

# **Integrated Participatory Ecosystem Management in and Around Protected Areas**

**(Cape Verde Protected Areas Project, Phase I)**

**Atlas Project Number GEF 12226-7, UNDP 12226 PIMS # 1382**

## **MID TERM REVIEW**

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**Final Report (20 November 2007)**

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## List of Acronyms

MCA	Millennium Challenge Account
CRP	Comissão Regional de Parceiros
OMCV	Organização de Mulheres de Cabo Verde
MORABI	Organização de Promoção da Mulher Caboverdiana
PN	Parque Natural
PGRN	Projecto Gestão de Recursos Naturais de Fogo
PLL	Planos Locais de Luta Contra a Pobreza
MCI/DGCI	Ministerio/Direcção Geral da cooperação Internacional
DMAA	Delegação do Ministério do Ambiente e Agricultura
DGASP	Direcção Geral de Agricultura, Silvicultura e Pecuária
DGA	Direcção Geral do Ambiente
DGOT	Direcção Geral do Ordenamento do Território
DGT	Direcção Geral de Turismo
CVI	Cabo Verde Investimentos
CNA	Concelho Nacional para o Ambiente
CM	Câmara Municipal
PDA	Plano de Desenvolvimento Agrário
PANA	Plano de Acção Nacional para o Ambiente
PAIS	Planos Ambientais Intersectoriais
PAM	Planos Ambientais Municipais
PRCM	Programa Regional Conservação da Zona Costeira e Meio Marinho da Africa Ocidental
ISECMAR	Instituto Superior de Engenharia e Ciências do Mar
INDP	Instituto Nacional para o Desenvolvimento das Pescas
INIDA	Instituto Nacional de Investigação e Desenvolvimento Agrário
IUCN	International Union for the Conservation of Nature
FIBA	Fundação Internacional do Banco de Arguin
WI	Wetlands International
SIA	Sistema de Informação Ambiental
UNMCV	União Nacional dos Municípios de Cabo Verde
ANMCV	Associação Nacional dos Municípios de Cabo Verde
EIA	Environmental Impact Assessment
EIC	Educação Informação e Comunicação Ambiental
ETMA	Equipas Técnicas Municipais Ambientais
NEAP	National Environmental Action Plan
NBSAP	National Biodiversity Strategy and Action Plan
GoCV	Government of Cape Verde
NPCU	National Project Coordinating Unit
WWF	World Wide fund for Nature
CTA	Chief Technical Advisor
UNDP-GEF RTA	UNDP-GEF Regional Technical Advisor
PA	Protected area
UNDP	United Nations Development Programme
GEF	Global Environment Facility
CBD	Convention on Biological Diversity
UNFCCC	United Nations Framework Convention on Climate Change
UNCCD	United Nations Convention on Combating Desertification
PSC	Project Steering Committee
PTC	Project Technical Committee
UNJO	United Nations Joint Office
NBSAP	National Biodiversity Strategy and Action Plan
NEAP	National Environmental Action Plan

# **1 Executive Summary**

## **1.1 Project execution**

Project implementation is through the UNDP Country Office (now incorporated within the UN Joint Office) in Praia and project execution is through the National Execution modality. The designated institution is the Directorate of Environment (DGA) of the Ministry of Environment and Agriculture (MAA, formerly MAAP).

The UNDP Resident Representative signed the Project Document on 1 October 2003. Due to delays, a revised starting date of 1 December 2004 and revised closing date of 30 December 2008 for the Cape Verde Protected Areas Project (CVPAP) was agreed. The Project Coordinator was recruited in September 2004, and other key staff - the two Site Coordinators, the financial manager and the CTA - were recruited in late 2004. The project Inception Phase lasted from December 2004 to February 2005, and an Inception Report submitted in February 2005.

The first Annual Work Plan (AWP) was submitted on March 2005 following the Inception Phase. The CVPAP is currently half way through the third AWP, which runs from 1 January to 31 December 2007. The first Project Implementation Report/Annual Project Review was presented the 31 July 2005, 5 months **after** the Inception Phase, and the second on 30 June 2006. The total project budget is: US\$ 9,772,500, of which US\$3,585,600 is GEF funding (excludes the PDF-B). A total of US\$ 2,291,093 (the combined UNDP, GEF and GoCv funds managed by UNDP) had been spent to April 2007 (end of first quarter of Annual Work Plan), which represents 36.9% of the total funds (see Table 1). It was not possible to fully quantify co-financing.

## **1.2 Project design and Inception Phase**

The GEF Alternative was conceived as a medium-term program to be implemented in two Phases. Phase I, covering 2004-2008, focuses primarily on the institutional, policy and legal frameworks, community based natural resource management, and on building capacity, with the establishment of two pilot Natural Parks, one on the island of Santiago (Serra da Malagueta) and the other on São Nicolau (Monte Gordo). Phase II, which was original scheduled for 2009-2011, will focus on key elements of the sustainability of the PA system, including financial sustainability, and establishing another four natural parks.

The original logframe contain 6 Outcomes, Outputs (33) and activities (112). The Inception Report concluded that the logframe was too complex, repetitive, and unmanageable, and as a result recommended reducing the logframe to 3 Outcomes and 7 Outputs under the following arrangement. Unfortunately, UNDP-GEF informed the project that any changes in the number of outcomes would require approval by GEF Council and as a consequence the project has continued operating with the original logframe. In addition, the Project Steering Committee (PSC) had not been established during the Inception Phase, which would have been able to advocate for changes in the project with UNDP-GEF. The MTE reviewed both the original project logframe (Annex 9) and that proposed in the Inception Report, and a revised logframe is proposed with 5 Outcomes, with a better grouping and coordination of activities and outputs, improved synergy between project components, explicit project management activities and a more efficient implementation of the logframe. In addition, it is suggested that many of the original 68 (3 project objective and 65 outcome) indicators, should be replaced with a smaller number of SMART indicators.

## **1.3 Project implementation**

Despite the delays over project implementation, the project has achieved some notable successes, especially in the last half of 2006 and first half of 2007. Notable achievements include:

- Agreement on the boundaries of the two natural parks and their associated buffer zones;
- Establishment of the PSC, PTC and two Local Site Committees;
- Significant capacity building within the project with two young but capable site teams now in place;
- The completion of most of the ecological and socio-economic baseline studies;
- Extensive and successful education and awareness programmes completed;
- Significant perceived benefits by local people and the generation of a considerable goodwill towards the project, especially at the SMNP

Project activities have concentrated on establishing the two parks and completing baseline studies (Outcome 3) and building capacity among the project team at national and site levels (Outcome 2). However, up to this point, there has been limited emphasis put on training to local stakeholders in sustainable management of natural resources or

development of alternative livelihood options (Outcomes 4 and 5) in and around the Park, although expectations of support are high, and if undelivered risk damaging the credibility and effectiveness of the project. There was also a claim that the project had been supporting reforestation with native species rather than exotic species in and around the two parks, although the details of this could not be confirmed.

However, there are a number of failures and weaknesses in project design, implementation, capacity, project management and adaptive management that need to be addressed in order to increase the likelihood of reaching the targets for Phase I, facilitate entry into Phase II and ensure sustainability of project activities. The MTE has particular concerns over (with likely risks if not addressed):

1. The unclear legal position over land ownership and land use at SMNP and (especially) MGNP and the absence of any formal co-management agreements with land-owners at the two parks (if left unresolved, could result in lengthy and costly legal challenges to the government and threaten investment by the private sector);
2. Insufficient technical and managerial capacity in the DGA to support the project or development of the protected area system (without increased capacity within DGA, expansion of the present two-park system in Phase II will not be achievable and the country's embryonic protected area system may not develop sustainably);
3. Slow progress on the creation of the 'autonomous' Protected Areas Authority (PAA) and the long-term funding mechanism for ensuring financial sustainability of the PA system (without a specific protected area authority and financing mechanism, the development of, and investment in, the protected area network is likely to be very slow and individual parks may fail);
4. Park infrastructure plans for SMNP that are currently over budget (this is a complex, ambitious project and without careful monitoring of budgets there is a risk that there will be insufficient funds for all elements of the project which will impact achievement of individual objectives);
5. The low level of participation of local communities in the park management planning process to date (without significant and meaningful participation by local communities in park management, the parks will not have the support of the local people, which is crucial to the management of the surrounding buffer zones, and likely to lead to conflict over land and resource use);
6. The absence of local community representation on the Project Steering Committee and Project Technical Committee, and the poor or lack of representation of landowner, NGO and private business sector groups on the Local Site Committees (again, lack of representation of communities in and around the parks on the decision-making processes (especially as it is their lives that are most affected), will lead to conflict over resource and land use, and local people will feel disenfranchised from and hostile to the project);
7. The delay over activities associated with building capacity of local stakeholders and developing alternative livelihood options and support mechanisms, e.g. the small grants programme (there is a risk that already high expectations among local communities for development of alternative livelihoods associated with the project will not be met before the end of Phase I)
8. An unclear Communication Strategy and poor knowledge management by the NPCU (lack of a clear project message and agreement on how best to communicate this will lead to confusion over project objectives and results, a low-profile project and reduce effectiveness of fund-raising efforts for Phase II) ;
9. Insufficient project, office and personnel management and communication skills among the project team (without sufficiently qualified and trained personnel, the project will not be able to deliver on its objectives, particularly as the projects seeks to expands the number of parks to be created in Phase II);
10. Project work planning, monitoring, reporting and evaluation systems not well developed (inadequate project M&E arrangements prevent the project identifying weaknesses and learning from these and, as important, effectively demonstrating project success)
11. An *ad hoc* approach to partnerships with little strategic thinking, planning or coordination and no specific written Partnership Strategy and Plan (particularly surprising is the very weak linkage with WWF-MCCP and Fogo-PGRN projects) (the absence of a coherent Partnership Strategy reduces opportunities for cost-sharing, effective fund-raising, and lesson-learning)
12. Centralisation of decision-making within the project, particularly within PSC and DGA-NPCU and NPCU-site team links (centralisation of decision-making significantly slows down and reduces the efficiency of decision-making and therefore the rate at which project activities can be completed)
13. Current capacity of UNDP (UNJO) Unit which is likely to be inadequate for management and support requirements of project in next 18 months (without additional support from the UNDP Unit until sufficient capacity is built within the project team, the project is unlikely to fully complete Phase I and successfully enter Phase II).

