 from the Government of Angola. UNDP's comparative advantage lies in its experience in the programming and implementation and assistance to countries in a wide range of projects that focus on sustainable human development,

integrating institutional strengthening, human resource development and engaging a diversity of stakeholders including non-governmental organizations, local communities and the private sector. Regionally and globally, UNDP has contributed for several years to biodiversity conservation by providing technical assistance and guidance to countries on how biodiversity can be incorporated in sustainable human development projects and by supporting countries to meet the obligations under the Convention on Biological Diversity (CBD) through the preparation of National Biodiversity Strategies and Action Plans (NBSAP), among other activities.

A key advantage of the National Implementation Modality (NIM) is that it allows UNDP to strengthen national capacity and country ownership of project activities and outputs. However, in cases when national institutions have weak capacity to execute the project such as the case of Angola, NIM can result in unsatisfactory effectiveness and efficiency of project implementation (see details in section 3.2.3). UNDP CO Angola is implementing other projects in the fields of disaster risk reduction and mitigation to climate change, GEF- 5 project (expansion and strengthening of protected areas network), among others, which also contribute to biodiversity conservation and mainstreaming of the environment in the development process.

3.1.7 LINKAGES BETWEEN PROJECT AND OTHER INTERVENTIONS WITHIN THE SECTOR

When the project was designed in 2011, the national authority responsible for managing the protected areas network (the Ministry of Environment - MINAMB) was facing severe shortage of financial and human resources to manage the protected areas network. Few site-specific management interventions and without a national focus were underway in Quiçama, Bicular and Cangandala National Parks under donor funding plus *ad hoc* Government investment. Iona National Park benefitted from the renovation of staff houses in Espinheira (park's headquarters) by the provincial Government of Namibe in 2012 in the context of the program of national reconstruction. However, the National Biodiversity Project: Conservation of Iona National Park was the first major intervention that aimed at addressing the chronic institutional weakness of MINAMB for the management of the protected areas network, using the Iona National Park as a pilot area, from which to learnt lessons to replicate in other protected areas. The lessons learned from the implementation of this project are being used in the GEF-5 project and in the

management of Bicuar, Quiçama, Cangandala, Maiombe National Parks and Luando Nature Reserve.

3.1.8 MANAGEMENT ARRANGEMENTS

The project management structures were arranged according to UNDP's national implementation modality. The designed management structure included a Project Steering Committee (PSC) to serve as the Project Board, chaired by MINAMB and including representation from different institutions (EU, former MINADERP, INBAC, Provincial Government of Namibe and UNDP). Protected areas are under the jurisdiction of the National Institute of Biodiversity and Conservation (INBAC) within the Ministry of Environment (MINAMB). Hence, INBAC had the role of project executing agency, responsible for the overall implementation and achievement of results.

The management structure also included a National Project Director to provide strategic oversight and guidance. A simple Project Management Unit (PMU) was designed, composed of Project Coordinator, Park Manager and Administrative Assistant. The project coordinator would report to the National Project Director and he or she would be technically supported by national and international technical advisors. The project coordinator and park manager would produce Annual Workplans and Budgets (AWB) to be approved by the PSC at the beginning of each year. Approved AWB would then be sent to UNDP Regional Technical Advisor and subsequently to GEF for the disbursement of funds. The project coordinator and park manager would also be accountable for the production of quarterly reports and Annual Progress Reports/Project Implementation Reviews (APR/PIR) for review by the PSC. Nevertheless, the project failed to meet the basic requirement for a successful NIM project by starting implementation without a National Project Coordinator. Additionally, the National Project Director also held the position of Director of INBAC and could not provide the day to day guidance required for effective implementation of the project. In 2014 MINAMB appointed the National Project Coordinator. International experts provided technical assistance, but there was high turnover of international experts, such that the National Project Coordinator lacked continued technical advice during much of the implementation period. The only international consultant deployed throughout the project implementation period provides technical assistance only to Iona National Park rather than

providing technical guidance to the project as a whole. INBAC deployed a lean staff structure for the project, consisting of National Project Coordinator discontinuously supported by a project assistant.

3.2 PROJECT IMPLEMENTATION

3.2.1 ADAPTIVE MANAGEMENT

Adaptive management was not duly applied in the project. The adjustments of indicators proposed in the project inception workshop and by EUD in the discussions of the project technical team were not incorporated in monitoring and evaluation. During the first two years, the project was implemented mostly as it was designed, with design mistakes (described in section 3.1.) affecting implementation. The results of monitoring and evaluation were not used to improve implementation to achieve the intended outcomes. This shows the lack of a result based management (RBM) approach in the implementation of the project mainly due to lack of technical expertise in the project team. The recommendations of the MTR were not specific on issues that needed to be reformulated to improve the implementation. Nevertheless, adaptive management and readiness to take responsibilities of deviations from the PRODOC improved with the change in project leadership at UNDP from early 2016.

3.2.2 PARTNERSHIP ARRANGEMENTS

Being the first large biodiversity conservation project in the country, its implementation suffered from lack of experienced partners in the implementation of projects of similar nature in Angola. The project team identified Namibian counterparts and visited the Ministry of Environment and Tourism and protected areas in Namibia to learn lessons that can be applicable to the Angola conditions in terms of protected areas management, income generation and mechanisms to channel biodiversity conservation benefits to local communities. However, contrary to Angola, with few exceptions such as the Bwabwata National Park, protected areas in Namibia have no people living inside their boundaries. Additionally, Namibia has more than 40 years of investment and experience in both biodiversity conservation and community based tourism development. Therefore, the Namibian experience cannot be directly applied to the Angolan context. The

regional and global experience of UNDP in environmental conservation and socioeconomic development projects should have been used to identify suitable partners for the Iona project.

3.2.3 IMPLEMENTING AGENCY (UNDP) EXECUTION AND EXECUTING AGENCY (MINAMB) EXECUTION

The project was implemented under UNDP's national implementation modality (NIM), which focus on a gradual building of national capacity and ownership of the project. It is the national government, through its designated agency (the executing agency) that assumes responsibility for project execution and delivery of programme activities to achieve project outputs and outcomes. The implementing agency, UNDP should be responsible for: (i) providing financial and audit services to the project; (ii) recruitment and contracting of project staff; (iii) overseeing financial expenditures against project budgets approved by the Project Steering Committee (PSC); (iv) appointment of independent financial auditors and evaluators; and (v) ensuring that all activities, including procurement and financial services, are carried out in strict compliance with UNDP/GEF procedures. The modality of implementation is in line with the Standard Basic Assistance Agreement (SBAA of 18 February, 1977) and the UNDP Country Programme Action Plan (CPAP 2009-2013 of 14 May, 2009) signed between the UNDP and the Government of Angola (GoA). The European Union (EU) delegated the implementation of the joint-financing of EUR 3,9 M to the UNDP through a signed Contribution Agreement.

As a government agency, MINAMB's procurement, recruitment and disbursement needed lengthy ministerial authorization process, which affected the effectiveness and efficiency of the project. NIM is successfully used when there is satisfactory technical and administrative capacity in national institutions to assume the responsibility for mobilizing and applying effectively the required inputs to reach the expected outputs. However, on the other hand, it is also expected that NIM will contribute to the building of national technical expertise, strengthen institution capacities and build national ownership of the project. In the first two years a pure NIM was implemented while there was no technical and administrative capacity at MINAMB. UNDP provided inadequate guidance for successful project execution by MINAMB due to reduced staff allocated to the project. High international staff turnover at UNDP affected institutional capacity and backstopping of the project. The failure to predict the impact of fluctuations in exchange rates between the currencies used in the project suggests inadequate quality of risk assessment and

management by UNDP. From 2016 onwards, UNDP was more supportive, but without violating the principles of NIM. The executing agency (MINAMB) did not have adequate staff dedicated to project implementation to the point of starting the project without a coordinator, a revelation that the executing agency lacked understanding of how NIM operates. However, there was an improvement of the interaction between the executing and implementing agency which resulted in acceleration of project implementation from 2016. Therefore, the effectiveness and efficiency of the executing agency are rated as **moderately satisfactory**, and the effectiveness and efficiency of the implementing agency are rated as **satisfactory**.

The PSC met only twice (in August 2015 and August 2016) during the 5 years of project implementation, or only these meetings were documented by minutes, while it should have met twice per annum according to the PRODOC. The long gaps between meetings of the PSC contributed to delays in decision making which affected project implementation. For example, there was no meeting of the PSC in 2017 which was a crucial year to speed up implementation after the extension was awarded and after recommendations from MTR. The timing of PSC meeting each year was not adequate because one of the most important issues to discuss and approve was the annual work plan and budget, which were not available at that time of the year. Therefore, the functioning of the PSC was highly unsatisfactory. The two meetings were held at the Provincial Government of Namibe to strengthen ownership and participation of provincial government in the implementation of the project. In 2016 an important decision of the PSC was the endorsement of the request to the EU for a no-cost extension of the project to 20 April 2018. The technical committee was chaired by the General Director of INBAC. The meetings of the technical committee were documented through minutes. However, the technical committee met only two times per annum, with spacing of up to eight months between meetings, instead of quarterly meetings predicted in the PRODOC. There were no minutes for meeting held in 2013 and 2014. In the meetings, quarterly reports were discussed and approved, but several months later. Therefore, the implementation of technical meetings by INBAC was unsatisfactory. From 2016 onwards, UNDP and INBAC met weekly to discuss day to day project management issues, to accelerate implementation. The other factor that accelerated implementation were the field monitoring visits conducted by the team composed by EU, UNDP, MINAMB and MINPLAN.

3.2.4 PROJECT FINANCES AND CO-FINANCE

Funds were transferred by the donors (EU and GEF) to the UNDP CO, who made direct payments to service providers upon request by MINAMB, and made transfer of funds to project's bank accounts for operational costs of Iona National Park's management.

Delivery rate

The analysis is based on the amount totaling US\$ 7,613,300.00 received by the implementing agency, including a EU grant of EUR 3,900,000.00, US\$ 2,000,000.00 from GEF and a cash contribution from UNDP TRAC funds amounting to US\$ 1,140,000.00. The Government of Angola contributed to the project in the renovation of staff houses in Espinheira in 2012, rehabilitation of access roads to the park, opening water holes and other in-kind contribution but did not make a cash co-financing as predicted in the PRODOC. There was a devaluation in the actual amount of funds received from the EU, which was caused by a reduction in exchange rate from EUR to US\$ during the implementation period. The EU transferred the EUR 3,900,000.00 to the UNDP as per the contract. However, this amount resulted in US\$ 4,473,300.00 instead of US\$ 5,265,000.00 indicated in the PRODOC, which means that the project lost US\$ 791,700.00. UNDP only noticed the impact of devaluation of the currency when the last transfer of funds was made by EU in mid-2017. This had an impact in the implementation of the mainly EU funded component 1 (see further details in section 3.3.3 - effectiveness). The failure to detect the reduction of exchange rate suggests some weakness of financial control mechanisms, which prevented the project from taking informed decision regarding the actually available budget. Project funds were used with diligence, UNDP disbursed funds timely, upon request from MINAMB for payments of services. Project accounts were audited annually and there were no remarks of concern from the auditors contracted by UNDP. However final audit will be also contracted by the EUD at the end of the project.

The project experienced a very slow delivery rate for the first three years, and an important recovery by 2016. In 2013, the delivery rate was of 9% and the combined delivery rate had only reached 41% by the end of 2015 when the MTR was conducted. However, the combined delivery rate had reached 60% by 2016, and at the time of the TE, three months prior to the end of the project, it had reached 82%. The delivery rate was particularly low for the GEF funded component 2, which as described in detail in section 3.3.3 – effectiveness, failed to achieve most of its

outputs. As of April 2018 approximately US\$ 270,000.00 of EU funds and US\$ 260,000.00 of GEF funds had not been spent.

Annual work plan, budgets and expenditures

Annual budgets were released from EU, GEF and UNDP funds upon completion and approval of annual work plan, which followed the logical framework presented in project design. A major concern is that the approval of annual work plan and budgets was not part of agenda of the PSC meetings. Additionally, the PSC meetings from which minutes are available were held in the middle of the year (August 2015 and August 2016), whereas annual work plans and budgets should be approved in the final quarter of each year for implementation in the following year. This raises questions of where and who approved the annual work plan and budget, suggesting that planning and timing of decision-making were not done adequately. Annual expenditures were consistently lower than 50% of the annual work plan budget, with the lowest delivery rate in 2013 (31%) and highest in 2017 (51%) (Figure 1). This is also an indication of inadequate planning, one that does not consider the existing capacity and conditions to execute the planned activities.

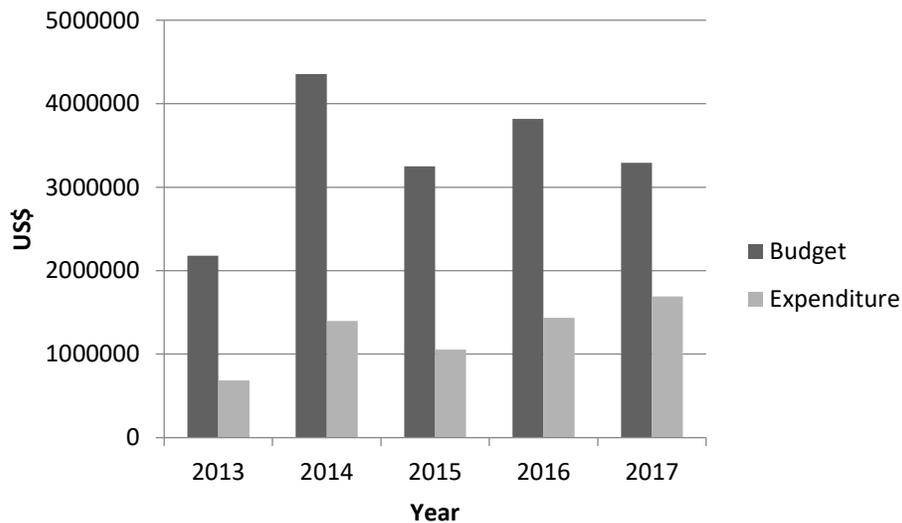


Figure 1. Actual expenditure against annual work plan budget from 2013 to 2017 (Source: Combined Delivery Reports and Annual Work Plans and Budget from 2013 - 2017)

Co-finance

Besides the EU grant of EUR 3.9 M (US\$ 4,473,300.00), GEF grant of US\$ 2,000,000 and the UNDP TRAC funds of US\$ 1,140,000.00, the project was expected to receive US\$ 2,000,000.00 from GoA. However, estimation of actual co-finance by GoA was not possible. The executing agency claims that GoA financial contribution surpassed the planned US\$2,000,000, but there was no documented evidence, which suggests an *ad hoc* support to the project (Table 1). State budget cuts due to financial crisis prevented GoA from making cash contribution to the project through State Budget. GoA co-financing was in the form of renovation of infrastructure, rehabilitation of access roads to the park and opening of water holes to supply water to local communities, by the provincial Government of Namibe. Additional in-kind contribution from MINAMB- INBAC included office space and unpaid staff time, which contributed to the implementation of project activities. The lack of GoA cash co-financing did not affect project outcomes because the annual workplan budgets indicate that the source of funds for all planned activities to achieve outcomes was EU, GEF or UNDP, and not GoA.

Table 1. Expected and realized co-financing

Source of co-financing	Amount confirmed at CEO endorsement (US\$)	Actual amount receive at stage of terminal evaluation	Actual % of expected amount received	Remarks
EU	5,265,000 (EUR 3,9 M)	4,473,300.00	85%	The EU disbursed the total committed amount of EUR 3,9 M, but reduction in exchange rate reduced the actual amount received by UNDP in US\$
GEF	2,000,000.00	2,000,000.00	100%	
UNDP TRACK	1,140,000.00	1,140,000.00	100%	
Other UNDP	300.00	---	---	
GoA	2,000,000.00	---	---	
Total		7,613,300.00		

3.2.5 MONITORING AND EVALUATION (DESIGN AT ENTRY, IMPLEMENTATION AND OVERALL ASSESSMENT)

The project inception workshop and report was the first monitoring actions, in which institutional (MINAMB) and site level constraints for successful implementation of the project were discussed and decisions taken accordingly, including changes in project staff and institutional arrangements. There were also suggestions of changes of outcome and output indicators and targets in the logical framework, for example, to recruit 20 rather than 12 rangers indicated in the PRODOC.

The objective's indicators were four: the three standard GEF biodiversity tracking tools that measure financial sustainability of a protected area system, management effectiveness tracking tool (METT) applied to Iona National Park and number of protected areas applying METT, capacity development scorecard to assess capacities of the protected area agency, and a fourth indicator: the expected increase in protected area funding from the Government of Angola.

All indicators included a baseline and an end-of-project target. However, the PRODOC offers no documentation on how the baselines and targets were calculated and what is the appropriate methodology or source of information to measure progress towards the achievement of targets. Important outputs such as the development of infrastructure and the preparation of management plan lack baseline indicators and targets. Therefore, the implementation of activities to achieve these outputs was not planned for the achievement of a specific target or result. The monitoring and evaluation design at project start is rated as **moderately unsatisfactory**. The project's MTR conducted in 2015 and an independent evaluation of component 1 conducted by the EU in 2016 also identified weakness of the results framework. However, no revised results framework was incorporated in the project monitoring and evaluation.

During the implementation period, quarterly reports were produced and approved in technical meetings led by INBAC. The project's annual implementation reviews (PIR) show consistencies in reporting three of the objective indicators of the standard GEF biodiversity tracking tools. As described in the PRODOC, tracking tools were completed for the MTR (2015) and TE (2017). The scores attributed to each question of the score cards are realistic, reflecting the situation at institutional and site level. Outcome indicators for both components are also reported in a

consistent manner in the PIRs. Besides reporting performance in relation to indicator, the four PIRs (2014, 2015, 2016 and 2017) and the EU annual narrative reports provide explanation of the factors contributing to the delays experienced in project delivery. PIR self-evaluation ratings are consistent with the findings of independent evaluations (MTR and TE). However, the last meeting of the PSC was held in August 2016, hence since then there is no analysis and approval of PIRs, which is an evidence of unsatisfactory functionality of this decision-making body.

One of the most important monitoring tools of the project, the midterm review (MTR) was conducted in 2015, when combined project delivery had only reached 41% of total project funds. The MTR conducted an analysis of the factors behind the low project delivery and made recommendations, most of which related to measures to: (1) improve the functionality of the PSC for timely and transparent decision making, (2) strengthen the role of the UNDP in guiding MINAMB for successful execution of the project, (3) engage local communities and (4) improve communication and coordination among partners. The recommendations from MTR were considered in project implementation. Project combined delivery ratio improved after the MTR, reaching 82% by the end of 2017. Other important project monitoring mechanisms included annual audits conducted in accordance with UNDP Financial Regulations and Rules and applicable audit policies on UNDP projects, visits to field sites by the technical committee to assess first hand project progress and EU annual narrative reports. Project monitoring and evaluation mechanisms were included in annual workplans and budgets. PIRs, audits and MTR were submitted within the timelines approved in the project inception workshop. However, the discussion of the content of these reports was not consistently part of the agenda of PSC meetings. Through its communication and visibility strategy, project main results were communicated to stakeholders and to the public through electronic channels, social media, website and television/radio, and printed materials. The monitoring and evaluation during implementation is rated as **satisfactory**.

The overall quality of monitoring and evaluation (M&E) is rated as **satisfactory** because the project has contributed to the performance of the UNDP CO in terms of M&E/Result-Based Management (RBM) of UNDP Corporative requirements, namely: i) updated project document and information in UNDP platforms regularly, ii) updated projects information to reflect them on transparency initiative; iii) completed timely and submitted the evaluation process, iv) contributed to the Results-oriented annual report (ROAR) process; v) implemented monitoring mechanisms

that annual audits conducted in accordance with UNDP Financial Regulations and Rules and applicable audit policies on UNDP projects; vi) the technical committee conducted visits to field sites to assess first hand project progress and produced EU annual narrative reports; and vii) elaborated the project annual workplan and budgets.

3.3 PROJECT RESULTS

3.3.1 OVERALL RESULTS (ATTAINMENT OF OBJECTIVES)

The project's objectives were to rehabilitate and establish management capacity of Iona National Park and to strengthen the capacity of MINAMB-INBAC for the management of the protected areas network. These developments were to be measured by the score of the capacity development scorecard, the number of protected areas using METT to track effectiveness and the score of the financial sustainability scorecard. The target of 10% for the financial sustainability scorecard (indicator # 1) is marginally achieved, with 9% in 2017 from the baseline of 3% in 2011 and 5% in 2015. The indicator scores of the capacity development scorecard (indicator #2) show that there was progress in improving the capacity of the protected areas institutions and individuals from the baseline through the MTR to the end-of-project and the targets were achieved. However, at systemic level a reduction in the score is documented from MTR (46%) to 43% at the end-of-project, almost no change from baseline level of 42%, but no explanation is provided. There is an improvement in management effectiveness of the Iona National Park, with the METT score increasing from the baseline of 7% to 31% during the MTR and to 44% at the end of the project, marginally achieving the target of 45%. This progress is mainly the result of deployed staff, renovated or constructed infrastructure and management equipment available in the park. Nevertheless, PIR show inconsistency on the number of protected areas using METT. PIRs indicated that in 2014, in addition to Iona National Park, six other protected areas adopted METT, but in 2015 and 2016 only Iona National Park used METT and currently 4 protected areas use METT (Iona, Bicular, Cangandala and Quiçama National Parks).

3.3.2 RELEVANCE

The relevance of the project is analyzed in regard to the extent to which the results and activities are consistent with local and national development priorities, national and international conservation priorities, UNDP and GEF's focal area and operational program strategies.

By the end of the civil war, the Iona National Park and other protected areas of Angola had been completely destroyed, lacking basic infrastructure, equipment, staff and management plan, and were invaded by local communities. MINAMB also lacked adequate staff and strategic planning instruments. The National Biodiversity Project: Conservation of Iona National Park is **relevant** because it contributed to national reconstruction after decades of civil war and is linked with the objective of the National Development Plan – PND (2013 – 2017) in the environmental sector, which is to contribute to sustainable development, ensuring the preservation of the environment and the quality of life for the citizens. One of the priority interventions of PND is the implementation of strategies for the management of national parks, nature reserves and other protected areas. The other priority of PND is the diversification and modernization of the economy, which can be achieved by valuing the natural resources and the economic potential of each area, for example, development of tourism based on natural and cultural features. The National Biodiversity Project: Conservation of Iona National Park supports the protection of the overall environment and sustainable use of natural resources as established by the new Constitution of the Republic of Angola enacted in 2010 and in the Environmental Framework Law (EFL) (Law n° 5/98 of 19 June 1998). It contributes to the protection of biodiversity, ecosystem rehabilitation, environmental education and engagement of local communities in conservation activities and overall improvement of protected areas management effectiveness as spelled out in the National Environmental Management Plan (PNGA) approved in 2009 and in the National Policy of Forest, Wildlife and Conservation Areas approved in 2010 and in the Strategic Plan of the Angola's Protected Areas Network (PLERNACA) approved in 2011. The relevance of the project is also due to the alignment of its objectives with those of the National Policy of Forest, Wildlife and Conservation Areas approved in 2010, which aim to promote the conservation and sustainable use of natural resources as a means to improve the welfare and livelihood of rural communities.

The National Biodiversity Strategy and Action Plan (NBSAP, 2007-2012) was approved by the Government on 26th July 2006 (Resolution 42/06) and a new NBSAP (2018 – 2025)¹⁷ is being finalized. Both editions of the NBSAP recognize that the organisation of effective management in existing protected areas and the creation of others are important strategic interventions for the conservation of important biodiversity components in Angola. The project contributes to the achievement of several strategic goals and objectives of the NBSAP, namely: strategic goal # 1 (to reduce threats to biodiversity and promote sustainable use), strategic goal # 2 (to strengthen the protected areas network) and strategic goal # 6 (to strengthen the role of local communities in biodiversity management). The project contributes directly to the achievement of the following national objectives outlined in NBSAP: (1) prepare and implement strategies to combat illegal hunting and law enforcement; (2) re-assess the current status of the existing protection areas and their infrastructure, (3) propose the creation of protected areas to include important biomes, ecosystems, habitats and species that are of high biological value, which are not yet duly protected, (4) build or rehabilitate protected area infrastructure to enable the conduct of scientific research on biodiversity, ecotourism and environmental education; (5) integrate local communities in decision making on conservation projects implemented in the proximities of their residences and (6) provide local communities with rural extension programs, techniques or sustainable biodiversity management practices and mechanisms for equitable sharing of benefit from biodiversity.

The National Biodiversity Project: Conservation of Iona National Park was specifically designed to and does contribute to the GEF-4 biodiversity strategy long term objective 1 (to catalyze sustainability of protected area systems) and its strategic program 3 (strengthening terrestrial protected area networks), by investing GEF resources in improving the planning and operational management of the protected area system in Angola. This strategic focus is continued in GEF-5 and GEF-6. The project is also relevant for the achievement of the objectives of the 10th European Development Fund (EDF), which places sustainable use of biodiversity as a strategy to promote poverty reduction in rural areas.

The project is linked with Partnership Framework for Development of the United Nations - UNPAF (2015-2019), United Nations Development Assistance Framework - UNDAF (2015-

¹⁷ Ministério do Ambiente (2016a)

2019) and Country Program Action Plan - CPAD (2015 – 2019), which are all aligned with the PND of Angola (2013-2017). CPAP (2015 – 2019) also focuses efforts on strengthening the national system of protected areas and targeting institutional and human capacity development. Therefore, the National Biodiversity Project: Conservation of Iona National Park contributes to the achievement of the output and outcomes indicators and targets of the CPAD, which among others, include: national capacity to manage at least one protected area strengthened and communities within protected areas engaged in biodiversity conservation measures.

Angola assumed United Nations commitments of achieving development objectives considering the principle of environmental sustainability. In the environment sector the United Nations focus support on the implementation of the UN convention on biological diversity (CBD) and the UN Framework Convention on Climate Change (UNFCCC).

The project contributed to the achievement of Sustainable Development Goals (SDGs) and its target and indicators, specifically, SDG #1 “End poverty in all its forms everywhere”, SDG # 6 “Ensure availability and sustainable management of water and sanitation for all” and SDG # 15 “Life on Land - Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss”.

The Iona National Park comprises diverse landscapes, ecosystems and ecoregions, and is the principal habitat of one of the most distinctive and ancient plants known to science – *Welwitschia mirabilis*. The park is dominated by desert and arid savanna ecosystems, with high diversity and endemism of plant and animal species not represented in other Angola’s protected areas. The link to the coastal and marine ecosystems in the west and the prospective of establishing the Iona-Skeleton Coast Trans-Frontier Conservation Area further increases the ecological uniqueness, the regional importance of the park and the relevance of investment to improve the effectiveness of its management.