## 1.4 Recommendations

With just under 18 months left to run, if the CVPAP was stopped now, or it continues without adjustments and re-orientation, the project would have **limited impact** on achieving the project objective or the overall goal, many project activities are **unlikely to be completed** and **few** of the project-initiated activities would be sustainable. The MTE makes 71 specific recommendations, grouped according to high, medium and low priority to address the project failings and weaknesses. The MTE considers the most important and highest priority recommendations are:

1. Implementation of the recommendations of the De Witt and Ferreira (2006) report concerning land ownership and use
2. Finalize and implement an institutional, staff and training needs assessment of DGA paying particular attention to the DGA's ability to deliver technical, management and administrative support for the development of Cape Verde's protected area system, followed by targeted capacity building
3. Review of infrastructure development plans at the SMNP to ensure that they remain within budget<sup>1</sup>
4. Participation by local communities in the development of the management plans for each park
5. Expanded and more representative membership of the PSC, PTC and two LSCs
6. A specific Partnership Strategy
7. A training-needs assessment for local land users in sustainable natural resource management
8. Establishment of the small grants programme and micro-credit facility schemes with the appointment of a rural development economist/small business advisor to lead the schemes
9. Improved knowledge management and the draft Communication Strategy
10. Restructuring of the NPCU with revised ToRs for the main posts and three additional posts
11. Decentralized project decision-making
12. Strengthened project monitoring and evaluation and planning system at all levels
13. Revised project logframe with a reduced number of indicators which are SMART
14. Carry out an Environmental Impact Assessment of the proposed infrastructure developments for the two parks.

The MTE also believes that the project should no longer be placed in the 'high' risk category given the improved project implementation in the last year and the generally positive trend. If the above recommendations are carried out the project is likely to attain a 'Satisfactory' status by the end of Phase I. If the remaining recommendations listed in Section E are achieved, then the MTE believes that the project would achieve a 'Highly Satisfactory' status and would be a state-of-the-art project.

## 1.5 Extension to project

The project has performed well since mid-2006, and is fundamentally a worthwhile project with much to commend it. However, judging from the Project Document, Inception Phase report and Annual Work Plans, the MTE estimates that the SMNP is probably 9-12 months and MGNP 12-15 months behind where they would have been (in terms of project deliverables) if there had not been the significant delays during the first year of implementation. Even with the changes suggested in this evaluation report, the MTE considers that the workplan and budget for the remainder of 2007 and 2008 are likely to be too ambitious, and that a 1-year extension is needed to allow sufficient time to complete all the activities identified for Phase I, design the Phase II proposal and secure the necessary co-financing, to ensure smooth entry to Phase II. **The MTE believes that the project is extremely unlikely to reach the Outcome targets required for release of GEF funds for Phase II if an extension is not agreed.**

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<sup>1</sup> There was a difference of opinion on this issue between the MTE team and the UNJO (and apparently the Government of Cape Verde). This is detailed in Annex 14.



## 2 Introduction

The Mid-Term Evaluation (MTE) is an integral component of the UNDP GEF project cycle management that serves as an agent of change and plays a critical role in supporting accountability. Its main objectives are to:

- Strengthen the adaptive management and monitoring functions of the project
- Ensure accountability for the achievement of the GEF objective
- Enhance organizational and development learning
- Enable informed decision-making

The MTE of the Integrated Participatory Ecosystem Management in and Around Protected Areas (hereafter referred to as the Cape Verde Protected Areas Project, or CVPAP) took place from the 28 May to 30 July 2007 (when the first draft MTE report was delivered). The MTE mission took place 5-28 June 2007. The final draft of the MTE report was completed on 20 November 2007. The ToR (Annex 1) were reviewed with UNJO Environment and Natural Disasters Unit (ENDU) and the consultants on 6 June and it was agreed that the item related to the involvement of the Fogo Management of Natural Resources Project (GNRF) would be included if time allowed and the project's staff were available.

A presentation on the preliminary findings of the MTE was made at a Feedback Meeting to the Project Technical Committee (PTC) held on 27 June 2007 at the UN Joint Office in Praia. In addition, a draft *Aide Memoire* in English (Annex 2) was produced on 27 June and submitted to UNDP, the Chief Technical Advisor (CTA), GEF Regional Technical Advisor (RTA) and UN Resident Representative. The *Aide Memoire* was translated into Portuguese to be provided to selected members of the PTC and Project Steering Committee (PSC) for comment (it is not known whether this was received or whether the members were supplied with the original draft English version). This report represents the findings, analysis, conclusions and recommendations of the independent MTE Team.

### 2.1 Summary and status of the Protected Areas Project (CVPAP)

#### 2.1.1 Problem being addressed

The biodiversity and ecosystems of Cape Verde have been continuously overexploited since the first Portuguese settlers arrived on the islands in the late 1400s. Native vegetation continues to be cut for fuelwood and (to a lesser extent) timber and selected native plants harvested for medicinal and traditional ritual uses. Heavy grazing of vegetation and overexploitation of water resources by domestic animals, particularly goats, continue to have a significant impact on managed and wild ecosystems in Cape Verde. These have been compounded by the introduction and spread of aggressive non-native species of plants, including *Lantana camara*, *Fulgcraea gigantesca* and *Dicrostacys cinerea*, which have spread from agricultural areas to adjacent wild lands throughout Cape Verde, and reforestation projects that have used exotic tree species planted for erosion control, predominantly *Pinus*, *Eucalyptus*, *Acacia* and *Prosopis*. Although Cape Verde is composed largely of fragile dryland ecosystems, water catchment and distribution and soil management systems are poorly developed, so that much of the limited water supply is not captured for human use but flows directly to the ocean and erosion and soil exhaustion are commonplace. The Cape Verdean flora consists of 621 species, of which 240 are indigenous, with 61% of species introduced (representing one of the highest totals in the world for a flora of comparable size), and 84 endemic species.

Rural communities rely heavily on intensive and unsustainable exploitation of natural resources and have increased their use of resources in previously inaccessible areas (i.e. steep mountain areas). Poor knowledge and availability of alternatives for sustainable use, a lack of basic business skills, and the complete lack of access to credit in almost all rural communities in the country prevents the situation changing. Other barriers to addressing the situation include: government emphasis on economic development priorities over conservation actions; undeveloped legal and policy frameworks for conserving and sustainably utilising biodiversity at both national and local levels, including reforestation policy that promotes exotic over native species; weak law enforcement; a complex and unclear land tenure system (rural inhabitants see little reason not to exploit resources as long as they remain "free" under open-access regimes); poor financial, technical, managerial capacity and resources in agencies responsible for sustainable natural resource utilization, and poor coordination between these groups; poor knowledge among local populations of ecosystem functioning and the impacts of human activity on fragile dryland ecological areas; and poor community participation in decision-making processes that affect their local area.

### 2.1.2 Project response and development

The CVPAP has been designed to conserve globally significant biodiversity and address the threats and barriers listed above through the creation of a system of 6 protected areas encompassing a representative sample of terrestrial ecosystems and endemic species and subspecies of flora and fauna that are unique to Cape Verde. At the same time, the project aims to halt and reverse existing degradation of land and water resources within the 6 protected areas and their adjacent landscapes. The formulation of the CVPAP came about as a result of long-standing concerns about the future of the native and globally important biodiversity of Cape Verde given the threats and barriers outlined above. The 6 protected areas were chosen from the list of 47 presented in Law 3/2003 as they represent the most important sites for immediate preservation due to their higher levels of endemism or species richness, and are also important parts of watersheds for rural and urban communities<sup>2</sup>.

The PDF-B<sup>3</sup> was signed on 8 March 2000 developed the concept of the CVPAP and was supported with a GEF contribution of US\$346,500. The resulting Project Brief developed the rationale for the selection of the 6 protected areas, the logframe matrix and set out the modalities for project execution. One of the key activities during the PDF-B was to help develop and promote the adoption of the Law on Protected Areas, which establishes the legal framework for Cape Verde's protected area system, and was passed by the parliament in 2003.

The project aims to ensure full participation for local communities, NGOs, and other stakeholders in the design and implementation of conservation plans, resource management activities, and the creation of income-generating alternative livelihood options. The program has been explicitly designed to undertake significant capacity building strategies to empower public and private institutions in Cape Verde in their efforts to conserve island ecosystems and undertake long-term adaptive management against potential future degradation of Cape Verde's environment. Implementation of the program is envisaged to play a crucial role in helping to achieve sustainable development and poverty alleviation goals.

The GEF Alternative was conceived as a medium-term program to be implemented as two projects (Phases). Phase I, covering 2004-2008, focuses primarily on the institutional, policy and legal frameworks, community based natural resource management, and on building capacity (long and short term training, exchanges, mentoring, etc.) at local and national levels for managing the PA system, with the establishment of two pilot Natural Parks, one on the island of Santiago (Serra da Malagueta) and the other on São Nicolau (Monte Gordo). Phase II, which was originally scheduled for 2009-2011, will focus on key elements of the sustainability of the PA system, including financial sustainability (including a possible Trust Fund), and establishing another four natural parks (Morroços, and Cova / Ribeira da Torre and Ribeira de Paúl on Santo Antão, Monte Verde on São Vicente, and Chã das Caldeiras on the island of Fogo). There will be a gradual assumption of administration and financing of program results by the government during Phase II, although some capacity building, community driven activities, and consolidation of legislation and policies, and testing of new approaches to sustainable natural resource management, will continue as needed. The approval of the Phase II is linked to the successful implementation of the Phase I, which will be assessed through the final evaluation of the current phase.

The Project Document (ProDoc) was signed by the UNDP Resident Representative on 1 October 2003 and the first disbursement occurred in April 2004. The Project Coordinator (PC) was recruited in September 2004. Other key staff – the two site Managers, the financial manager and the CTA – were recruited in late 2004. Project implementation is through the UN Country Office (UNDP CO, now the UN Joint Office or UNJO) and project execution is through National Execution (NEX). The designated institution is the Directorate of Environment (DGA) of the Ministry of Environment and Agriculture (MAA, formerly MAAP).

### 2.1.3 Project strategy and budget

The project strategy as set out in the ProDoc is as follows.

The **Overall Goal** is: *(the) Conservation of globally significant biodiversity and the reduction of land degradation and desertification in priority ecosystems of Cape Verde.*

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<sup>2</sup> A literature review, including an assessment of biodiversity in proposed protected areas by Isildo Gomes in 2003 and the National Biodiversity Strategy and Action Plan (1999) and National Environment Action Plan (2004) was conducted with support of the PDF-B grant. These 6 sites were the top 6 sites listed for priority action. However, none of the studies reviewed contains a complete and prioritized list of protected areas to be established; what exists is a long list of potential projects. The limitations of these studies and this approach are described in the IR (page 9)

<sup>3</sup> The PDF-B develops two outputs: first the Project Brief that is submitted to the GEF Council for approval, second the UNDP Project Document that is finalised after GEF Council approval, but is sent to GEF CEO for endorsement before UNDP -GEF delegates responsibility to the UNDP-Cape Verde Resident Representative and allows the Project Document to be signed.

The **Project Objective** is: *The Government of Cape Verde, in partnership with local communities will conserve globally significant biodiversity in six newly established protected areas, and in surrounding landscapes, by developing and applying new strategies for ecosystem protection and sustainable resource management.*

The original logframe envisaged 6 **Outcomes** for Phase I:

1. Policy, legal framework and capacities in place for conservation of biodiversity and management of protected areas
2. Institutional framework in place for participatory management of protected areas
3. Two natural parks created and under participatory community management
4. Strengthen capacity of local actors, and promote sustainable integrated, participatory ecosystem management
5. Local communities benefiting from alternative livelihood opportunities
6. National stakeholders aware and supportive of environmental conservation goals

The CVPAP's goal and objectives are in line with the priorities set by Cape Verde NBSAP (1999) and NEAP (2004), which call for (among other things) the creation of a national system of protected areas to conserve globally and nationally important biodiversity. The CVPAP is also in line with UNDP's sustainable development programme and Cape Verde Country Programme. The CVPAP is a Full-sized Project that primarily addresses GEF's Strategic Priority 1 within the Biodiversity Focal Area ('Catalyzing sustainable protected areas', known as BD1), but also has relevance to GEF's Land Degradation Focal Area. The CVPAP is operating within a policy framework that includes, *inter alia*: the CBD, UNFCCC and UNCCD.

The total project budget is: US\$ 9,772,500. In the ProDoc this is broken down according to:

<b>Direct inputs</b>	<b>US\$</b>
GEF (excluding PDF-B)	3,585,600
UNDP	465,000
Gov Cape Verde <sup>4</sup>	2,152,100
<b>Subtotal</b>	<b>6,202,700</b>
<b>Direct co-financing<sup>5</sup></b>	
Gov Cape Verde (in kind)	1,379,800
Peace Corps (in kind)	200,000
<b>Subtotal</b>	<b>1,579,800</b>
<b>Parallel negotiated co-financing</b>	
USAID	170,000
France	720,000
BMZ and GTZ (Fogo)	500,000
EU-FED	600,000
<b>Subtotal</b>	<b>1,990,000</b>
<b>Project Total</b>	<b>9,772,500</b>

A total of US\$ 2,291,093 had been spent to April 2007 (end of first quarter of Annual Work Plan), which represents 36.9% of the combined UNDP/GEF/GoCV funds (Table 1). This is still very low, and means that the project needs to spend the remaining 63.1% (US\$ 3,911,607) before the CVPAP's current finishing date of 31 December 2008. Although there are some major infrastructure costs to be incurred under the 2007 AWP, this is very ambitious. The proportion of funds spent by the three direct funding organisations is GEF 48.0%, UNDP 24.2% and GoCv 21.2%, which means that both UNDP and GoCV need to increase their spending substantially.

<sup>4</sup> It should be noted that the Project Document indicates that the Government of Cape Verde contribution is provided through an agreement with the Dutch cooperation. However, according to UNJO staff, UNDP has never been part of such an agreement and they were not aware of any signed document between the Cape Verde and Dutch governments on this particular matter.

<sup>5</sup> GEF has recently changed the terminology and "parallel co-financing" now signifies funds that do not contribute to the project's goals or objectives, but to related goals. During the period when the ProDoc was being developed, parallel co-financing indicated cash funds that were not managed by UNDP. However, under the current usage, all other funds, with the exception of those under "Direct inputs", are 'funds managed in parallel fashion vis-à-vis GEF funds', but are not necessarily parallel co-financing. It is important to note that the GEF, UNDP (or TRAC, which is UNDP's core funds) and Gov Cape Verde funds are ALL managed by the UNJO and entered into the Atlas system. Everything that is not GEF is considered – in GEF terminology – as co-financing, even if funds are managed by UNDP. Therefore TRAC funds are cash co-financing directly managed by UNDP. They are managed in two separate Atlas awards, one for GEF and TRAC, and the other for GoCV funds.

**Table 1. Project spending (disbursement in US\$) up to April 2007**

Source	Year				Total to April 2007	Total committed by donor	% of total donor funds spent
	2004	2005	2006	2007 (April)			
<b>UNDP (TRAC)</b>	4,168	34,072	33,965	40,400	112,605	465,000	24.2
<b>GoCV (DGIS)</b>	39,490	136,949	114,112	165,250	455,801	2,152,100	21.2
<b>GEF</b>	119,577	343,122	901,188	358,800	1,722,687	3,585,600	48.0
<b>Total</b>	<b>163,235</b>	<b>514,143</b>	<b>1,049,265</b>	<b>564,450</b>	<b>2,291,093</b>	<b>6,202,700</b>	<b>36.9</b>
<b>% total</b>	2.6	8.3	16.9	9.1			

The MTE confirmed support has been given by the Peace Corps in the form of a total of three Peace Corps Volunteers who have participated in the CVPAP since it started in September 2004.

The GEF increment will gradually diminish in Phase II, as will the contribution from the Dutch support to the Environment Programme (DGIS), to be replaced by government direct financing of all recurrent costs, and by private sector and local community investments. Recurrent costs related to protected area management are expected to be covered through various government actions, including: management of user fees and fines, state budget financing, a trust fund mechanism, and leveraging of donor funds for long-term monitoring and research.

### 2.1.4 Inception Phase and suggested changes to project strategy

The purpose of a GEF project's Inception Phase is to establish the project planning and management team, to discuss and review the project strategy with stakeholders, refine the project log frame, put in place the necessary logistics and further refine the ToR, particularly those ToRs for the individual specialists. The major outputs of the Inception Phase are a revised log frame (if changes are needed) and an Inception Report (IR), agreed by the Project Steering Committee (PSC), UNDP CO and GEF.

The Project's Inception Phase took place between December 2004 and February 2005. An Inception Report (IR)<sup>6</sup>, presenting the main activities which took place during this period was produced in accordance with the ProDoc. Immediately prior and during this period, the Project Coordinator, the CTA, financial officer, secretary and driver for the National Project Coordinating Unit's (NPCU) were recruited, and the NPCU's office established at the premises of the General Directorate for Environment (DGA) in Praia. An additional position – the Project Director – was established. This position was not envisaged in the ProDoc, and was an appointment made by DGA<sup>7</sup>. There was an overlap of responsibility between the Project Coordinator (responsible for all aspects of project management), and the Project Director (responsible to approve all payment requests), consequently and the respective roles and responsibilities (ToR) for each of the above two positions required some clarification at the outset of the project. (The post of Project Director no longer exists and this role has been informally played by the DGA). An orientation workshop was held in April 2005 to inform all stakeholders of the project goals and outputs, to help refine the Logical Framework (logframe) indicators at the activity level (but not at the Output level) and to discuss TORs for PSC and PTC, subcontracts, minor staff, and long-term training.