3.3.3 EFFECTIVENESS

The main objective of the National biodiversity project: conservation of Iona national park was to catalyze an improvement in the overall management of protected areas network, through rehabilitating Iona National Park. The project was composed of two outcomes, namely: Outcome 1 - *Rehabilitation of Iona National Park* and Outcome 2 - *Strengthen institutional capacity to manage the protected areas network*. Under each outcome, the effectiveness is evaluated at the output level. The output is evaluated as accomplished or not but also about the quality and usefulness of the deliverable for the improvement of management of Iona National Park or for strengthening institutional capacity for the management of Angola's protected area network.

Outcome 1: *Rehabilitation of Iona National Park*

Output 1.1: Appoint, train, equip and deploy park staff

The park operates with a staff of 22, including the International Park Manager, Park Administrator and 20 rangers (18 men and 2 women). The Park Administrator was hired and benefits from mentoring, daily guidance, and knowledge transfer and capacity development from International Park Manager. The International Park manager is also engaged in guiding park management through supporting and supervising the design and implementation of park management plan and the conduct of other relevant studies, and in mentoring the park administrator and rangers on park management issues such as law enforcement, regular patrols, ecological data collection, and establishment of communication with local communities and other stakeholders at local level.

Prior to the project, the park was a hotspot of illegal activities including poaching, uncontrolled entries, off-road driving and progressive invasion by pastoralists. To halt the prevailing threats to biodiversity and ecological integrity of the park, 20 rangers were recruited in 2014, out of which 8 were ex-combatants recruited in liaison with the Ministry of Defense (MINDEN) to contribute to their social and economic reintegration, which is one of the priorities for the period of national reconstruction after decades of civil war, as spelled out in the National Development Plan (2013-2017). However, most of the recruited ex-combatants are illiterate and unable to carry out the full set of field rangers tasks in the park, and are of advanced age, beyond the limit for integration of personnel in public services and Government payroll after the closure of the project. Additional 12

rangers were recruited from local communities and municipality of Tombwa, which created employment for local people and constituted the first step to engage communities and build positive relationship between local communities and park administration. Rangers received a basic field rangers course covering topics such as patrolling, law enforcement, conservation management, collection of biodiversity monitoring data. Rangers patrol the park and surrounding areas to reduce threats to biodiversity, control visitors entries, participate in wildlife monitoring and in environmental education to local communities, and benefit from on-the-job training. The motivation of rangers is to a great extent affected by the lack of uniforms and first aid kits (provided only once during training in 2014) and by the need of each ranger arranging his own food during his/her duties in the park. The effectiveness of the mentoring structure is constrained by the low level of education of the recruited field rangers, as some are not able to read and/or write. The selection process did not include a probing period, which resulted in the recruitment of rangers without basic competences and attitude for the tasks. Additionally, recruiting staff locally have the advantage of easy communication with local communities. However, it results in strong social relations that limit the ability of park's staff to implement management measures that might have negative impacts on certain segments of local communities.

A total of 20 rangers is inadequate for the effective patrolling and controlling visitor entries in a park of the size of Iona (15,150 km²) such that rangers are based in the central and western sections of the park, neglecting the eastern section (e.g. Elola and Monte Negro). Additionally, the ongoing process of engagement of local communities in the development of tourism will require that some rangers are allocated to these activities, which will further reduce the number of rangers dedicated to patrolling and ecological monitoring. For example, only two rangers are allocated on a permanent basis to the Pediva entry post, which prevents these rangers from undertaking patrolling activities unless supported by rangers from other posts. Patrolling reduces poaching in the park and surrounding areas and the trafficking of wildlife species and products. However, it is *ad hoc*, with no planned effort and with no consistent reporting on the results of patrolling. The lack of specific legislation on biodiversity conservation is a constraint for effective law enforcement because there are no specific penalties to offenses to wildlife in Angola. Poaching is treated as money laundry crime and penalties are applied according to the Law on the Criminalization of Offenses Underlying Money Laundering (Law n° 3/14 of 10th February, Article 33 – aggression to the environment).

Output 1.2: Establish key park infrastructure, equipment and services

Prior to the implementation of the project, the infrastructure of the Iona National Park was completely destroyed and the road to the park was degraded. By the time of the TE, most planned constructions or renovations of infrastructure had been completed, except the two water holes to provide water to the communities. Some of the most important developed management infrastructure include gate entry and control posts and staff accommodation at Ponta Albina, Salondjamba and Pedita. A communication system (antennas and radios) has been installed and is functional, which aids patrolling activities. Data collection equipment (such as Geographical Positioning System – GPS devices, recording machines, etc.) has been acquired and support day-to-day activities of the park management. Solar panels have been installed for energy supply in Espinheira. An office was built in the park's headquarters and is equipped with furniture, computers and wireless internet. Four campsites were built for the development of community based ecotourism. However, due to budget shortfall caused by the reduction of the exchange rate from EUR to US\$ which was noticed by the implementing agency only in mid-2017, some initially planned infrastructure had to be changed to a simpler design to reduce the costs or canceled (for example, campsites were reduced from 6 to 4, water holes for communities were reduced from 4 to 2). However, this proved to be a false problem as approximately US\$ 270,000.00 from EU funds had not been spent by the end of the project in April 2018. Drilling wells to provide water to people and cattle could encourage communities to stay more permanently in these locations instead of invading the park where water is very scarce. 4 x 4 vehicles, a truck and motorbikes were purchased and are based in the headquarters and are used for patrolling and ecological monitoring, transport and logistical support to other control posts. According to INBAC, Iona National Park is the best equipped protected area in Angola. However, smaller and simpler design of gates could have saved funds for more necessary infrastructure (e.g. improvement of the road network of the park). This inadequate quality of decision making by MINAMB further highlights that NIM was not the best modality given the lack of technical expertise and experience in protected areas management and in project implementation by MINAMB.

Output 1.3: *Develop an integrated park management plan*

To establish the state of knowledge, a study of community profile¹⁸ and a photographic aerial wildlife survey¹⁹ were conducted to provide a situational analysis upon which parks vision, management objectives and actions should be based²⁰. Wildlife monitoring through road counts conducted by the international park manager and field rangers are additional efforts contributing to the establishment of the state of knowledge, but the data is not being used adequately because it has not been analyzed. Other biophysical data (e.g. land use and habitat classification) to support the design of the management plan was obtained through internet search and processing of satellite imageries, without complementary field work.

An aerial wildlife census was completed in July 2017. However, the use of a different method (photographic aerial wildlife survey) from the traditional aerial wildlife survey method (direct observation and counting of animals)^{21, 22} that was used in the 2003 survey and was the source of baseline data, prevents an analysis of trends of wildlife populations because the results of two different methods cannot be compared. Therefore, the results of the 2017 wildlife survey can serve as baseline for future monitoring of wildlife populations in the Iona National Park. Although not quantitatively analyzed, data collected through road counts conducted since 2013 and interview with park staff and community representatives, suggest an increase of wildlife numbers in the park.

An integrated park management plan covering the period from 2015 to 2025 was prepared with the aim of guiding day-to-day park management, but also to learn lessons from the management planning process and define and standardize park management plan structure, content and planning processes across the protected area system. The plan was produced. Nevertheless, its quality (structure and content) and usefulness to guide park management is questionable. One weakness and contributing factor to the inadequate quality was that the management plan was prepared before the state of knowledge of the biophysical and socioeconomic environment was available (see details in section 3.3.3 – efficiency). With the exception of the zoning plan, which indicates the priority areas for the achievement of conservation objectives and areas for resource

¹⁸ Ministério do Ambiente (2017a)

¹⁹ Ministério do Ambiente (2017b)

²⁰ Thomas and Middleton (2003)

²¹ Northon-Griffiths (1978)

²² Bothma (2002)

use by local communities, the management plan does not have a clear structure and a logical sequence between management objectives and actions to be implemented in the park. It does not include a monitoring plan with indicators to assess the effectiveness of management actions towards reaching management objectives. Its preparation was not participatory, without adequate consultations to park staff, local communities, MINAMB, municipality and provincial Government. These stakeholders only attended the presentation of the preliminary version in a workshop held in Namibe. Therefore, although it was approved by MINAMB, the preparation process did not build ownership by stakeholders. There was no piloting of management planning exercise that would result in lessons learned and strengthened capacity of individuals and institutions for protected areas management planning in Angola. Subsequent to its approval, a local Non-Governmental Organization (NGO) was contracted to disseminate the management plan to local communities, in particular the zoning plan. The management plan is not under implementation, therefore it is not possible to assess its effectiveness.

Output 1.4: Build community and local government support for, and participation in, the conservation of the park

In protected areas with people living within their boundaries, local communities are an important component of the ecosystem and play a role in biodiversity patterns through extractive resource uses. Therefore, protected areas should engage local people in management, not contribute to the increase of poverty through restrictions in the access to resources for subsistence, but instead contribute to the improvement of sources of livelihood²³. The project initiated a process of working with the communities and Iona commune administration to collaboratively identify mechanisms to balance the needs of natural resources for the livelihood of communities and the achievement of parks biodiversity conservation objectives. However, progress has been slow due to the complexity of working with local communities coupled with weak capacity of park staff to perform this task.

The recruitment of local community members as rangers who speak local language and understand the culture eased the entry and communication with communities, creating an enabling environment for the development of positive relationships between the park and the communities. The Administration of the Iona commune and the traditional leaders, the sobas, have been used by

²³ Adams et al. (2004)

park administration and rangers as the entry points for access to indigenous people. Rangers are also continuously sensitized by the park administrator and international park manager on the need of building collaborative relationship with local communities for successful efforts to reduce poaching and other illegal activities. Gaining community support to conservation requires long periods of dialogue to build mutual trust and find the balance between people and conservation needs. The project is registering collaboration from local communities. There are records of poachers arrested and fire arms used by poachers recovered through reports from local communities to parks rangers. A local Non-Government Organization (NGO) was contracted by MINAMB through the project to disseminate the management plan and for environmental education to local communities, but the NGO did not cover all communities. Additionally, a snapshot dissemination of management plan to communities is unlikely to result in positive attitudes of local communities and collaboration with park managers.

In protected areas, the development of ecotourism has multiple benefits, including diversification of sources and increase of income to local people through job creation (e.g. tourist guides) and trade of local products (e.g. handicrafts), which contribute to the offsetting of the impacts of resource use restrictions on livelihoods; valorization and conservation of nature and culture; development of small enterprises or business; improvement of local infrastructure; transport and communication^{24, 25}. In August 2016, the PSC decided the development of community based tourism to explore the local tourism attractions (local culture, the landscape and unique biodiversity) to the benefit of local communities through diversification of local economy and sources of income, according to the management plan, which identifies ecotourism as a potential source of income to local communities. The decision was taken with participation of municipal administrator, representatives of the provincial government, local tourism operators and civil society organizations and local communities. Four campsites were built in the proximities of areas of most frequent camping by tourists crossing the park. The plan to develop tourism was comprehensively discussed with local people to explain the concept, the existing tourism attractions and the advantages to the community. The precise locations for the constructions of camp sites were identified with participation of communities, park management and a tourism operator based in Namibe/Tombwa who was contracted by the project. The tourism operator is in

²⁴Givá (2016)

²⁵Naguran (1999)

the process of training six community members from the proximities of each of the four campsites as tourist guides to ensure adequate hospitality to tourists. Communities will benefit from camping fee and payment for tourism activities. However, campsites have not produced revenue so far, therefore the mechanisms of distribution of revenue among community members has not been defined. Park management will not allow the camping of tourism outside these designated areas. As part of their business, local tourism operators manifest willingness to promote visits to the park and the use of campsites through their advertising schemes. The shortcoming was the late decision to initiate the training in touristic guiding and development of activity for community tourism. The construction of campsites was completed, but the actual piloting of community-based tourism did not occur within the timeframe of the project.

The project supported visits of MINAMB-INBAC senior staff and Iona National Park staff to Northern Namibia to interact with NGO involved in the development of tourism in communities of similar culture with Iona, with the objective of learning from the Namibian experience in sharing benefits of conservation with local communities, government policies and protected areas management practices. However, in learning from Namibia it should be taken into account that the advances in community based conservation and tourism development in Namibia is a result of more than 40 years of investment of financial and human resources to build community awareness and empowering of local communities for sustainable use of natural resources.

Overall rating of effectiveness of outcome 1: through the recruitment, training and equipping of park staff, renovation and construction of infrastructure to support the implementation of management activities, developing the park's management plan and related studies and initiating the development of community-based tourism to share the economic benefits of conservation with local communities, despite significant shortcomings mainly related to delays, the project achieved most of the intended result under outcome 1. The effectiveness is rated as **moderately satisfactory**.

Outcome 2: *Strengthen institutional capacity to manage the protected areas network*

The focus of intervention under outcome 2 was the support to the development of INBAC's capacity to manage and expand the protected areas network. Four specific outputs were pursued:

Output 2.1: Prepare a Strategic Plan for the protected area system

The National Institute of Biodiversity and Conservation Areas (INBAC) was created by the Government of Angola in 2011 through Decree n° 10/11 of 7th January 2011, an institution with administrative, financial and patrimonial autonomy within MINAMB, with the main mandate of executing the biodiversity conservation policy and the management of the protected areas network. The Strategic Plan for the National Network of Conservation Areas (PLERNACA) was approved in April 2011, but could not be implemented due to the lack of a detailed plan and other enabling legislative, institutional and financial conditions. The project strengthened INBAC by preparing the strategic plan for the protected areas system (PESAC), which includes the vision, general objectives, strategic objectives and an action plan for its implementation and budget for the period 2018 - 2027. According to PESAC, in the next 10 years, INBAC will concentrate efforts on protected areas rehabilitation, protected areas expansion, consolidation of transfrontier conservation areas, preparation of management plans, improvement of governance through the engagement of multiple stakeholders including local communities, training of human resources, building awareness about biodiversity conservation at community level, identification of sources of funding for the financial sustainability of protected areas, monitoring of management effectiveness and conducting ecological and socioeconomic research²⁶. PESAC was approved in February 2018.