During the inception period the project team reviewed the project logframe and concluded that although the project goal, objectives and overall design were still essentially valid the original logical framework contained too many Outputs (33) and activities (112). This reflected the complexity and ambition of the original project strategy and the wide range of objectives set out for Phase I of implementation. The review identified a number of tasks of a similar nature (i.e. requiring similar skills) that were distributed across several different Outcomes or Outputs, and this complex structure and the long list of activities posed a significant management challenge for the national team<sup>8</sup>. Therefore, the team undertook a "rationalizing" and "compacting" exercise aimed at enhancing synergies between the different components of the project, and supporting the strengthening of national capacities', in order to facilitate project implementation by simplifying project structure, better reflect actual team composition and support project implementation strategy, and allow smooth budget management and planning within the UNDP Atlas system. As a result, the Inception Report recommended reducing the logframe to 3 Outcomes and 7 Outputs under the following arrangement.

<sup>6</sup> DGA (2005). Inception Report. Integrated Participatory Ecosystem Management In and Around Protected Areas" UNDP Project 00012226/7 (CVI/03/007/A/01/99). Direcção Geral do Ambiente, Ministério do Ambiente e Pescas, Republica de Cabo Verde. February 2005.

<sup>7</sup> According to the UNJO, this is a standard practice in Cape Verde. A national director coming from the host institution is designated for every project. His/her role is to form the bridge between the project and the Director General of the DGA. He/she gets no salary from the project.

<sup>8</sup> Indeed the IR comments that 'This fragmentation of project activities may jeopardize the success of the project, unless it is properly managed and organized from the outset' (page 7).

### *Outcome 1. Institutional framework for PA management*

- 1.1 DGA Legal team and key legal instruments in place
- 1.2 Protected Areas Coordination Unit established and DGA strengthened (this includes project management)
- 1.3 Environmental awareness raised at national level

### *Outcome 2. Establish two pilot Protected Areas*

- 2.1 Essential PA infrastructure developed
- 2.2 PAs staff trained and equipped

### *Outcome 3. Promoting community participation and alternative livelihoods*

- 3.1 SGP active and promoting a wide range of pilot AL projects within and around PAs
- 3.2 Environmental awareness raised at local level

The number and type of activities (112) remained the same but was simply rearranged under the new logframe. Although the revised logframe was proposed in the IR and detailed in the 2005 Project Implementation Review (PIR), it was not approved by UNDP-GEF, as changes in to the number of outcomes need to the approval of GEF Council. Indeed, there appears to have been no official response from the UNDP-GEF RTA (the previous one, the present one started on 2005) to the CTA, NPCU or GovCV on the suggested changes to the logframe set out in the Inception Report<sup>9</sup>. It should also be noted here that the (former) UNDP-GEF RTA did not attend the Inception Workshop and appears to have offered no support to the CVPAP during the critical implementation stage. Unfortunately, the PSC and PTC were not formed during the Inception Period, which would have helped promote the case more strongly to UNDP-GEF. As a result, the formal structure of the project remained essentially unchanged, although some of the proposed changes to the project strategy and workplan, particularly in terms of building management capacity among newly appointed national staff rather than the previous focus on significant use of short-term international consultants, were implemented without explicit authorisation from UNDP-GEF<sup>10</sup>.

## **2.1.5 Status of Project**

There have been a number of significant delays in project execution. There was a delay between the signing of the Project Document on 1 October 2003 and the Inception Phase, which started in September 2004, due to:

1. Slow project setup and startup in the Ministry and slow release of counterpart staff, with limited implementation capacity of DGA/MAAP under the NEX modality;
2. Massive restructuring of the UNDP Country Office (UNDP CO), which become part of the first UN Joint Office in 2005<sup>11</sup> that greatly mobilized staff away from regular tasks;
3. Delay in establishing the PSC and PTC; and,
4. Atlas roll out caused some disbursement disruptions in UNDP.

As a result, a revised starting date of 1 December 2004 and revised closing date of 30 December 2008 for the CVPAP was agreed. Unfortunately, the Project suffered a further setback when the original CTA left after one year of his contract (September 2005) and there was a delay of 9 months in appointing a replacement CTA (who started on 1 July 2006) due to bureaucratic delays within UNDP system. During this time no temporary CTA (or equivalent support) was provided to the Project Coordinator, and as a result project delivery dropped and there was no reorientation of the workplan to compensate for the period with reduced staff and UNDP-CO input. There have also been difficulties in recruitment of other key NPCU and site staff (e.g. the Communications Specialist and Planning Specialist for the NPCU were not appointed until late 2006, although their positions were envisaged at the ProDoc stage) equipment procurement problems (particularly computers and specialised technical equipment which has had to be sourced for abroad).

The first Annual Work Plan (AWP) was submitted in March 2005 (although the PSC had not yet been convened so there was no official project oversight of the AWP) following the Inception Phase and in line with the change in the revised project logframe set out in the IR. The CVPAP is currently half way through the third AWP, which runs from 1

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<sup>9</sup> It should be pointed out that the Inception Report provided to the MTE Team did not contain the revised logframe, which section 2.3.1 Project Design states is attached as an Annex 3. However, the revised logframe is given in the PIR for 2005, which provides more details on the rationale for the proposed changes.

<sup>10</sup> According to the Project Document major changes to the project strategy and logframe also requires the signature of the UNDP Resident Representative (RR) and it is not clear whether the issue was discussed with her at the time.

<sup>11</sup> In 2005 the UNDP, UNFAA, WFP and UNICEF offices in Cape Verde were merged into a single UN Joint Office with one Resident Representative and operating under a common set of procedure. This was the first instance of this arrangement in the world, and because of the additional demands of the restructuring process, the UNDP CO Environmental and Natural Disasters Unit had less time available for oversight of the CVPAP than was needed.

January to 31 December 2007. The first Project Implementation Report/Annual Project Review was presented the 31 July 2005, 5 months after the Inception Phase, and the second on 30 June 2006.

## 2.2 Methodology of the Evaluation

The MTE consisted of 5 days of desk-based study of key project documents (Annex 3); a 23-day in country mission (5-28 June 2007), comprising field trips to the two project sites, interviews with key stakeholders, and collection and collation of further background documents provided by Project partners and stakeholders (itinerary given in Annex 4, list of those interviewed Annex 5); followed by 8 days of analysis and report writing with a final 2 days for incorporation of corrections, comments and suggestions for improvement of the draft MTE Report. The MTE team also attended a meeting of the Project Steering Committee and the project's 2007 Annual Retreat.

The MTE Team comprised Nigel Varty (international consultant) and Sonia Merino (national consultant), both of whom were independent of the policy-making process and the delivery and management of project assistance. The national consultant focused mostly on community participation and development of alternative livelihoods within the Project. The international consultant focused on the establishment and management of the protected areas and institutional issues. Both consultants assessed the effectiveness of project management and administration, and partnership and communication issues. A brief *Curriculum Vitae* is given in Annex 6.

A standard set of questions, aimed at (among other things) determining stakeholder perception of the successes and failures of the Project, was used in most interviews but adapted depending on the interviewee, circumstances and responses. In addition, the national consultant organised and led two community participation workshops during field visits to Serra da Malagueta Natural Park (14-15 June 2007) and Monte Gordo Natural Park (18-22 June 2007) to assess local involvement, perceptions and concerns over the project. These were done independent of the senior management of both sites and the NPCU in Praia. Annex 7 gives more details of these events. The MTE team would have liked to have spent more time at both Monte Gordo and Serra da Malagueta, but the tight timetable and changes in the original itinerary due to difficulties in obtaining flights to Sao Nicolau prevented this.

This report presents an analysis, conclusions and recommendations of information collected during extensive interviews during the evaluation mission and from project reports provided to the MTE team before, during and one month after the mission between the period 28 May and 30 July 2007.

**Note:** highlighted passages indicate places where the draft MTE report was revised based on comments and information (usually where incorrect statements needed to be corrected) provided by the UNJO or the UNDP-GEF RTA during the review process.

## 3 Findings and evaluation outcomes

### 3.1 Overall progress towards expected results

Despite the delays over project implementation, the project has achieved some notable successes, especially in the last half of 2006 and first half of 2007, the result of the dedicated commitment and efforts of all project staff – both national and site-based. These include:

- Agreement on the boundaries of the two natural parks and their associated buffer zones with draft regulations currently under review by government;
- Creation of visitor information centres at the two parks (although not fully functional yet);
- Support for reforestation with native species rather than exotic species in and around the two parks by delegations of Ministry of Environment and Agriculture (DMAA);
- Establishment of the NPCU and teams and offices at SMNP and MGNP;
- Establishment of the PSC, PTC and two Local Site Committees, the latter of which involved innovative election processes for choosing community representatives
- Significant capacity building within the project with two young but capable site teams now in place, with the establishment of functioning Ecological Monitoring (EM) and Community Development (CD) (and most recently Ecotourism) teams;
- The completion of most of the ecological and socio-economic baseline studies at SMNP and MGNP with the production of a number of high quality reports, undertaken by mix of international consultants and volunteers, national experts and CVPAP staff that will contribute to the development of management plans for each site;
- Important new ecological knowledge including species new to science and identification of threatened forms not previously recorded from the two areas, e.g. occurrence of endemic subspecies of Purple Heron *Ardea purpurea bournei* within SMNP;
- Extensive and successful education and awareness programmes aimed at national and local-level decision-makers, schools and other community groups;
- Initial small projects offering employment opportunities, including care of tree nurseries, construction activities and work on invasive species eradication programme, and training in weaving skills to a local craft association at Serra da Malagueta;
- Provision of water supply (fog capture nets) and storage equipment to school at SMNP that has provided water for drinking, cooling, toilets and vegetable garden allowing the children to grow their own food (through a small-scale drip-feed irrigation system for their vegetable garden) and to learn of value of ecosystem protection in a very direct way;
- Provision of a small electric generator to 20 families which have generated much local goodwill towards the CVPAP (although not an aim of the project as not directly linked to achieving Outcomes);

However, there are a number of failures and weaknesses in project design, implementation, capacity, project management and adaptive management that need to be addressed in order to increase the likelihood of reaching the targets for Phase I, facilitate entry into Phase II and ensure sustainability of project activities. Factors contributing to these weaknesses are discussed below. A SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis of the CVPAP was undertaken by the MTE at the end of the field mission, which is presented in Annex 8. An overview of the CVPAP, as set out in the Terms of Reference for the MTE, is given in sections 3.1.1 to 3.1.6, with progress on specific Outputs presented in sections 3.1.7 to 3.1.12.