Output 2.2: Develop the organisational structure and staff complement for the protected area system

The Estatuto Orgânico of INBAC (Presidential Decree n° 10/11 of 7th January) establishes the organigram and staff required for the institution to fulfil its mandate. The National Biodiversity Project: Conservation of Iona National Park did not produce a document outlining the organizational structure and staff complement for the protected areas system. However, INBAC is progressively building its human resource structure to fill the positions identified in the Estatuto Orgânico²⁷. Several activities were implemented by the project to strengthen human resource capacity of MINAMB-INBAC, namely: support the participation of park management staff in GIS course, support meetings of park administrators of all Angolan parks to discuss management

²⁶Ministério do Ambiente (2018a)

²⁷ República de Angola (2011)

challenges and share experiences, exchange of experiences of Iona National park and INBAC staff with Namibian counterparts, support the attendance of three Angolan protected areas staff in the World Park Congress (WPC) in Sydney in 2014 to expose them to international best conservation practices and create opportunities for networking. Under this output, MINAMB successfully lobbied for the recruitment of over 1638 field rangers in the next 3 years by GoA. According to MINAMB senior officials, one third of this number will be recruited in the second quarter of 2018.

Output 2.3: Assess the current state of national parks and strict nature reserves and Output 2.4: Prepare detailed implementation plans for the rehabilitation of national parks and strict nature reserves

Three new national parks were created (Maiombe, Mavinga and Luengue-Luiana) by Law n° 38/11 of 29th of December, after the design of the project. This implied a new exercise of prioritizing protected areas to benefit from interventions of component 2, as these new protected areas lacking management tools needed to be incorporated in the project. The assessment of the state of six protected areas for the preparation of management and rehabilitation plan is under way, but was not completed before the end of the project. The beneficiary protected areas are Mupa National Park, Luando Strict Nature Reserve, Cameia National Park, Maiombe National Park, Mavinga National Park and Luengue-Luiana National Park. Consulting companies were contracted in December 2015 but failed to deliver the contracted products (report on the status of protected areas, management and rehabilitation plans) within deadlines. The failure was caused by the lack of technical expertise in the country and by the inability of the companies contracted by MINAMB to subcontract and pay foreign experts with international currency because the companies were paid in the national currency. Output 2.3 was over ambitious and as part of project adaptive management, contracts were renegotiated to focus the assessment of current state of protected areas on wildlife surveys. Photographic aerial wildlife surveys were conducted in three national parks (Cameia, Mavinga and Luengue-Luiana National Parks) and the draft report for Mavinga and Luengue-Luiana National Parks was submitted at the end of the project in April

2018²⁸, whereas for Cameia National Park data analysis and preparation of the report was still underway. The report on Mavinga and Luengue-Luiana National Parks provides data on the abundance and distribution of wildlife that will serve as baseline data for wildlife monitoring. The report also provides the type and distribution of human activities in the landscape. For Maiombe National Park, where aerial surveys would yield unreliable results due to the dense forest cover, only a qualitative terrestrial survey was conducted and the draft report was submitted in April 2018²⁹. There was no progress on output 2.4, no drafts of management and rehabilitation plans were available by the time of the project closure.

Overall rating of effectiveness in outcome 2: **Moderately unsatisfactory**, only output 1 (development of PESAC) was fully achieved, the others were only partially achieved or not achieved.

The achievement of targets for project objective and each outcome is evaluated in table 2. Of the 11 indicators for outcome 1 (rehabilitation of the Iona National Park), two were rated as highly satisfactory (indicators # 6 and 13), two as satisfactory (indicators # 5 and 11), one as moderately satisfactory (indicator # 7), five as moderately unsatisfactory (indicator # 8, 10, 12, 14 and 15) and one indicator (# 5) cannot be evaluated due to changes of data collection methods from baseline period to end of project. An important output outcome 1 was the renovation and construction of infrastructure and acquisition of equipment, but there is no indicator that directly measures the performance of the project in the development of infrastructure. Seven indicators were proposed to assess progress towards the achievement of outcome 2 (strengthen institutional capacity to manage the protected areas network), of these two were rated as satisfactory (indicators # 16 and 19), two as moderately satisfactory (indicators # 20 and 21), one as moderately unsatisfactory (indicator # 17) and two as unsatisfactory (indicators # 18 and 22).

²⁸ Ministério do Ambiente (2018b)

²⁹ Ministério do Ambiente (2018c)

Table 2. Progress towards the achievement of targets for objectives and outcomes

Project strategy	Indicator	Baseline (source: PRODOC)	End-of-project Target (source: PRODOC)	2015 (source: PIR and MTR)	2017 (source: PIR)	Achievement rating	Remarks
Project objective: catalyse an improvement in the overall management of the protected areas network, through rehabilitating Iona National Park	1.Financial sustainability scorecard	3%	>10%	5%	9%	MS	
	2.Capacity Development scorecard	Systemic: 42% Institutional: 39% Individual: 35%	Systemic: 55% Institutional: 50% Individual: 45%	Systemic: 46% Institutional: 40% Individual: 37%	Systemic: 43% Institutional: 51% Individual: 48%	S	Targets achieved for institutional and individual capacity due to consolidation of INBAC to functionality and capacity building at central and park levels.
	3.Total Government budget for protected areas management	US\$1.5.million (as at 2010/11)	US\$8 million	Target achieved and surpassed by far - \$82 million	Target achieved. About US\$ 9 million	Cannot be rated due to lack of evidence	Contradictory reporting of Government spending in protected areas. Information of spending of \$82 million in 2015 seems unrealistic for a period of financial crisis. There is also no evidence for the GoA co-financing
	4.# protected areas that adopted METT	0	7	METT adopted in only 1 protected area	METT adopted in 4 protected areas	MS	Target on progress. Four protected areas use METT methodology (Iona, Bicular, Cangandala, Quicama National Parks)
	5.METT scores of Iona National Park	7%	>45%	31%	44%	S	Score improved through improvement in infrastructure, equipment and deployment of staff
	6. Number of park staff appointed, trained, equipped and deployed in the park	0	12	22	22	HS	The target was achieved since 2014. Park's staff benefit from in-service training.
	7. % of park visitors with permit to enter the park	0	>80%	Progress made towards the target. 40% of Park visitors is reported. Registration and entry fees collection pilot system launch in	Most park visitors are registered through Salondjamba, Pediva and Ponta Albina entry posts and a fee collection system is established. Visitors encountered inside the park are asked for permits and receipts	MS	Entry gates have been built at Salodjamba, Pediva and Ponta Albina. A fee collection system is under implementation and visitors encountered inside the park are checked for entry permits. However, it is still not possible to calculate the real

<p>Outcome 1: Rehabilitation of Iona National Park</p>				<p>October 2014, has been reformulated and submitted to the local government authority for approval.</p>	<p>of payment. Park management considers that 95% of visitors are now registered.</p>		<p>percentage of visitors with permits. Entry fees are used for operational costs of park management, but need an improvement in accountability/control of its use. 2016 was the year with most visitors, with data showing that 1374 vehicles carrying 4252 visitors entered the park, an average of 4 vehicles and 12 visitors per day.</p>
	<p>8. % of grassland of the park overgrazed by livestock</p>	<p>> 35% (by 2011/12)</p>	<p><20%</p>	<p>Not possible to assess the indicator with accuracy, not clear how baseline and target were determined</p>	<p>Not possible to assess the indicator with accuracy. However, overgrazing is concentrated in the mountains and near villages and water sources, away from the core park. During years of severe drought, cattle move into the park</p>	<p>MU</p>	<p>Local pastoralists are being sensitized to support conservation and avoid overgrazing in the core area of the park. The park has been zoned to integrate the need of cattle grazing and wildlife conservation. During period of rains, livestock remain in upland wetter areas. However, during periods of drought livestock move into the park in search for grazing. The park is unable to enforce restrictions to access to grazing</p>
	<p>9. Increase in wildlife populations</p>	<p>Oryx Hartmann's: 1650 Zebra: 265 Springbok: 2400 Ostrich: 400</p>	<p>>2000 >300 >3500 > 500</p>	<p>Road count reports increase in wildlife populations, but this method is different from the aerial survey method upon which the baseline was established</p>	<p>Road count reports increase in wildlife populations. Photographic aerial wildlife survey indicates a decline of wildlife populations. However, both methods are different from the aerial survey method upon which the baseline was established. Therefore, the results cannot be compared</p>	<p>Cannot be rated. No comparable data is available due to changes in methods</p>	<p>The photographic aerial wildlife survey showed lower wildlife numbers than in the 2003 survey. It is difficult to believe that the conservation effort being implemented has failed to at least halt wildlife decline. Due to differences in methods used, the results of the two survey cannot be directly compared</p>

	10. # of freshwater springs accessible for use by wildlife	0 (of 16)	4 (of 16)	No change since baseline. Hydrological study considered not feasible by park management	At least 10 water springs mapped, but also used by livestock during periods of drought, overlapping with wildlife	MU	Areas with water inside the park are under severe grazing by livestock. Two bore holes remain to be drilled. The drilling of boreholes although it is a solution for water scarcity, it will result in localized overgrazing, biodiversity loss and reduction of ecosystem resilience
	11. # of poaching incidents recorded in the park	No data	< 12	Less than 12. However, the indicator is difficult to interpret because the reduction of poaching incidents can be a result of effective suppression but also of incomplete detection	Less than 12. Sobas and local communities collaborate with rangers to detect poaching incidents and retrieve fire arms used by poachers.	S	The presence of well-equipped park rangers engaged in patrolling and law enforcement, plus the collaboration of Sobas and local communities in reporting cases of poaching to rangers as well as environmental education contributed to the positive result. The lack of specific legislation against wildlife crime is a constraint for the punishment of offenders
	12. % of communities represented in park management decision-making processes	0	> 60%	No change since baseline	No quantitative data to assess progress in relation to baseline. However, park staff interacts with communities and sobas, local communities were involved in the planning of ecotourism infrastructure and in park zoning	MU	The decision of PSC to engage communities in the project was only taken in 2016 and community study was completed in 2017. The collaborative management of the park foreseen in the PRODOC was not taken because the design was unrealistic for the context of Iona National Park.
	13. # of direct job opportunities created for local communities	0	10	12 rangers	12 rangers	HS	
	14. # of indirect job opportunities created for local communities	0	30	No change from baseline	No change from baseline. However, there is progress towards the target. 24 community members are being	MU	The implementation of community-based tourism will generate employment for local community members as tourist guides and nature

					trained as tourist guides		interpreters, cooks, cleaners
	15. Average annual income of households living in the park	US\$155/annum	US\$250/annum	No progress made besides the 12 community members recruited as park rangers	In addition to 12 rangers, 24 community members are under training as tourist guides	MU	
<p><u>Outcome 2:</u> Strengthen institutional capacity to manage protected areas network</p>	16. Strategic plan and policy framework for the protected area system approved	No	Yes	No change from baseline	Yes. The strategic plan of the conservation areas network was finalized	S	The strategic plan of the conservation areas network was finalized. However, no policy framework was developed
	17. Organization structure for protected areas adopted by GoA	No	Yes	No change from baseline	No change from baseline	MU	INBAC is filling the positions described in its EstatutoOrgânico. MINAMB lobbied the recruitment of more than 1600 field rangers for the next three years. However, there is no organizational structure developed for protected areas. The only produced management plan of Iona National Park does not have a organigram and staff posts
	18. Recruitment of staff to approved protected area posts in the protected areas agency	0	>50%	No change from baseline.	No change from baseline	U	Associated with the failure to deliver indicator # 17, there was no recruitment aimed at filling posts approved for INBAC
	19. # of protected areas staff completing in-service training and skills development programs	0	20	17 government staff of INBAC and Park Administrators of Mavinga, Luengue-Luiana, Chimalavera and Cangandala, were trained in GIS. Participation of INBAC staff in World Parks Congress	Meetings of administrator of all 13 protected areas, exchange of experience visits to Namibia, for Iona-Skeleton TFCA.	S	Although not quantitatively measurable, the project supported the building of experience of INBAC staff through exchange visits and attendance to short courses and workshops

	20. # of senior protected area staff in a structured mentoring programme	0	3	Iona NP administrator is continuously mentored by international consultant	INBAC and park staff mentored by UNDP in GEF project management procedures through intensive interaction	MS	MINAMB/INBAC are better prepared to manage donor funded projects. Park staff is able to manage the park after the closure of the project
	21. # of national parks and strict reserves with documented state of biodiversity	0	7	Initiated. Contracts signed	Progress in 4 protected areas. Aerial wildlife survey conducted in three national parks and ground wildlife survey conducted in one national park. Aerial wildlife survey reports finalized for two National Parks and draft of qualitative wildlife survey for one national park submitted to the UNDP. PIR indicate that the state of the Mupa NP had been assessed but there was no report available	MS	Companies were contracted and conducted wildlife surveys. Draft photographic wildlife survey report for two National Parks submitted and draft of qualitative wildlife survey for one national park submitted. Management and rehabilitation plans of other protected areas are ongoing as part of GEF-5 project which is to a great extent a follow up of GEF-4
	22. # of protected areas with rehabilitation programme resourced and under implementation	1	4	Only Iona National Park is under rehabilitation through this project	Only Iona National Park is under rehabilitation. Ongoing rehabilitation and expansion interventions in other protected areas through GEF 5 project	U	Companies were contracted but have not delivered the management and rehabilitation plans.