With just under 18 months left to run, if the CVPAP was stopped now, or it continues without adjustments and re-orientation, the project would have **limited impact** on achieving the project objective or the overall goal, many project activities are **unlikely to be completed** and **few** of the project-initiated activities would be sustainable. However, it should be recognised that the CVPAP is a pilot project to test and develop approaches to the management of terrestrial protected areas in Cape Verde and to build the capacity of the country's protected area personnel and management system, which have not been attempted before. It is also the first GEF-funded project in the Biodiversity Focal Area to be developed in Cape Verde and consequently all the major stakeholders, particularly the national executing agency DGA and the implementing agency UNDP (now the UN Joint Office), have had to learn and develop new thinking and approaches in order to implement this large, complex, multi-level and participatory project. Therefore it has a high degree of innovation and experimentation in the Cape Verdean context and necessitated significant capacity building with a focus on training and learning during Phase I of the project, and although this is not yet complete, the Project team, and the DGA and UNJO staff involved should be given credit for what they have achieved given that they are attempting to create a protected area system from scratch.

### 3.1.1 Project Strategy

The project strategy has been to protect globally and nationally important biodiversity and to reduce land degradation through providing support to the creation of a new system of protected areas in Cape Verde. The GEF project was intended to help build capacity within government for managing protected areas, create a team that could form the nucleus of a future Protected Area Authority (PAA), help to physically establish 6 terrestrial natural parks, develop alternative livelihood options for communities living in and around these parks in order to promote sustainable utilisation of natural resources, and to evolve effective models for government-community co-management of the country's protected areas.

#### a. Project logframe

The initial problem analysis undertaken during the PDF-B (see Annex 2-4 of ProDoc) presented a large and confusing array of interacting threats, root causes and barriers (labelled as 'immediate threats' and 'underlying constraints' in Annex 2-4)<sup>12</sup> that dealt with two core problems – loss of globally significant biodiversity and degradation of land and water resources. In other words, the Project initially sought to address two GEF Focal Areas (BD and LD)<sup>13</sup>. Whilst these are usually interrelated, especially so in Cape Verde, the resulting project strategy as set out in the project logframe must be viewed as large, complex, confusing and very ambitious with too many Outputs (33) and activities (112) to be manageable or achievable in the project timeframe or with the (staffing and financial) resources available through the project. In addition, some of the Outputs and Activities overlap or are grouped incorrectly, and it is difficult to see how some *Activities* link to *Output* to *Outcome* to project *Objective* in places. Also, the original logframe did not present the means for verifying indicator targets, which further confused project monitoring. Most of these failings and weaknesses were clearly recognised during the Inception Phase (see above).

The MTE reviewed both the original project logframe (Annex 9) and that proposed in the Inception Report, and a revised logframe is proposed (Annex 10) with 5 Outcomes, with a better grouping and coordination of activities and outputs, improved synergy between project components, explicit project management activities and a more efficient implementation of the logframe.

Neither the Project Brief nor the ProDoc identify a specific Outcome in the logframe (and associated workplan) related to project management, monitoring and evaluation and lesson learning<sup>14</sup>. Nor does it appear to have been added at the Inception Phase, when a revised logframe strategy was suggested. A 'Project Management' line was added under 'Subtotal Project Activities' at the end of Annex 2-11: Details of the Financing Plan' in the ProDoc (page 198), no specific Outcome 7 'Project Management' has ever been itemized in any of the project documents, it is not reported upon in the annual PIRs for 2005 and 2006, and no specific outputs, activities, targets or indicators have been specifically developed. The MTE believes this was a significant omission in the original project design that has served to reduce the direction and effectiveness of management, especially in the operation of its adaptive management framework, and should have been rectified at the Inception stage<sup>15</sup>.

The MTE believes that the Project Goal should be rephrased to highlight the BD1 focus with the wording '*Conservation of globally significant biodiversity in priority ecosystems of Cape Verde*', as the project still includes ecosystem protection activities that benefit both global biodiversity and reduce land degradation and desertification but removes any confusion over whether the project should be treated within GEF's Land Degradation Focal Area. The MTE also suggests that the Project Objective could be restated more clearly as '*Sustainable system of six new protected areas created and operational in a partnership between the Government of Cape Verde and local communities delivering ecosystem protection, sustainable natural resource management and enhanced local livelihood opportunities*'. This better describes the CVPAP's attention to addressing local livelihoods in the project as a mechanism for reducing pressure on natural resources<sup>16</sup>.

The MTE believes that a better approach to achieving the project objective would be through the following 5 Outcomes<sup>17</sup>:

<sup>12</sup> There is confusion over what constitutes a threat, a root cause and a constraint (or barrier) in some places in the original problem analysis presented in the Project Document. For instance, 'Development institutions with limited interest in sustainability' and 'Passive attitude towards environment degradation' are barriers to achieving sustainability rather than immediate threats, and 'Government promoting policies incompatible with sustainable management' can be considered more of a root cause than an 'underlying constraint'.

<sup>13</sup> However, it should be noted that there was no separate Land Degradation Focal Area during the period when the CVPAP proposal was being developed (2002 and 2003), and GEF project proponents were encouraged to address land degradation and sustainable land management within other Focal Areas.

<sup>14</sup> It should be noted that the ProDoc was prepared during a period when management costs were often not specifically identified and so management was not generally shown as a specific Outcome.

<sup>15</sup> However, the RTA commented that the project's original budget was designed around the former UNDP financial management system (termed FIM) and was caught in the transition to the current Atlas system and that this is now being addressed through the Atlas system.

<sup>16</sup> The RTA commented that the project was caught in the transition from GEF2 to GEF3 and the "retrofitting exercise" at a time when Land Degradation was included within other focal areas.

<sup>17</sup> One reviewer of the draft MTE noted that "The proposal is pertinent. However, its degree of implementation depends on the steps needed for



- *Outcome 1: **Policy and legal frameworks and mechanisms** for conservation of biodiversity and management of protected areas and buffer zones, developed, adopted and in place*
- *Outcome 2: **Institutional and financial frameworks and capacity** developed to deliver sustainable and participatory management of protected areas and their buffer zones*
- *Outcome 3: **Six new protected areas** with associated buffer zones established on the ground and operational under participatory community management*
- *Outcome 4: **Local capacity for sustainable natural resource management** and development of alternative livelihoods built or strengthened*
- *Outcome 5: Knowledge management, monitoring, adaptive feedback and evaluation increased (**Project Management**)*

The number of Outputs (termed ‘activities’ in the ProDoc but ‘outputs’ in the Inception Report) associated with these Outcomes is reduced to 23, with 22 Outcome indicators, and 5 indicators of success for the Project Objective.

#### **b. The project’s capacity building approach**

At the Inception Phase, the project team recognised that the capacity levels within the national team were very low<sup>18</sup> and needed to be built substantially. Rather than relaying on expensive and short-term external consultants to provide technical support and carry out specific task to the CVPAP, e.g. baseline studies (as foreseen in the ProDoc), a new strategy was promoted with additional emphasis on the capacity building effort for national staff, particularly the use of national long-term ‘junior’ consultants who would receive substantial training (through both national and international courses) in order to build capacity over the long term. It was proposed that the project would recruit and train the new parks’ teams first and then fully involve them in the process of baseline assessments, establishing and managing the protected areas, etc.

This approach was only partially successful because of problems with the recruitment (and retention) of national staff for long-term ‘junior consultant’ positions to work at the sites, especially on São Nicolau because of its isolation, as many people prefer to live in urban areas and closer to Praia (closer to family, more social life, etc), and unfortunately there are constraints on the scale of salaries that can be offered to attract and retain potential candidates (although the PAA with an expected 50% or more of its funds coming from non-government sources and fees, should allow a more flexible approach to staff salaries). Consequently, the Project has modified its approach and the project staff and the current CTA have sought to use their connections to employ capable but less experienced international consultants on 1-year contracts (some have been renewed), under an arrangement that offers valuable experience which will help further their careers rather than a good salary, to take the lead in key technical areas in order to speed up the delivery of project Outputs and Outcomes and, importantly, to advise and mentor the long-term national staff. As a result, the CVPAP has built a good, motivated and technically strong team (although with some specific weaknesses in the area of management planning, small business/rural development, monitoring and evaluation and project management). The current balance between national and international staff seems to be about right and the international group has, on the whole, integrated well. However, it was not clear to the MTE whether specific targets for training and ‘hand-over’ from international to national staff had been agreed and documented, and there was a general feeling among the site teams that the international members could be used more effectively with better mentoring arrangements.