3.3.3 EFFICIENCY

The project was implemented under NIM modality, which had to follow the rules and procedures of the Government of Angola (GoA). Despite the challenges faced during implementation (section 3.2.3), NIM built institutional ownership and contributed to capacity building of involved MINAMB staff. However, the opening of bank accounts to enable the transfer of funds for local expenditures (operational costs of park management) was delayed, which affected project implementation.

The recruitment and procurement processes also followed procedures of GoA. There was a delay in staff recruitment process, which negatively impacted the implementation of component 1, which depended on the availability of staff in the park. The delay was caused by MINAMB's concern regarding sustainability, since their long-term employment by the Government could not be guaranteed in the current situation of financial crisis. An additional constraint to the contracting of rangers by MINAMB was that the PRODOC established the engagement of community agents, not field rangers per se. The rangers and the park administrator were contracted by the EU and by the end of the project in April 2018 they had not been included in Government payroll. Selection at local communities resulted in the recruitment of people with a level of education lower than the minimum requirement for field rangers and in the recruitment of people with age above the age limit for integration in public services of the GoA. As part of adaptive management, due to delays in the recruitment of rangers and the need of continuous on-the-job training and mentoring of parks staff for the sustainability of knowledge and experience transfer for efficient park management after the closure of the project, the contract of the international park manager was extended from two years as planned in the PRODOC to five years. Budgetary wise it was possible because this manager was contracted as a national consultant, with lower annual salary than the indicated in the PRODOC budget for international consultant. The successful negotiations of the contract of the consultant by MINAMB increased the cost-effectiveness of the project.

In the development of infrastructure there were deviations from PRODOC to adjust to park's needs and priorities. For example, infrastructure at Iona commune post were deemed not priority, instead control posts in Pediva and Ponta Albina were built to aid the control of gate entrance. There was scarcity of companies interested and with capacity to provide construction services in the relatively remote location of the park. The remoteness of the area also resulted in high prices

of the few proposals submitted by companies. The contracts of construction companies had to be approved by the Minister of Environment, which caused delay in the start of constructions. However, once contracted, with few exceptions, the companies completed the work within proposed timeframes.

There was a lengthy process of contracting services for the development of the park's management plan. However, the unsatisfactory content and structure of the management plan suggests that the contracted company lacked experience in the preparation of protected areas management plans. Additionally, the community study, which should have produced baseline socioeconomic data and the aerial wildlife survey, which is part of baseline ecological data for the preparation of the management plan were both completed in 2017, after the management plan had been finalized (September 2016). The decision of engaging local communities was taken late in the project for such a complex process, but deviating from the unrealistic design of collaborative management of the park foreseen in the PRODOC. The expected logical sequence of project activities and outputs was not followed. The approval, by MINAMB, of reports and plans whose quality should have been much better suggests that there was no comprehensive technical review of preliminary versions of these deliverables by the project team.

Both outcomes one and two were affected by lengthy contractual processes at MINAMB and the contracting of companies without adequate technical expertise to deliver satisfactory quality of deliverables. The overall efficiency is rated as **moderately unsatisfactory**.

The internal bureaucratic processes, the lack of experience of the executing agency in implementing projects funded by EU and GEF, the lack of staff fully dedicated to the project and the inadequate overseeing of project implementation by the PSC as described in section 3.1.8, caused slow start, delays and low efficiency in implementation. Therefore, the effectiveness and efficiency of the executing agency is rated as **moderately unsatisfactory**. The implementing agency provided inadequate support to the executing agency during the first three years of the project. However, change in staff at the UNDP registered in 2016 combined with increased commitment of INBAC resulted in a rapid recovery of implementation in the last two years. However, the impact of the delay registered prior to 2016 could not be fully recovered because project activities and outputs are interlinked and had to be implemented following a logical

sequence. The effectiveness and efficiency of the implementing agency is rated as **moderately satisfactory**.

3.3.4 COUNTRY OWNERSHIP

The National Biodiversity Project: Conservation of Iona National Park is a national pride because in addition to being the first project aimed at strengthening national capacity for protected areas management, it focused on establishing management capacity in the then largest protected area of the country (Iona National Park), with unique biodiversity and cultural values and on strengthening INBAC to manage the national protected areas network. Due to its alignment with and contribution to the attainment of environmental, social and economic objectives of the National Development Plan – PND (2013 – 2017), it was implemented with involvement of key ministries for the development of Angola such as the Ministry of Finance, provincial Government of Namibe and municipal administration of Tombwa. The communication and visibility strategy adopted in the project contributed to wide awareness of the project in the Angolan society. The project developed the strategic plan for the protected areas system (PESAC), which aims to provide enabling legislative, institutional and financial conditions for the implementation of PLERNACA for an effective management of protected areas network in the next 10 years (2018 – 2027). PESAC is aligned with the National Biodiversity Strategy and Action Plan (NBSAP).

3.3.5 MAINSTREAMING

Project terminal evaluations must assess how evaluated projects contribute to mainstreaming other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and women's empowerment. The National Biodiversity Project: Conservation of Iona National Park contributed to poverty reduction by recruiting ex-combatants as field ranger, contributing to their social and economic reintegration. The initiated development of community-based tourism is also a mean of mainstreaming poverty reduction objectives into this project. Gender did not figure prominently in project design, there were no gender sensitive indicators in the logical framework. During implementation period two women were recruited as

field rangers but failed to perform their tasks due to social and family issues such as pregnancies and subsequent child care. A Human Rights Based Approach (HRBA) was adopted by the tourism operator in the selection of community members for training as tourist guides, ensuring non-discrimination based on gender, social status, physical condition and cultural/ethnicity. The drilling of water holes to supply water to local communities contributed to gender mainstreaming because it reduced the effort made by women in search for water.

The project contributed to the achievement of Sustainable Development Goal (SDG) # 15 “Life on Land - Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss”, specifically by increasing the proportion of important sites for terrestrial and freshwater biodiversity that are covered by protected areas (SDG indicator # 15.1.2), by increasing the coverage by protected areas of important sites for mountain biodiversity (SDG indicator # 15.4.1.) and by increasing public expenditure on conservation and sustainable use of biodiversity and ecosystems (SDG indicator # 15.a.1.). The project is also in line with SDG # 6 “Ensure availability and sustainable management of water and sanitation for all”, through the drilling of water holes, which increased the population using safely managed drinking water services (SDG indicator # 6.1.1). The project also contributed to SDG #1 “End poverty in all its forms everywhere” by initiating the development of community-based tourism, which will contribute to the reduction of the proportion of population living below the national poverty line (SDG indicator # 1.2.1).

3.3.5 SUSTAINABILITY

The assessment of sustainability considers the risks that the benefits of the projects will not continue after the end of the project. Following the guidelines for UNDP projects funded by GEF, the risk to sustainability is evaluated in four dimensions: financial, socio – economic, institutional framework and environmental.

Financial Risks to Sustainability

One of the General Objectives of PESAC prepared under outcome 2 of the National Biodiversity Project: Conservation of Iona National Park is to ensure the maintenance of socioeconomic and financial sustainability of each protected area, by developing mechanisms of fundraising through

strategies such as diversification of economic activities from the locally available natural resources. However, PESAC does not include a business plan or the need of protected areas developing their own business plan to guide efforts of revenue generation. The PRODOC states that tourism would be the main revenue generating activity. However, due to remoteness of the area, high travel costs, difficult access to the park due to poor conditions of roads, low private sector investment in accommodation and other basic tourism services, it is unlikely that tourism will generate significant revenue at Iona National Park and in most other Angola's protected areas. The Government of Angola (GoA) allocates budget to protected areas. However, with the financial crisis the country is facing, budget cuts for protected areas are expected. The first sign is that GoA did not comply with the co-financing commitment to this project through a grant from the State budget. The shrinkage of GoA funding to protected areas will likely result in inadequate maintenance of park management infrastructure constructed by the project. A revenue collection system from visitor entries is being tested at Iona National Park. However, due to low gate fees and low number of visitors (maximum of 12 visitors per year recorded in 2016), the revenue generated is insignificant. The depreciation of national currency (Kwanza) in relation to the main transaction currencies (US\$ and EUR) further weakens the contribution of GoA to the protected areas system. However, there is follow up funding for this project in the form of GEF -5, already under implementation, and GEF – 6 still in the design stage. For many years to come, Angola's protected areas system will continue largely dependent on external funds. Therefore, the financial sustainability is rated as **moderately unlikely**.

Socioeconomic Risks to Sustainability

According to the community study produced by this project, approximately 3 385 people live in Iona National Park. Livestock production in pastoral systems is the main source of livelihoods, but also for social status in the community. Any factor that reduces access to grazing and water for livestock has the potential to reduce household productivity and income, and therefore increase the poverty of local people. The main risks to socioeconomic sustainability are conflicts between park management and pastoral communities over access to grazing and water resources, which are scarce due to the aridity of the area. The encroachment of livestock into wildlife range is unlikely to be controlled and will result in the shrinkage of range of wildlife species. However, complying with social safeguards, the project did not prohibit local communities from grazing

livestock inside the park. Poaching is another anthropogenic threat to wildlife populations, but it is currently controlled by patrolling and law enforcement.

The project built campsites for the development of community-based tourism to diversify the sources of revenue to communities. The project also initiated environmental education activities and dissemination of the park's management plan. However, efforts of environmental education and participation of local communities in conservation are only effective if implemented over long periods of time to build trust between park's staff and communities. Therefore, the socioeconomic sustainability is rated as **moderately unlikely**.

Institutional Framework and Governance Risks to Sustainability

INBAC experienced rapid consolidation and its staff benefitted from lessons through the implementation of this project. The development of PESAC created enabling conditions for the strengthening of INBAC for the management of the protected areas network over the long term. There is high ownership of the project and its products at national level as this is recognized as the first biodiversity conservation project that encompassed an institutional strengthening component. MINAMB supports the continuity of project results and their replication to other protected areas. Therefore, there are no major threats to sustainability due to lack of institutional backing. A key issue of institutional sustainability is the maintenance of park staff, which is essential for the maintenance of the benefits achieved by the project (reduction of poaching, increase of wildlife populations, construction and maintenance of infrastructure and equipment and the initiated process of environmental education and community based tourism development). The International Park Manager has provided on-the-job training to park Administrator (full time INBAC staff) and 20 field rangers on day-to-day park management to ensure the sustainability of the intervention by reducing the likelihood that park management capacity will reduce to unsustainable level at the end of the project. According to MINAMB senior officials, at least half of current Iona National Park field rangers will be integrated in the Government payroll in the second quarter of 2018. MINAMB has also been assured the recruitment of over 1600 field rangers in the next 3 years by the Central Government of Angola, some of which will be allocated to Iona National Park to replace the old age rangers who cannot be integrated in the Government payroll. Therefore, the risk of abandonment of park management activities due to lack of staff is

low. INBAC is leading the implementation of GEF-5 project, which will further strengthen institutional capacity. Therefore, the institutional sustainability is rated as **likely**.

Environmental Risks to Sustainability

The main environmental risk to sustainability is severe and prolonged drought. However, low rainfall is a natural characteristic of the area and the flora and fauna species that occur in the area are adapted to these conditions. The other potential risk to environmental sustainability is the development of infrastructure to sustain tourism development and park management. However, there are no plans to expand infrastructure in the near future. Therefore, **environmental sustainability is likely**. However, at Iona National Park, environmental risks cannot be disentangled from socioeconomic risks to sustainability. When rainfall is below average for consecutive years, there will be an invasion of the grassland of the park by pastoralists for livestock grazing, which will cause overgrazing and will competitively exclude wildlife from their preferred range.

3.3.6 IMPACT

The TE intended to evaluate the impact by assessing project effects on household income, on the state of biodiversity and on institutional capacity. As discussed in previous sections, there were no reliable methods to measure indicators of impact on household livelihoods such as household income, and there were no methods to measure indicators of ecological integrity such as percentage of grassland overgrazed by livestock. The increase of wildlife numbers is a positive project impact on biodiversity, but it is contradictorily reported. At site level the impact of the project would be largely expected from the implementation of the management plan, which should guide day-to-day management actions both from the biophysical and socioeconomic perspective. However, the management plan is still not being implemented and as described in section 3.3.3 – effectiveness, its structure and content are inadequate to guide the management of the park. Most project deliverables were finalized in the last 12 months of the project, hence by the time of the TE these products had not been used by INBAC or by Iona National Park for time long enough to generate impacts. The learning experience from the implementation of the Iona project has positive impact on how follow up projects are implemented. For example, the

implementation of GEF-5 project started with a designated project coordinator at INBAC. At the stage of the TE the impact of the project is rated as minimal.

4. CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

The aim of the National Biodiversity Project: Conservation of Iona National Park was to establish and effectively manage a network of protected areas to conserve representative samples of Angola's globally unique biodiversity. The objective of the project was to catalyze an improvement in the overall management of the protected areas network, through rehabilitating Iona National Park. It was organized in two expected outcomes to address a series of challenges that affect the effectiveness of protected areas management in Angola:

Outcome 1: Rehabilitation of Iona National Park.

Outcome 2: Strengthen institutional capacity to manage the protected areas network.