The Project also utilises Peace Corps Volunteers (PCVs) as ‘technical support’ on a 2-year contract to boost capacity of the two site teams (this forms the Peace Corps’ US\$200,000 as in-kind co-financing to the CVPAP). These people are valued by the site teams. However, PCVs communicated to the MTE team that they felt under-utilised (some of which can be put down to language problems) and frustrated with their role and work, and some of the project staff, notably the CTA, have had to spend considerable time managing this situation with mixed success. This seemed to be a particular problem at the Serra da Malagueta site. Consequently, the benefit, costs and impact of the use of PCVs is not clear at present and should be reassessed before beginning Phase II. The process of assigning volunteers needs to be reviewed in order to better utilise individual skills and experience and to try to make the Peace Corps co-financing contribution more cost-effective.

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approval, i.e. if approval is needed from GEF council for changing number of outcomes, this would not be practical at this stage.” Clearly, GEF’s bureaucratic system can work against adaptive management.

<sup>18</sup> This is not surprising given Cape Verde’s small populations size (c. 500,000 on the islands and another estimated 600,000 among the diaspora) with only a small pool of people with relevant experience and skills to choose from. This has presented a major constraint to the effective development of the PAP.

Each site team aims to produce a participatory management plan for their park before the end of Phase I. These plans will identify the park objectives and the activities to achieve them over a 10-year period and should provide a clear capacity needs assessment for delivery of the plans. Similarly, management plans for marine and coastal parks being developed within the WWF-Marine and Coastal Conservation Project (WWF-MCCP) and the KfW-Fogo Project (Fogo-PGRN) are also to be developed over the next 12-24 months. Consequently, it is recommended that a capacity building strategy for the entire Cape Verde Protected Area system is developed by the project in partnership with the WWF-MCCP and Fogo-PGRN projects towards the end of Phase I when the respective management plans are at an advanced stage.

### 3.1.2 Changes in development conditions

#### a. Establishment of Serra Malagueta and Monte Gordo Natural Parks

A principal aim of the CVPAP is to establish a system of six sustainably managed terrestrial natural parks in order to conserve globally and nationally important biodiversity and form the core of the new protected area system for Cape Verde<sup>19</sup>. All six Natural Parks are listed in the 2003 Law on Protected Areas, so the basic framework for their creation existed prior to the project commencing<sup>20</sup>, but this Law only identifies the name of the site and the island, and does not present any information on the size of each park, their coordinates, or regulations governing their use and management (except in the most general terms). As a result, CVPAP staff spent a significant amount of time (due to the difficulty of the terrain) during late 2005 and 2006 identifying potential boundaries for both the core areas and buffer zones of the SMNP and MGNP and supporting the drafting of associated regulations by the legal team at DGA. The limits of the park boundaries were based upon those of the existing government-owned Forestry Reserves (defined as above the 700m contour) but extended to a lower altitude of 600m to encompass areas with high importance for biodiversity (concentrations of endemic species, e.g. cluster of dragon trees *Dracaena draco* at Monte Gordo, identified during the baseline surveys) or significant landscape features (e.g. spectacular mountains). This pragmatic approach has meant that the boundaries at each park are rather long and irregular, and may present problems in the future with land incursions although the two site teams have spent a considerable amount of time negotiating these boundaries with local communities (e.g. 6 days of meetings at MGNP involving around 100 people). Surprisingly, boundary demarcation by painting large boulders and other landscape features was carried out as part of the surveying the parks and boundary identification, in anticipation of agreement by local communities. The buffer zones were defined according to which communities used each park's natural resources most, e.g. it included those communities which had formerly cut trees for fuelwood or grazed livestock within the parks, but again the boundaries were also considered in relation to landscape features. The proposed protected area within the SMNP is 774ha and 952ha for the protected area at the MGNP, and both have their own buffer zones (figures not available to the MTE).

Because necessary baseline studies and capacity building (staffing, training and equipment and other resources) have been the focus of activities at both parks in 2005 and 2006, other activities, including park patrolling and enforcement, public awareness programmes, community development activities and visitor/tourist facilities are still in early stages of development or implementation. Development of the Small Grants Programme, Micro Credit Facility and income-generating alternative livelihood options for local communities that live in the surroundings of the parks have yet to begin. Judging from the Project Document, Inception Phase report and Annual Work Plans, the MTE estimates that the SMNP is probably 9-12 months and MGNP 12-15 months behind where they would have been (in terms of project deliverables) if there had not been the significant delays during the first year of implementation.

#### b. Changes in local stakeholder perceptions and behaviour and livelihoods

The two community participation workshops (Annex 7) revealed that the communities around both parks view the project very positively, share similar views to the community on the need to protect the environment and believe that the project has already delivered a number of tangible benefits (although they are not perceived equally between the sites). These include:

- Supply of water to the local school at Serra da Malagueta village (20-tonne water recovery system providing for 220 children and 7 adults), and school garden which has led to increased nutrition for the children;
- Supply of an electricity generator to 20 families at SMNP;
- Opportunity for increased exchange of experience between local communities;
- Some local employment through the project's invasive species clearance programme;
- Improved access to environmental information and improved knowledge among local people;

<sup>19</sup> Two marine protected areas, one of them identified in the Law 3/2003 are also currently being established through the WWF-MCCP, for which DGA is also the government executing agency.

<sup>20</sup> The design, adoption and promotion of the Law on Protected Areas was a key objective and achievement of the project's PDF-B stage.

- Support to local teachers in provision of lessons on the environment and social issues;
- Some training of local people e.g. in guiding tourists and weaving for craft development;
- Increased political attention to the two parks due to visits by parliamentarians (20 visited SMNP on 6 December 2006) and the Prime Minister (to MGNP);
- Cleaner local environment e.g. less rubbish after anti-rubbish and recycling campaigns at SMNP (with even locals telling non-locals to keep their place clean!) and closer collaboration with municipal authorities on solid waste management<sup>21</sup>;
- Provision of wood from forestry thinning and sanitation activities to local people in communities in Hortelã and Cachaço.
- Purchase of local food for project teams' meals

However, these successes have raised the community's expectations of the project, particularly for improving access and opportunities for jobs (49% unemployment in SMNP area), which they do not see forthcoming from the project. Interestingly, when questioned, representatives of the local groups did look to the site teams to provide them with jobs directly, but rather help them procure them or help develop their own opportunities<sup>22</sup>. Indeed, the communities are asking for greater involvement in the activities at the parks and more support from the park staff, particularly on improving the effectiveness of local community associations, and training in sustainable management of natural resources. Consequently, expectations need to be managed very carefully or the project will start to lose the goodwill and support it has generated at each site (particularly at SMNP) among the local people, which it will need to maintain to develop the management plans. This should be considered within the framework of a local stakeholder participation strategy for each site.

It should be noted that whilst communities are generally supportive of the project, there is a perception among many stakeholders, especially locally, is that there is weak local ownership of the projects and activities associated with the CVPAP, and the understanding of participation and 'ownership' is not jointly held between the project staff (especially those in the NPCU) and the local communities, especially at MGNP.

There have been no changes in production and sale of local natural resources associated with the project as yet, because the project has yet to properly start activities associated with building capacity of local stakeholders (Outcome 4) and developing alternative livelihood options (Outcome 5). This needs to be a special focus for the remainder of Phase I, and will require increased capacity (staff) to achieve.

According to the site coordinator at MGNP, there was substantial uncontrolled collection of medicinal plants and firewood at the very beginning of the project (although this was not quantified), which he feels has been reduced since the creation of the parks and project awareness-raising campaigns started. However, the location of the project team in buildings at the main entrance to the park has probably helped to reduce these activities.

### 3.1.3 Measurement of change

Demonstrating change due to project activities has been a problem. One of the reasons has been the very poor identification of (SMART) indicators in the logframe and the poor availability of relevant ecological and socio-economic baseline data at the beginning of the project. In many cases the project baseline studies undertaken since the Inception Period have not specifically collected baseline information for the better of the indicators.

Application of the GEF BD1 Tracking Tool (TT) (essentially the same as the World Bank/WWF Management Effectiveness Tracking Tool<sup>23</sup>) is required on three occasions during GEF project implementation - at the beginning, at the MTE and at the Final Evaluation of the project. This allows for measurement of change in the conditions and effectiveness of management of the protected area. The TT was not completed during the Inception Phase and a first draft only made in early 2006, with the completed version submitted in March 2006. Unfortunately, the guidance for completing the TT is not clear in places<sup>24</sup> and the project team had some difficulties in understanding what was required. Unfortunately, the team did not have the support of a CTA at the time. Consequently, advice was sought through the UNDP-GEF RTA, and the first TT was completed in August 2006, almost two years after the CVPAP

<sup>21</sup> The MTE team was struck by how little litter there was around the SMNP and village during the field visit compared with other rural areas seen during the mission, given the local population size and degree of traffic along the main road through the park.

<sup>22</sup> It should be noted that poverty has several widely recognized dimensions of which individual or household income is just one measure. For instance, the DAC guidelines (OECD 2001) identify 5 core dimensions to poverty: **economic** capabilities (ability to earn an income, to consume and to have assets, which are all key to food security, material well-being and social status); **human** capabilities (based on health, education, nutrition, clean water and shelter); **political** capabilities (includes human rights, a voice and some influence over public policies and political priorities); **socio-cultural** capabilities (ability to participate as a valued member of a community); and **protective** capabilities (ability to withstand economic and external shocks).

<sup>23</sup> Stolton, S., Hockings, M., Dudley, N., MacKinnon, K. and T. Whitten (2005). Reporting Progress at Protected Area Sites: A simple site-level tracking tool developed for the World Bank and WWF. World Bank/WWF Forest Alliance

<sup>24</sup> This is recognised by WWF (Neil Burgess, WWF-US, *pers. comm.* to N.Varty) and is being addressed in the second version

officially began. A second TT was completed by the CTA in April 2007 and then reviewed and corrected by the MTE mission and CTA in June 2007, so there was only 10 months between completion of the two TTs. However, comparison of the two TTs shows an increase in scores for both parks between August 2006 and June 2007 (from 37 in 2006 to 53 in 2007 at SMNP, and from 35 in 2006 to 53 in 2007 at MGNP). This probably largely reflects the results of increased project activities over the last year, but it should also be noted that different people completed the TT forms both between the two years and between the two parks and may have had different interpretations of the TT questions, especially because English is not the first language for any of the group who completed the forms (the MTE also notes the poor language in some sections of the TT). The project needs to reconstruct the baseline TT data for December 2004 to measure and analyse change since the beginning of the project, which should not be difficult to do as the parks were essentially starting from scratch. However, the fact that the two parks were only established on paper under Law 3/2003 suggests that there will be a considerable increase in scores. Once established there are likely to be much smaller changes in TT scores, which illustrates that the TT is more appropriate for monitoring management of existing protected areas and is much less useful for protected areas in the process of being established. It should also be noted that GEF's requirement for an increased TT score over the project lifetime can bias how the TT will be completed by project staff who are more likely to be generous with scoring in the later stages of a project in order to show an increase.

### 3.1.4. Project performance

Annex 11 presents information project activities and deliverable and progress towards achieving project Outcomes (as listed in the ProDoc). This section presents more detail on key issues as they relate to the project's performance up to the MTE, including an assessment of the quality of inputs and products, project management by the main national executing agency (DGA) and the project team at both national and site levels, and the effectiveness of the implementation arrangements of the project.

#### a. Outcome 1 - Policy, legal framework and capacities in place for conservation of biodiversity and management of protected areas

##### *i. Development of protected area regulations (relates to Activity 1.1 in original logframe)*

Draft regulations detailing the two park boundaries and buffer zones, with 1:50,000 scale maps showing park and buffer zone boundaries, were submitted to the legal team of the Ministry of Agriculture and Environment (MAA) in April 2007. At the MTE point were still under review, but were expected to be approved by the end of 2007. However, until these regulations are approved the two parks can only be considered as partially legally established (gazetted). It should also be noted that the draft regulations do not specify controlled/prohibited activities within the PA or buffer zones. It is anticipated that these will be defined during the process of developing management plans for the sites and must be developed in a participatory fashion with a clear costs-benefits analysis for the local stakeholder undertaken as part of the consultation and drafting process.

Law 3/2003 allows for a variety of IUCN-equivalent classifications for the PA system in Cape Verde and addresses socio-economic and cultural aspects related to PA establishment. Given the principal functions envisaged for the SMNP and MGNP - tourism, recreation, biodiversity conservation, and soil and watershed protection with sustainable alternative livelihood development, under a participatory framework, both parks have been provisionally classified as IUCN category II protected areas ('National Parks' with a focus on ecosystem protection and recreation), although they could also possibly be classified as Category V 'Protected Landscapes or Seascapes')<sup>25</sup>.

##### *ii. Land tenure issue (relates to Activity 1.2)*

The land tenure (ownership) situation in and around both parks and associated land use arrangements are complicated (see Annexes 2-5 and 2-10 of ProDoc). An international consultant was contracted by the project to work with the legal affairs office of the Ministry to analyse the situation in 2006 and came to the conclusion that the legal situation is far from clear<sup>26</sup>. As the De Witt and Ferreira report notes "*Generally it must be stressed that the dimension of private land ownership within the parks is widely underestimated. In fact there is little evidence, if evidence at all, that any land belongs legally to the state... there exists a misunderstanding that land put under a forest regime time ago, automatically becomes state owned land. There is no legal justification for this, because a change in land use, even coercive as in colonial times, does not result in ownership change.*"

<sup>25</sup> This is important as stakeholder participation in the management and decision-making relating to protected areas classified under Category V is generally greater than for Category II protected areas. See Phillips, Adrian, (2002). Management Guidelines for IUCN Category V Protected Areas: Protected Landscapes/Seascapes. IUCN Gland, Switzerland and Cambridge, UK. xv + 122pp.

<sup>26</sup> (De Witt and Ferreira 2006)

In order to effectively develop and manage each park, DGA, as the government body legally charged with the development of Cape Verde's protected area system until the creation of the Protected Area Authority, needs to obtain co-management agreements with the land owners and those users who are currently renting land (paid either as money or a proportion of the crop) within each park. In view of the De Witt and Ferreira report, claims by the SMNP management that only around 10% of the SMNP is under private ownership can be contested. The Site Coordinator believed that there would not be a problem negotiating co-management with the private owners, an assumption which he bases this on the fact that the local community has been very supportive of the Park's existence and purpose so far. However, the private landowners have not been directly consulted on the future development of the SMNP, are not members of the Local Site Committees (LSC) and there are no formal co-management agreements between the DGA and the 8 owners. Arrangements that benefit both parties need to be developed, such as preferential tax treatment for private land owners who agree to co-management arrangements.

The situation at MGNP is more complex as most of the land inside the boundary is acknowledged as privately owned (the site coordinator gave an estimate of 90% private ownership but again this may be more and it has not been accurately established or mapped), comprising a variety of local and non-resident owners, some of whom are believed to live on other islands in the archipelago and others in Europe. So far, as at SMNP, the private land owners have not been involved in any discussions with the CVPAP staff at the site on co-management agreements, nor are they represented on the LSC, and are currently excluded from the decision-making process. The Catholic Church is the single largest private landowner within the Park boundary, and discussions between the MTE and their representative in Ribeira Brava during the field visit to São Nicolau, revealed that the Church feels it has been excluded from the Park establishment process so far (they were aware of the Park and GEF project but had not been consulted on their development). Significantly, the area that the Church claims ownership is on the most fertile agricultural land within the Park and the principal proposed tourist trail (an established track) cuts through their land.

The MTE believes that the limited involvement of the landowners in the decision-making process at both sites and absence of legal co-management agreements presents a risk to the effective development of the parks and to the achievement of the CVPAP's objectives at each site, especially at Monte Gordo. Once the Park begins to generate money, particularly through tourism, conflicts with the owners over revenue sharing could become significant.

All the land parcels where the project aims to develop infrastructure or activities need to have clear ownership rights and agreements before activities commence. Each park needs: a) clear overview of the land ownership, b) list of owners c) agreement on the use of land d) some conflict resolution system if conflict arise, and, in the opinion of both DeWitt and Ferreira and the MTE, the situation needs to be addressed urgently.

### ***iii. Integration of protected area agenda into other government sectors (relates to Activity 1.3)***

The CVPAP has achieved only limited success with the integration of biodiversity conservation among other government sectors. There is a long-standing policy to reforest important watershed and erosion-prone areas in Cape Verde, which has resulted in over millions of trees being planted in the last 25 years. The MTE heard claims that the CVPAP had reached an informal agreement with the delegations of the Ministry of Environment and Agriculture (DMAA) to support reforestation with native species rather than exotic species in and around the two Parks, which has also been introduced to the Fogo Natural Park (replication of a project aim). The MTE was unable to substantiate this (there was some confusion between sources) and this should be clarified and if confirmed should be formalised. In addition, in order to facilitate the conversion to reforestation with native species, the project has established a tree nursery at each park for its own replanting programme, but also offers technical advice to the DGASP staff operating around each park, and local communities, based on the experiences gained over the last 2 years.

## **b. Outcome 2 - Institutional framework in place for participatory management of protected areas**

### ***i. DGA capacity and contribution to the CVPAP (relates to Activity 2.1)***

The DGA, created in February 2002, has a large mandate but is understaffed and not well organised or supported. There is some confusion among project stakeholders and the project staff over the structure, function, operation, and staffing of the various sub-departments within the DGA, with tasks/responsibilities spread between people and unclear lines of communication and coordination with the project. For instance, the DGA's SIA (Sistema de Informação Ambiental) hosts a database, with much information available for download, through which the project should be promoted and making project information available to local communities<sup>27</sup>. However, there has been very little communication with the project database coordinators at the two sites and similarly with the DGA's GIS group.

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<sup>27</sup> Many communities have internet access and there are funds available to pay for these, and thus offer a potentially important route for distributing project information

Although the DGA (GoCV) is providing significant co-financing to the project (particularly important is the funding of staff salaries) and a substantial amount of cash cost share funding is also provided, its input to the project is restricted by a lack of capacity (currently the major personnel input comes from the Director). This could be improved by targeted capacity building such as the appointment of additional staff notably an individual that is tasked full-time with the development of the protected area system and to provide support to the NPCU and site teams. However, a specific capacity assessment needs to be undertaken first (and was discussed with the DGA director) building on the recent capacity assessment undertaken for the project team<sup>28</sup>, and this should be seen as a priority and should be undertaken in the next 3 months. It is suggested that the Final Evaluation (FE) examines the capacity and comparative advantage of the DGA to undertake Phase II (this would be expected to be part of the Phase II proposal anyway), and, if capacity and input to the project has not improved since the MTE and proposed subsequent capacity assessment, the FE's Terms of Reference should include specific recommendations to improve DGA's capacity for implementation of Phase II and examine alternative schemes such as joint implementation of Phase II with other environmental agencies (e.g. INIDA, DGASP).

***ii. Establishment of coordination mechanism between relevant state institutions to promote protected area agenda (relates to Activity 2.1)***

The ProDoc envisages the establishment of a high-level committee with representation from relevant ministries (e.g. environment and agriculture, tourism, transport, industry, planning, treasury) to act as a forum to facilitate the integration of policies, plans and programmes on protected area development and biodiversity conservation into other government sectors. The proposal is also strongly supported in the Cape Verde Basic Country Assessment<sup>29</sup>. Unfortunately, this body still has not yet been created.