4.1. CONCLUSIONS

The Terminal Evaluation concludes the following:

- The project was implemented under National Implementation Modality from February 2013 to April 2018. Key project partners were the executing agency (MINAMB), the implementing agency (UNDP CO) and donors (EU and GEF).
- The design followed the standard structure of projects aimed at addressing development and environmental problems, with intended outcomes, outputs, activities and a logical framework for monitoring and evaluation. The risks for the achievement of project intended outcomes were adequately identified, except that the risk of financial sustainability not improving sufficiently fast for investment in the protected area system was unrealistically rated as low. The financial crisis that affects Angola prevented cash co-financing from the State budget. The PRODOC identifies tourism has the main source of revenue for the financial sustainability of the protected areas network, without considering the weak competitiveness of Angola in the tourism sector at regional level. Not all indicators presented in the logical framework meet the SMART criteria and there is lack of methodologies and sources of data to monitor progress towards the achievement of the

stated targets. There are also unfounded baselines, unrealistic and too ambitious targets to be achieved with the available budget, timeframe and the technical expertise available in the country. Important project outputs such as the construction of infrastructure lack indicators to measure the progress from baseline values to targets.

- The management arrangements included in the project design were robust and included all relevant partners at national, provincial and local level. However, most of these stakeholders were not engaged during implementation. When the project started, the executing agency, INBAC, had just been created and lacked experience in implementing EU and GEF funded project. The project started without an INBAC staff fully dedicated to the project, which caused slow start, delays and low efficiency in implementation.
- The project is relevant as it addresses biodiversity conservation challenges and development issues that are priorities of the National Development Plan, NBSAP and environmental legislations, and contribute to Angola's commitments with UN conventions. It is firmly framed within GEF-4's biodiversity strategy. In terms of UNDP programming, it is linked with the Partnership Framework for Development of the United Nations - UNPAF (2015-2019), United Nations Development Assistance Framework - UNDAF (2015-2019) and Country Program Action Plan - CPAD (2015 – 2019). The project is aligned with and contributed to the achievement of indicators of Sustainable Development Goals # 1, # 6 and # 15.
- A PSC led by the Minister of Environment with overloaded central Government agenda resulted in far fewer meetings than planned. The long intervals between meetings of the PSC resulted in a slow decision making process that affected the speed of project implementation. The internal bureaucracy at MINAMB that resulted in a lengthy process of recruiting field rangers and of contracting services (construction of infrastructure and consultancy services) was another important cause of delays in implementation.
- The executing agency awarded contracts to companies without the technical expertise required to deliver the products of the contracts with satisfactory quality (e.g. preparation of management and rehabilitation plans, community study and assessment of state of biodiversity). This could have been caused by unclear or incomplete Terms of Reference (ToR), and lack of transparency in proposal evaluation and decision-making for the

selection of companies. Additionally, the management plan was prepared without socioeconomic and ecological baseline data, and without stakeholder participation.

- A number of products with unsatisfactory quality were approved by the executing agency. This suggests a lack of comprehensive revision of drafts reports by the project technical team or lack of transparency in the decisions to approve the products of contracts.
- Reduced staff allocated to the project by UNDP during the first three years of the project resulted in inadequate guidance to MINAMB for successful project execution. The allocation of more dedicated UNDP staff in 2016 combined with increased commitment of INBAC and the field monitoring visits resulted in a rapid recovery of implementation in the last two years of the project.
- The staff available in the Iona National Park (international park manager, park administrator and field rangers) is involved in environmental education and public relation activities, but lack specific capacity and skills for this task.
- Park staff routinely conduct wildlife road count data since 2014, but the data is not routinely analyzed and systematized in a monitoring system to provide insights for park management decisions.
- Project finances were affected by the reduction of exchange rate between EUR and US\$ throughout the implementation period, which resulted in lower actual project budget than planned. However, the reduction of the actual budget did not affect the implementation of activities because by the end of the project in April 2018 approximately US\$ 270,000.00 from EU funds had not been spent.
- The deployment of management staff, development of infrastructure and purchase of equipment were the main achievements at site level (outcome 1), whereas the development of PESAC was the main accomplishment at institutional level (outcome 2). The benefits of the project are moderately likely to be sustained over the long term because there is Government commitment to integrate park field rangers in the government payroll and there are new GEF- funded projects with similar objectives being implemented by MINAMB, which will reduce the impact of financial crisis on protected areas financing. However, there are still not secured funds for the maintenance of equipment and infrastructure constructed by the project. Tourism development is unlikely to generate

revenue to significantly contribute to park management and/or improvement of life conditions of local communities.

4.2. RECOMMENDATIONS

For the design, implementation and monitoring and evaluation of future projects, the recommendations are presented in order of priority and with indication of the institutions that should take the action:

- **INBAC** should raise financial resources to revise the management plan of the Iona National Park for it to become a management guiding tool, and subsequently provide resources for its implementation.
- To increase the environmental and socioeconomic sustainability, in the management of the Iona National Park, **INBAC** should focus on the: (1) maintenance of the infrastructure constructed by the project, (2) strengthening of patrolling to reduce the negative effects of poaching on wildlife populations, (3) strengthening of environmental education, (4) implementation of the zoning plan, (5) development of community-based tourism to strengthen the awareness of the value of biodiversity to local communities, and (6) provision of water for livestock drinking away from the most sensitive grasslands of the park used by wildlife.
- For protected areas with people living inside or in the periphery such as Iona National Park and most protected areas in Angola, in addition to the standard field ranger courses, **INBAC** should train park administrators and field rangers on public relations and communication with tourists, local communities and other stakeholders.
- In parallel to the routine counting of wildlife along the roads, the **Iona National Park** should routinely analyze the data collected and systematized in a monitoring system, to generate trends in the distribution and relative abundance of wildlife species that can be used in park management decisions, including the distribution of patrolling effort. Additionally, a proper database should be prepared for storing the data collected in Iona National Park, which should be linked to a central INBAC database on Angola protected areas.

- **INBAC** should develop a guideline and standard template to be followed in the design of protected areas management plan and enforce that its preparation is participatory and based on field ecological and socioeconomic data. Participation builds ownership of the management plan by stakeholders and eases collaboration and division of tasks and responsibilities for implementation.
- In future projects, **MINAMB** should delegate the leadership of the PSC to the Secretary of State of Environment or to the General Director of INBAC for this body to meet more often, which will facilitate monitoring and evaluation, accelerate decision-making processes, and consequently increase the effectiveness and efficiency of the project.
- In future projects, **MINAMB** should delegate the authority to approve contracts of consultancy services for protected areas to INBAC, to prevent delays and speed up project implementation.
- Despite implementation under NIM, given its initial stage of developing technical expertise, the executing agency (**MINAMB**) should request assistance from the implementing agency or from external sources in the selection of contractors and in the review of deliverables to ensure that the deliverables are of satisfactory quality.
- In future project, the implementing agency (**UNDP**) should allocate adequate staff to provide guidance to the executing agency throughout the implementation period.
- **UNDP** should intensify efforts to explain National Implementation Modality rules to avoid misperceptions and wrong interpretation of its role and responsibility by both executing agency and donors.
- The design of future projects must be adapted to local circumstances and conditions and be based on a comprehensive and participatory analysis of risks, opportunities, strengths and weaknesses to ensure that the project is composed of realistic outcomes, outputs and activities to make an impact on the ecological or socioeconomic environment.
- To facilitate monitoring and evaluation during the implementation phase, all outputs must have the corresponding indicators with realistic baseline and target values, and means of verification with robust methods to measure the performance of the project towards their accomplishment.
- In projects using different currencies, the implementing and the executing agency should negotiate with donors the conversion of the full amount of funding to the currency to be

used by the implementing agency at the start of the project, to buffer the effects of variability in exchange rates, in particular the reduction in the rate and in the total funding provided.

4.3. LESSONS LEARNED

From the design of the National Biodiversity Project: Conservation of Iona National Park the following lessons were learned:

- Placing the leadership of the PSC at Minister level results in low effectiveness and efficiency of project implementation because overloaded central Government agendas prevents adequate overseeing of the project and timely decision-making.
- Projects to be implemented under NIM should start with a recruited project coordinator fully dedicated to project implementation.
- The implementation of NIM in its strict sense in situations of weak technical and institutional capacity of the executing agency results in low effectiveness and efficiency of project implementation.
- Unrealistic project design combined with inadequate adaptive management by the implementing and executing agency results in difficult implementation and failure to achieve the intended outcomes.
- In projects using different currencies, fluctuations of exchange rates between currencies results in actual project budget different from the planned budget, which can affect project implementation.
- The engagement of local communities in conservation is a slow process of building trust between park staff and local communities. Therefore, in protected areas with people living inside their boundaries and using natural resources for subsistence, projects should target both the achievement of biodiversity conservation and socioeconomic objectives. Social and economic studies aimed at supporting the identification of appropriate mechanism of community engagement should be conducted at the beginning of project implementation.

5. ANNEXES

ANNEX 1 – TERMS OF REFERENCES

TERMINAL EVALUATION TERMS OF REFERENCE NATIONAL BIODIVERSITY PROJECT: CONSERVATION OF IONA NATIONAL PARK (ANGOLA)

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the *National Biodiversity Project: Conservation of Iona National Park* (PIMS #4581.)

The essentials of the project to be evaluated are as follows:

PROJECT SUMMARY TABLE

Project Title:	National Biodiversity Project: Conservation of Iona National Park			
GEF Project ID:	4082		<i>at endorsement</i> (Million US\$)	<i>at completion</i> (Million US\$)
UNDP Project ID:	PIMS: 4581 Atlas ID: 81396	GEF financing:	2,000,000	2,000,000
Country:	Angola	IA/EA own:	1,440,000	1,440,000
Region:	Central Africa	Government:	2,000,000	2,000,000
Focal Area:	Biodiversity SO-1: Catalyzing sustainability of protected area systems	Other: EU	5,265,000	4,290,000 ^a
FA Objectives, (OP/SP):	BD-SP3 Strengthening Terrestrial Protected Area Networks	Total co-financing:	8,705,000	7,730,000
Executing Agency:	Ministry of Environment of Angola	Total Project Cost:	10,705,000	9,730,000
Other Partners involved:	European Union	ProDoc Signature (date project began):		13 Feb 2013
		(Operational)	Proposed:	Actual:

		Closing Date:	12 Feb 2017	20 Apr 2018
--	--	---------------	-------------	-------------

^aChange in funding due to variation in exchange rate

OBJECTIVE AND SCOPE

Angola's protected area system was created during the colonial era (i.e. prior to 1975). It comprises 13 protected areas (9 national parks, 2 strict nature reserves, and 2 partial reserves), covering ~12.6% (162,642 km²) of the territory. During the prolonged periods of instability in the country (1975-2002), aggravated by growing population needs, many of the conservation areas had been almost completely abandoned, without adequate funding, equipment or staff. Angola's conservation areas are served by a weak administrative system, with limited resources and capacity. The rehabilitation of the existing network of conservation areas, and the creation of new conservation areas, are considered important interventions required for the effective conservation of Angola's globally significant biodiversity.

The Project is designed as the first phase of a more comprehensive national program to rehabilitate, strengthen and expand Angola's system of protected areas. For this phase of the national program, the project focused outputs and activities at two levels of intervention.

At a national level, the project supported the government in the establishment and operationalisation of the Instituto Nacional de Biodiversidade e Áreas de Conservação (INBAC). It specifically supported: (i) the preparation of a strategic planning framework for the protected area system; (ii) an assessment of the current state (biodiversity, infrastructure, management, settlement, land use, etc.) of national parks and strict nature reserves; and (iii) the preparation of detailed implementation plans for the rehabilitation of these national parks and strict nature reserves.

At a local level, the project assisted the government to rehabilitate one of the largest National Park in Angola, Iona National Park (15,150 km²) - through: (i) the establishment, training, and equipping of a functional staff complement for the park; (ii) the renovation and construction of key park infrastructure (i.e. accommodation, offices, water supply, electrical supply, basic tourism facilities etc.); (iii) the development of a management plan and related studies (community survey, fauna and livestock survey) for the park; and (iv) the piloting of community based tourism involving the traditional communities residing in the park. The latter was also intended as a first step towards a cooperative governance framework for the park, involving the local communities.

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

The TE comprises all components of the project, irrespective of the source of financing of a specific activity or output. Specifically, the evaluation should be carried out in close collaboration with the EU Delegation (EUD), and the final report need to be endorsed by the EUD before approval and the input of EUD should be taken into account in the formulation of the final version.

EVALUATION APPROACH AND METHOD

An overall approach and method³⁰ for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR (Annex C) The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser, EUD and key stakeholders. The evaluator is expected to conduct a field mission to Angola, including the following project sites: Luanda, Iona National Park (Namibe Province). For approximate number of days to be spent at different locations see below. Interviews will be held with the following organizations and individuals at a minimum: Ministry of Environment in Luanda (GEF operational focal point, National Director of Biodiversity, possibly Secretary of State for Biodiversity), National Institute for Biodiversity and Protected Areas (INBAC – Director General, senior staff, National Project Coordinator for Iona project), European Union Delegation (Luanda), UNDP Country Office (Country Director, Head of Inclusive Growth Cluster, Environment Specialist, Administrative and Finance Officer), Municipal Administrator of Tombwa (Namibe Province), Communal Administrator of Iona (Namibe Province), Iona National Park staff (Park Administrator, International Advisor), local tour operators (Namibe Province).

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in Annex B of this Terms of Reference.

EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework (see Annex A), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact**. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in Annex D.

³⁰ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

Evaluation Ratings:			
1. Monitoring and Evaluation	Rating	2. IA & EA Execution	rating
M&E design at entry		Quality of UNDP Implementation – Implementing Agency (IA)	
M&E Plan Implementation		Quality of Execution - Executing Agency (EA)	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	Rating	4. Sustainability	Rating
Relevance		Financial resources	
Effectiveness		Socio-political	
Efficiency		Institutional framework and governance	
Overall Project Outcome Rating		Environmental	
		Overall likelihood of sustainability	

PROJECT FINANCE / COFINANCE

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.

Co-financing (type/source)	UNDP own financing (mill. US\$)		Government (mill. US\$)		EU (mill. US\$)		Total (mill. US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants								
Loans/Concessions								
• In-kind support								
• Other								
Totals								

MAINSTREAMING

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.

IMPACT

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.³¹

CONCLUSIONS, RECOMMENDATIONS & LESSONS

The evaluation report must include a chapter providing a set of **conclusions, recommendations and lessons**. Conclusions should build on findings and be based in evidence. Recommendations should be prioritized, specific, relevant, and targeted, with suggested implementers of the recommendations. Lessons should have wider applicability to other initiatives across the region, the area of intervention, and for the future providing for the sustainability of project activities.

IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in Angola. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

EVALUATION TIMEFRAME

The total duration of the evaluation will be 30days over a time period of 12 weeks according to the following plan:

Activity	Timing	Completion Date
Preparation	<i>3 days</i>	<i>31/12/2017</i>
Evaluation Mission	<i>19 days out of which ca. 8 days in Iona</i>	<i>15/02/2018</i>
Draft Evaluation Report	<i>5 days</i>	<i>05/03/2018</i>
Final Report	<i>3 days</i>	<i>10/04/2018</i>

EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

³¹A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROtI) method developed by the GEF Evaluation Office: [ROtI Handbook 2009](#)

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission: <i>31/12/2017</i>	Evaluator submits to UNDP CO
Presentation	Initial Findings	End of evaluation mission: <i>15/02/2018</i>	To project management, UNDP CO
Draft Final Report*	Full report, (per annexed template) with annexes	Within 3 weeks of the evaluation mission: <i>05/03/2018</i>	Sent to CO, reviewed by RTA, PCU, GEF OFPs
Final Report**	Revised report	Within 1 week of receiving UNDP comments on draft: <i>10/04/2018</i>	Sent to CO for uploading to UNDP ERC.

*To be submitted for comment to UNDP and EU.

**When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report. See [Annex H](#) for an audit trail template. The final report should be also endorsed by the EU since the final evaluation serves also for the use of EU for future initiatives.

TEAM COMPOSITION

The evaluation team will be composed of 1 international evaluator who will be supported for logistical purposes and the organization of project documents by CO staff. The consultant shall have prior experience in evaluating similar projects. Experience with GEF and/or EU financed projects is an advantage. The international evaluator will be responsible for finalizing the evaluation report. The evaluator selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

The Team members must present the following qualifications:

- A post-secondary / advanced degree (Masters level or higher) in biodiversity conservation, natural resource management or a related discipline;
- Minimum 10 years of relevant professional experience;
- Knowledge of and/or experience with UNDP and/or GEF;
- Previous experience with results-based monitoring and evaluation methodologies;
- Experience in Africa required, with experience in the Central-Southern Africa region a distinct advantage;
- Portuguese speaking, reading and understanding.

EVALUATOR ETHICS

Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluations'.

PAYMENT MODALITIES AND SPECIFICATIONS

%	Milestone
<i>10%</i>	At submission and approval of inception report
<i>40%</i>	Following submission and approval of the 1st draft terminal evaluation report
<i>50%</i>	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report

APPLICATION PROCESS

Applicants are requested to apply online (<http://jobs.undp.org>) by 15 November 2017. Individual consultants are invited to submit applications together with their CV for this position. The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact, as well as a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

ANNEX 2. ITINERARY OF THE EVALUATION MISSION

Day	Date	Location	Activity
Sun	28-Jan	Luanda	Arrival from Maputo-Mozambique
Mon	29-Jan	UNDP CO – Luanda	Introductory meeting with UNDP Country Director and other relevant UNDP staff Travel to Namibe
Mon	29-Jan	Namibe	Interview/meeting with Alvaro Baptista, tourism operator
Tue	30-Jan	Namibe Iona National Park	Interview/meeting with Tombwa Municipal Administrator Travel to Iona National Park Interview/group discussion with field rangers at Ponta Albina control post Travel to Iona National Park Headquarters, Espinheira
Wed	31-Jan	Iona National Park	Visit to Chinungua Community Camp Site Interview with Iona National Park Administrator Interview with Iona National Park International Consultant
Thur	1-Feb	Iona National Park	Visit to Chinungua Community Camp Site Visit Iona Commune Interview Iona Commune Deputy Administrator Visit to Cambeno Community Camp Site Interview/group discussion with field rangers at Espinheira Interview with Iona project assistant
Fri	2-Feb	Iona National Park	Game drive on the grassland/desert habitat of the park
Sat	3-Feb	Iona National Park Namibe	Interview/group discussion with field rangers at Salodjamba control post Interview with field ranger at Pediva control post Travel from Iona National Park to Namibe Interview with Yona Safaris manager in Namibe
Sun	4-Feb	Namibe	Travel from Namibe to Luanda
Mon	5-Feb	Luanda	Organization of interview notes
Tue	6-Feb	EUD	Interview with Project Manager
		UNDP CO	Interview with Programme Analyst
Wed	7-Feb	MINAMB	Interview with National Director of Biodiversity Interview with Secretary of State of Environment

Thur	8-Feb	UNDP	Interview with Finance and Administrative Assistant Debriefing meeting with UNDP Country Director and Iona Project Staff
Fri	9-Feb	INBAC	Interview with Project Coordinator and General Director
Sat	10-Feb	Luanda	Review of documents Organization of interview notes
Sun	11-Feb	Luanda	Travel from Luanda to Maputo-Mozambique

ANNEX 3. LIST OF PERSONS INTERVIEWED

Name	Organization	Position
Aristófanés Pontes	MINAMB-INBAC	Project Coordinator, INBAC General Director
Joaquim Manuel	MINAMB	Secretary of State of Environment
Nascimento António	MINAMB	National Director of Biodiversity
GoetzSchroth	UNDP	Program Analyst
Danilo Barbero	EUD	Programme Manager
Tito Vilinga	UNDP	Financial and Administrative Assistant
Miguel Kinavuidi	MINAMB-INBAC	Iona Project Assistant
Bruce Bennet	Iona National Park	International Consultant, project advisor
Manuel Sebastião Afonso	Iona National Park	Administrator
Alexandre Niyúka	Tombwa Municipality	Administrator
Joaquim Fonseca	Iona Commune	Deputy Administrator
Luis AntónioKatchetchema	Cambeno community	Responsible for Cambeno campsite
CovananeChambiro	Cambeno community	Soba, Cambeno
Teddy Gomes	Yona Safaris	Manager
Alvaro Baptista	Tourism operator	Manager
6 field rangers from Ponta Albina	Iona National Park	Field Ranger
3 field rangers from Espinheira	Iona National Park	Field Ranger
2 field rangers from Salodjamba	Iona National Park	Field Ranger
1 field ranger from Pediva	Iona National Park	Field Ranger

ANNEX 4. SUMMARY OF FIELD VISITS

The evaluator, Dr. Valerio Macandza, conducted a mission to collect information and data, as well as conducting interviews with project stakeholders between the 28th of January and 11th of February 2018. The evaluation mission included Luanda, where meetings were held with national stakeholders, including the project implementing agency, UNDP and executing agency, MINAMB. Also, interviews were conducted with the EUD.

The evaluator travelled to Namibe province and Iona National Park accompanied by Mr. Miguel Kinavuidi, the Iona project assistant, from INBAC. In the Namibe province the evaluator met with the local tourism operators, Tombwa Municipal Administrator, park staff, commune administrator and visited local communities. Interviews were conducted with all these stakeholders.

The following paragraphs contain a detail description of the evaluator movements and meetings.

Monday, 29th January 2018

The evaluator met with the UNDP team to clarify schedule, collect and review documents pertinent to the project evaluation. In the afternoon of the same day the evaluator travelled to Namibe, where he was received by the International Park Manager, Dr. Bruce Bennet. In the evening of the same day the evaluator met and interviewed a tourism operator based in the area since the colonial period, Mr Alvaro Baptista, who shared his experience in tourism development and the main challenges to be addressed for the development of tourism in the Namibe province.

Tuesday, 30th January 2018

The evaluator visited the Tombwa municipality and interviewed the Municipal Administrator. In Tombwa, the evaluator met the park Manager, Mr. Manuel Afonso and a group of three park's field rangers. Then the team composed by the evaluator, Mr. Miguel Kinavuidi, Dr. Bruce Bennet, Mr. Manuel Afonso and the field rangers travelled to the Iona National Park, visiting first the control post of Ponta Albina where the evaluator visited infrastructure developed by the project

(Figure 1) and held discussions with a group of seven field rangers. The discussions covered issues related to their recruitment, training, tasks performed and main challenges. Subsequently, the team continued the journey to Iona National Park's Headquarters, Espinheira, arriving at around 6:00pm, passing through the Salodjamba control post. Along the way, the evaluator assisted the international park manager with road wildlife counts. Wildlife species counted included Oryx gazelle, springbok, ostrich and steenbok. Large numbers of livestock were also counted.



Figure 1. Tented field rangers camp and conventional staff house built by the project at Ponta Albina control post

Wednesday, 31st January 2018

The evaluator visited the Chinungua Community Camp Site (Figure 2) situated on the banks of the Cunene River in the South East of the Parks Headquarters. Along the way the evaluator met with local communities, observed traditional houses and clothing, as well as the landscape features and land uses. Back in Espinheira, in the afternoon, the evaluator interviewed the Park Administrator and International Park Manager individually, with which he discussed several issues of project evaluation as well as issues beyond the project. Along the way, the evaluator assisted the international park manager with road wildlife counts. Wildlife species counted included oryx gazelle, springbok, suricate and ostrich. High numbers of livestock (cattle and goats) were observed and counted along the road. At Espinheira, the evaluator visited the infrastructure developed by the project (Figure 3).



Figure 2. Chinungua community based tourism campsite built by the project, showing a marquise, bathroom/latrines, camping area and traditional house. Cunene River (border between Angola and Namibia) in the background of the campsite



Figure 3. Offices built by the project at parks headquarters, Espinheira

Thursday, 1st February 2018

The evaluator visited the MucutoCommunity Camp Site, then he visited the Iona Commune, where he interviewed the Deputy Commune Administrator focusing not only on Iona project issues but also on other social, economic and environmental issues of relevance to local communities. The team continued the field visits travelling to the Cambeno Community Camp Site, where the evaluator interviewed the soba and local communities dressed traditionally (Figure 4). The discussions included the participatory approach used to select the site for the construction of campsite for the development of community based tourism. Along the way, the evaluator assisted the international park manager with road wildlife counts. Wildlife species counted included oryx gazelle, springbok and steenbok. Cattle and goats were also counted. Back at Espinheira, the evaluator held a group discussion with field rangers covering issues related to their recruitment, training, tasks performed and main challenges. In the same day, the evaluator interviewed Mr. Miguel Kinavuidi, the Iona project assistant.



Figure 4. Cambeno community base tourism campsite

Friday, 2nd of February 2018

This day was spent driving to observe the landscape of the desert and plain grasslands in the South West of Espinheira. The team counted wildlife along the road network and visited freshwater springs (Figure 5). Wildlife species counted included oryx gazelle, springbok, mountain zebra and ostrich.



Figure 5. Freshwater springs used by wildlife in the desert, south west of Espinheira

Saturday, 3rd of February 2018

The evaluator visited the Salodjamba and Pediva control posts where he held group discussions with field rangers, focusing on the same issues discussed in meetings with field rangers from other control posts. The infrastructure developed by the project was visited in both control posts (Figure 6a,b). The same day the team composed by the evaluator, project assistant and International Park Manager travelled to Namibe, where the evaluator interviewed the Yona Safaris, the tourism operator contracted by the project to train community touristic guides.



Figure 6a. Gate entry and staff houses built by the project at Salodjamba control post



Figure 6b. Gate entry and staff houses built by the project at Pediva control post

Sunday, 4th February 2018

Return trip to Luanda

Tuesday 6th – Friday 9th February

This period was dedicated to meetings and interviews with key project partners in Luanda. People met and interviewed include Mr Danilo Barbero from the European Union Delegation, Dr. Goetz Schroth and Mr. Tito Vilinga from UNDP project team, His Excellence Joaquim Manuel (Secretary of State of Environment), Mr. Nascimento António (National Director of Biodiversity) and Aristófanés Pontes, the Iona Project Coordinator and current General Director of INBAC. The evaluation mission ended with a debriefing meeting with the UNDP Country Director, Dr Henrik Larsen.

ANNEX 5. LIST OF DOCUMENTS REVIEWED

Adams, W.M., Aveling, R. Brockington, D., Dickson, B., Elliott, J., Hutton, J., Roe, D., Vira, B. and Wolmer, W. 2004. Biodiversity conservation and the eradication of poverty. *Science* 306: 1146 – 1149

Bothma, J. du. P. 2002. Counting Wild Animals. In *Game Ranch Management* (Ed: J. du. P Bothma). Fourth Edition. Van Schaik Publishers

Convention on Biological Diversity – CBD (2010). *Global Biodiversity Strategic Plan*

European Commission. 2016. *Review of Component 1: Rehabilitation of Iona National Park*. EU Technical Assistance Facility for the Biodiversity for Life (B4Life) Initiative. Final Mission Report

GEF Council. 2007. *GEF-4 Biodiversity Strategy*. Washinton: GEF.

GEF. 2011. *GEF 5 Focal Area Strategies*. Washington: GEF.

GEF. 2014. *The GEF-6 Biodiversity Strategy*. Washington: GEF.

Givá, N. 2016. *Parks with People – Action Research in Bridging Conservation and Livelihoods in Limpopo National Park, Mozambique*. Doctoral Thesis Swedish University of Agricultural Sciences, Uppsala

Ministério do Ambiente. 2006. *National Biodiversity Strategy and Action Plan (NBSAP)*. Luanda

Ministério do Ambiente. 2013. *Relatório Inicial - Projecto Nacional de Biodiversidade: Conservação do Parque Nacional de Iona*. Luanda

Ministério do Ambiente. 2014a. *Plano de Trabalho e Orçamento Anual (2014) – Projecto Nacional de Biodiversidade: Conservação do Parque Nacional de Iona*. Luanda

Ministério do Ambiente. 2014b. *Relatório da Missão Técnica*. Luanda

Ministério do Ambiente. 2015. *Plano de Trabalho e Orçamento Anual (2015) – Projecto Nacional de Biodiversidade: Conservação do Parque Nacional de Iona*. Luanda

Ministério do Ambiente. 2015. *Acta da Reunião do Comité de Supervisão do Projecto Iona*. Luanda

Ministério do Ambiente. 2016a. *Anteprojecto de Estratégia Nacional e Plano de Acção da Biodiversidade 2018-2025*. Luanda, Angola.

Ministério do Ambiente. 2016b. *Plano de Gestão Integrada do Parque Nacional do Iona*. Luanda, Angola.

Ministério do Ambiente. 2016c. Plano de Trabalho e Orçamento Anual (2016) – Projecto Nacional de Biodiversidade: Conservação do Parque Nacional do Iona. Luanda

Ministério do Ambiente. 2016d. Acta da Reunião do Comité de Pilotagem do Projecto Iona. Luanda

Ministério do Ambiente. 2016f. Relatório de Monitoramento – Novembro/2016. Luanda

Ministério do Ambiente. 2017a. Estudo das Comunidades do Parque Nacional do Iona. Luanda

Ministério do Ambiente. 2017b. An aerial photographic wildlife survey of the Iona National Park. Luanda, Angola

Ministério do Ambiente. 2017c. Plano de Trabalho e Orçamento Anual (2017) – Projecto Nacional de Biodiversidade: Conservação do Parque Nacional do Iona. Luanda

Ministério do Ambiente. 2017d. Relatório de Monitoramento – Julho/2017. Luanda

Ministério do Ambiente. 2018a. Plano Estratégico para o Sistema de Áreas de Conservação de Angola (PESAC). Luanda, Angola.

Ministério do Ambiente. 2018b. [An aerial photographic wildlife survey of Luenga-Luiana and Mavinga National Parks, Angola](#)

Ministério Do Ambiente. 2018c. Report of the Preliminary Wildlife Survey in the Maiombe National Park, Angola

Ministério do Planeamento e do Desenvolvimento Territorial. 2012. Plano Nacional de Desenvolvimento 2013-2017. Luanda

Onestini, M. 2016. Report for the Mid-Term Evaluation (MTR) of the National Biodiversity Project: Conservation of Iona National Park Angola. Luanda

Naguran, R. 1999. Community Based Tourism in Kwazulu Natal: Some Conceptual Issues. In Ecotourism Development in Eastern and Southern Africa (ed. Donald G. Reid). University of Guelph.

Norton-Griffiths, M. 1978. Counting Animals. Second edition. African Wildlife Leadership Foundation. Nairobi.

República de Angola. 2009. Decreto-Lei nº 4/09 de 18 de Maio – Estatuto Orgânico do Ministério do Ambiente. Luanda

República de Angola. 2011. Decreto Presidencial nº 10/11 de 7 de Janeiro – Estatuto Orgânico do Instituto Nacional de Biodiversidade e Áreas de Conservação. Luanda

Thomas, L. and Middleton, J. 2003. Guidelines for Management Planning of Protected Areas. IUCN Gland, Switzerland and Cambridge, UK. 79pp.

UNDP. 2009. Handbook on Planning, Monitoring and Evaluating for Development Results. New York: USAUNDP. 2010. The evaluation policy of UNDP. . New York: USA

UNDP. 2012. Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects. United Nations Development Programme, Evaluation Office. New York: UNDP

UNDP. 2014a. Partnership Framework Between The Government of Angola and The United Nations System (UNPAF) 2015 – 2019. Luanda

UNDP. 2014b. Country Program Action Plan Angola 2015-2019. Luanda

UNDP CO Angola. 2011. Project Document: National Biodiversity Project – Conservation of Iona National Park, Luanda

UNDP CO Angola. 2014. Project Implementation Review (PIR). Luanda

UNDP CO Angola. 2015a. Project Implementation Review (PIR). Luanda

UNDP CO Angola. 2015b. Annual Report for the European Union 2014. Luanda

UNDP CO Angola. 2016a. Annual Report to the European Union 2015. Luanda

UNDP CO Angola. 2016b. Project Implementation Review (PIR). Luanda

UNDP CO Angola. 2017. Annual Report for the European Union 2016. Luanda

UNEG. 2008. UNEG Ethical Guidelines for Evaluation. United Nations Evaluation Group. New York, USA

United Nations. 2017. Resolution adopted by the General Assembly on 6 July 2017 - Work of the Statistical Commission pertaining to the 2030 Agenda for Sustainable Development

ANNEX 6: EVALUATION QUESTIONS (EVALUATION MATRIX)

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local,			
<ul style="list-style-type: none"> • Is the project relevant to the GEF biodiversity focal area? 	<ul style="list-style-type: none"> • Existence of a clear relationship between the project objectives and results and the GEF biodiversity focal area 	<ul style="list-style-type: none"> • Project documents • GEF focal area documents 	<ul style="list-style-type: none"> • Analysis of all documents listed in the ToR, cited in project reports and/or suggested by project stakeholders • Semi-structured interviews with project stakeholders: UNDP, GEF focal point, EUD
<ul style="list-style-type: none"> • Is the project supporting aid effectiveness? 	<ul style="list-style-type: none"> • Project objectives and results contribute to objectives of international aid 	<ul style="list-style-type: none"> • Country documents: CPD, UNDAF, EU development fund 	<ul style="list-style-type: none"> • Analysis of documents • Semi-structured interviews: UNDP, EUD and other donors
<ul style="list-style-type: none"> • Is the project relevant to Angola's environment and sustainable development objectives and the SDGs? 	<ul style="list-style-type: none"> • Degree of coherence between project objectives and results and Angola's environmental and development goals 	<ul style="list-style-type: none"> • Project documents • National policies and strategies: national development plan, NBSAP, PNGA, PLERNACA, environmental legislation • Key project partners 	<ul style="list-style-type: none"> • Analysis of all documents listed in the ToR, cited in project reports and/or suggested by project stakeholders • Semi-structured interviews with project stakeholders: INBAC, Iona NP, MINAMB, Namibe province authorities
<ul style="list-style-type: none"> • Is the project addressing needs of 	<ul style="list-style-type: none"> • Degree of involvement of local 	<ul style="list-style-type: none"> • Project documents 	<ul style="list-style-type: none"> • Analysis of all documents listed in

<p>target beneficiaries at the local level?</p>	<p>stakeholders in project design and implementation</p> <ul style="list-style-type: none"> • Strength of link between identified needs of local stakeholders and project activities • Perceptions of local communities and authorities of the value of conservation • Economic benefits to local communities 	<ul style="list-style-type: none"> • Local project partners and stakeholders 	<p>the ToR, listed in project documents reports or suggested by project team</p> <ul style="list-style-type: none"> • Semi-structured interviews with partners and stakeholders: Province authorities, local municipality, local communities
<p>Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?</p>			
<ul style="list-style-type: none"> • Has the project been effective in achieving its intended GEF outcomes and objectives (from GEF, UNDP, EU, Government perspective)? 	<ul style="list-style-type: none"> • Indicators in Project document results framework • Indicators of UNDAF, CPD and EU documents • Other indicators of success to be proposed by stakeholders 	<ul style="list-style-type: none"> • Project documents • Project stakeholders and partners 	<ul style="list-style-type: none"> • Analysis of all documents listed in the ToR, listed in project documents reports and suggested by UNDP Co, UE and GEF • Semi-structured interviews with project team and other
<ul style="list-style-type: none"> • Has the project developed the capacities of INBAC? 	<ul style="list-style-type: none"> • Indicators in Project document results framework • Scores of the capacity development score card • INBAC has developed strategic plan, assessed status of national parks and reserves, prepared rehabilitation plans and designed its organization and human resource structure 	<ul style="list-style-type: none"> • Project documents (prodoc and reports) • Project stakeholders and partners • Capacity development score card • INBAC annual reports 	<ul style="list-style-type: none"> • Analysis of all documents listed in the ToR, cited in project reports and/or suggested by project stakeholders and partners • Semi-structured interviews with project team and stakeholders

<ul style="list-style-type: none"> • Has the project established management capacity of Iona National Park? 	<ul style="list-style-type: none"> • Recruited and trained staff, infrastructure built and acquired equipment for the management of Iona National Park 	<ul style="list-style-type: none"> • Project documents • Iona National Park Annual Reports 	<ul style="list-style-type: none"> • Analysis of documents • Semi-structured interviews: Iona National Park, INBAC, PNUD and EU staff • Site visit
<ul style="list-style-type: none"> • Has the project improve management effectiveness of the Iona National Park? 	<ul style="list-style-type: none"> • METT score improvement 	<ul style="list-style-type: none"> • METT • Iona National Park Annual Reports 	<ul style="list-style-type: none"> • Analysis of documents • Semi-structured interviews: Iona National Park staff
<ul style="list-style-type: none"> • Has the project create mechanisms to engage local communities in conservation and in benefits from conservation? 	<ul style="list-style-type: none"> • Existence of channels of communities between park managers and community representatives • Jobs created for local community members 	<ul style="list-style-type: none"> • Project documents, including minute meetings with communities • Iona National Park Annual Reports 	<ul style="list-style-type: none"> • Analysis of documents • Semi-structured interviews: Iona National Park staff • Group discussion with local communities
<ul style="list-style-type: none"> • What lessons can be learned regarding effectiveness for other similar projects in the future? 	<ul style="list-style-type: none"> • Experience gained by different stakeholders from the implementation of the project 	<ul style="list-style-type: none"> • Information collected throughout evaluation 	<ul style="list-style-type: none"> • Semi-structured interviews to stakeholders • Analysis of information collected
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
<ul style="list-style-type: none"> • Was adaptive management used to ensure efficient resource use? 	<ul style="list-style-type: none"> • Occurrence of change in project design and implementation approach when needed to improve project efficiency 	<ul style="list-style-type: none"> • Project documents, including minutes of board meetings • Project team • Stakeholders 	<ul style="list-style-type: none"> • Document analysis • Semi-structured interviews with stakeholders and project team
<ul style="list-style-type: none"> • Were financial resources used efficiently? 	<ul style="list-style-type: none"> • Cost associated with delivery of activities compared to alternatives 	<ul style="list-style-type: none"> • Project documents • Project team • Stakeholders 	<ul style="list-style-type: none"> • Document analysis • Semi-structured interviews with stakeholders and project team

Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results

<ul style="list-style-type: none"> • Can project results be sustained at the site (protected area) level? 	<ul style="list-style-type: none"> • Expectation of available funding from Government and other sources relative to demand at site level over the medium term (for example, payment of staff salaries and for maintenance of equipment and infrastructure) 	<ul style="list-style-type: none"> • Project stakeholders 	<ul style="list-style-type: none"> • Semi-structured interviews: INBAC, MINAMB
<ul style="list-style-type: none"> • Can project results be sustained at the national level? 	<ul style="list-style-type: none"> • Expected capacity of Government agencies to sustain and translate project investments at national and institutional level into long-term benefits for protected areas system 	<ul style="list-style-type: none"> • Project stakeholders 	<ul style="list-style-type: none"> • Semi-structured interviews: INBAC, MINAMB
<ul style="list-style-type: none"> • What are the financial, institutional, socio-economic and environmental risks to sustaining project results over the long term? 	<ul style="list-style-type: none"> • Expectation that project results will last long after the end of the project 	<ul style="list-style-type: none"> • Project stakeholders 	<ul style="list-style-type: none"> • Semi-structured interviews: INBAC, MINAMB

Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?

<ul style="list-style-type: none"> • Has the project contributed to improved ecological status at site level? 	<ul style="list-style-type: none"> • Level of management and conservation status of protected area 	<ul style="list-style-type: none"> • Project documents and biodiversity surveys • Protected area staff • Local stakeholders 	<ul style="list-style-type: none"> • Document analysis • Semi-structured interviews: Iona National Park staff • Site visit
<ul style="list-style-type: none"> • Has the project contributed to 	<ul style="list-style-type: none"> • Level of management and 	<ul style="list-style-type: none"> • Project documents 	<ul style="list-style-type: none"> • Document analysis

improved ecological status at protected area system level?	conservation status of protected area system	and surveys • Stakeholders	• Semi-structured interviews with INBAC staff
• Has the project contributed to improved income for local communities?	• Average income of households	• Local communities	• Group discussion with local communities • Site visit

ANNEX 7: EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT
FORM

Evaluators:

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

Evaluation Consultant Agreement Form³²

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

Name of Consultant: Valério António Macandza

Name of Consultancy Organization (where relevant): _____

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

Signed at Maputo, 26th April 2018



Signature: _____

³²www.unevaluation.org/unegcodeofconduct