***iii. Protected Areas Coordination Unit (relates to Activities 2.2 and 2.3)***

The CVPAP originally envisaged the creation of a Protected Areas Coordination Unit (PACU) based within the DGA and comprising the project team, and that this would serve as the core for the so-called 'autonomous' Protected Areas Authority (PAA), whose mandate is established under Law 3/2003. This vision is repeated in the Inception Report (page 17). However, the role and mandate of the PACU was not well defined in the ProDoc nor in the Inception report, and the MTE encountered some confusion over the status and function of the PACU and its relation to the NPCU among some stakeholders and individuals, including members of the project team. In some places in the ProDoc it is treated both as a 'conservation agency' (e.g. page 17) and its creation and development are dealt with as a specific activity (*Activity 2.2 Develop and implement restructuring (sic), strategic plan and partnership mechanisms for Protected Areas Coordination Unit (PACU)*, *Activity 2.4 Identify and develop viable long-term financing mechanisms for PACU*). In other places it is presented as the CVPAP project management team at the DGA and many (but not all) of the project documents, e.g. 2006 Annual Report, reference it as though it is the coordinating body for the project - in other words synonymous with the National Project Coordinating Unit (NPCU). The 2006 PIR refers to the Project Coordination Unit. There is also confusion at the site level over the identity of the project and the protected area system. For instance, the project Site Coordinator at Serra Malagueta is recorded as the Coordinator of the SMNP in the minutes of the meeting of the LSC (26/3/2007) not as just the project coordinator at the site.

The NPCU is only concerned with the CVPAP, which deals, at present, with only 2 terrestrial natural parks, whereas the PACU as envisaged would be a national body that would include all terrestrial and marine parks and so involve the WWF-MCCP and Fogo-PGRN projects. As far as the MTE could determine there has been no discussion with these projects on the idea that they will be subsumed into the PACU. In the view of the MTE, the PACU has not been created and should be dropped as a project concept, as it would only be a short-lived precursor to the PAA. Consequently, activities 2.2, 2.3 and 2.4 would refer to the PAA but this institution is very unlikely to be created before Phase II of the project. The MTE chose to call the project management team in Praia the National Project Coordination Unit to distinguish it from the two site coordination teams. This acronym should be used in all project reports.

***iv. Creation of the proposed PAA (relates to Output (relates to Activity 2.2)***

At the time of the MTE mission, there had been very little progress on the creation of the PAA, and still considerable debate about the degree of 'autonomy' and institutional status (Agency, Service or Institute), viability, function, operation, management, budget, position in government and relationship to other institutions and projects, or exactly when or how it will be created. However, a recommendation was made at the 3<sup>d</sup> Project Steering Committee (PSC) Meeting, held during the MTE mission, that a 'feasibility study' should be undertaken before the end of 2007, and that a

<sup>28</sup> Curado, D., E. (2007) Áreas Protegidas – Relatório, Plano de Formação – Maio 2007. MAA, DGA, Praia, Cape Verde.

<sup>29</sup> Zandri, E., King, K., & Vera-Cruz, M.T. (2005). Cape Verde Basic Country Assessment. Financial Sustainability for National Systems of Protected Areas. Project Preparation. Direcção Geral do Ambiente, Ministério do Ambiente Agriculturas e Pescas.

meeting should take place between the GEF-funded CVPAP, the WWF-MCCP and the KfW-funded Fogo-PRNF (managed through DGASP rather than DGA), to discuss and agree on the Terms of Reference for such a study before the next PSC to be held in October 2007<sup>30</sup>.

#### ***v. Sustainable funding for protected area system (relates to Activity 2.4)***

The project logframe identifies the need for a framework and plan for sustainable financing of the protected area system in Cape Verde. This has not yet been developed. It is assumed that the ToRs for the above feasibility study would include an examination of the options for the long-term (sustainable) funding of the country's protected area system, including the two parks within the CVPAP. Related to this, an ecotourism strategy and plan for each park is in the initial stages of development, and will include examination of visitor fees.

No long-term state budget for the protected areas has yet agreed but it is assumed that this will continue for Phase II. This needs to be confirmed by the government as a trigger for Phase II entry. Government disbursement up to the MTE, although delayed at times (particularly in August to December 2006 when the staff salaries were not paid through Government funds, although they were paid back to UNDP in January 2007), suggests that the CVPAP does have a government commitment<sup>31</sup>.

### **c. Outcome 3 - Two natural parks created and under participatory community management**

#### ***i. Park infrastructure development (relates to Activity 3.1)***

Park infrastructure is still in the early stages of development. The parks trails, the key to visitor attraction and education programmes are not yet fully identified and marked, although the recent arrival of the two international consultants experienced in tourism development will speed up this process. Park entrance signs have been designed and erected at both sites, and provisional trails marked (e.g. 'school trail' at SMNP<sup>32</sup>). An automated meteorological station has also been established at each park and climate data are being collected.

Both the project site teams at SMNP and MGNP are currently renting buildings for their operation that are also serving as the *de facto* park headquarters. These are costing the CVPAP a significant but manageable amount of money. However, these are rather cramped and not ideal for park administration. Consequently, there are plans to construct new offices and other facilities at both parks, which will host the CVPAP staff until the end of the project.

At Monte Gordo, the site team is currently in negotiation with the owner of the land next to the current Park administration building. The CVPAP is also renting a house some 200-300m from the current project site office (and park headquarters), which is being converted into a visitor information and education centre. The location of this building is ideal as it is situated by the road that leads to the main entrance to the Park, so most visitors (and likely all tourists) will need to pass the building offering an opportunity to monitor and manage visitor numbers as well as providing a venue for sale of local crafts produced from materials in the Park or buffer zone. There is also a proposal for a camp site situated on government land just inside the Park boundary close to the location of the current forestry guard station, which will offer potentially increased opportunities for employment of the guards and their families. However, the guard station is currently owned and maintained by DGASP and there is no clear agreement with the DGA/CVPAP as to its future maintenance. Assuming the land for the Park administration unit can be purchased the Project will contract an architect to design a simple, low profile building in keeping with the local style of architecture, and a local company will be contracted to construct the facilities. The MTE team commends this decision as a significant amount of the funds for design and construction will be retained on the island of São Nicolau and there are likely to be direct benefits to the local communities during the construction activities.

Planning of infrastructure at Serra da Malagueta is more advanced and controversial. An architect was commissioned in early 2006 to produce designs for the key Park administration infrastructure, and the project is in discussion with a national company (Cape Verde Company – a 100% owned Portuguese business) over contracting arrangements. The plans viewed by the MTE include: a restaurant with viewing point over the east side of the main Praia-Tarrafel road that runs through the Park; a visitor information centre located on the west side of the road; an accommodation block with associated car park; laboratory and workshop area with a small café; an education and awareness office; and a main park administration building (a renovated former Forestry Department building with attractive colonial features but in a

<sup>30</sup> The MTE believes that the national consultant who undertook an analysis of the project and DGA training, salary and career structure (Dinastella Curado) could usefully input to the design of these ToRs.

<sup>31</sup> The UNJO's comments on the draft MTE noted that "Availability of funds is a complicated issue, since it does not depend entirely on the will of MAA. Funds come through the Ministry of Finances, which may be delayed at times due to different circumstances."

<sup>32</sup> However, the legal situation regarding liability following an accident of a visitor to either park needs to be defined, as prosecution is a risk, particularly for foreign visitors, as the terrain in parts of both parks is very dangerous.

very poor state of repair). In addition, the plans show some widening of the main road to provide additional car parking space. The total estimated cost of construction was originally put at US\$1.8 million, which is three times the figure available in the ProDoc for all infrastructure development at Serra da Malagueta which was to include trail and camp site (10 person) development. The MTE team understands that several elements of the architect's design have been removed, including the restaurant and accommodation block, as it is recognised that they should be funded from private sources. In addition, a house, which formerly served as the CVPAP office and was renovated by the project in 2006 in exchange for rent for 10-12 years, will be used as the visitor information centre and possibly as a base for the ecotourism staff. Even so, the remaining structures – administration office, education and awareness centre, and the café, laboratory and workshop units – have been costed at US\$600,000-800,000, still above the budget allocation for infrastructure for the Park (and building cost overruns are common in the construction sector), and does not appear to include operating costs. The MTE is concerned that if construction costs overrun, other project activities could suffer, with less money available for other priority infrastructure, e.g. visitor trails and interpretation materials.<sup>33</sup>

The MTE noted that the PSC meeting held during the MTE mission proposed that the infrastructure budgets for Serra da Malagueta and Monte Gordo should be switched for 2007 so that Serra Malagueta receives US\$790,000 and Monte Gordo US\$575,000. It was also noted that neither of the two site managers were present at the PSC meeting when this proposal was discussed (indeed they are not included on the PSC membership) and were not involved in the decision-making process.

There should also be an EIA on the major infrastructure development proposed for the two parks, as required under the new legislation (being promoted by the CVPAP under Activity 1.5), which does not seem to have been considered.

## **ii. Development of management plans for SMNP and MGNP (relates to Activity 3.4)**

Neither SMNP nor MGNP has a management plan at the MTE stage, although the planning process has begun, with a framework for the plans already outlined and most of the baseline information collected. However, the MTE has concerns about the degree of local community participation in the planning process at each park and the project's perception of 'participation'. Discussions with the Protected Area Planning Specialist (PAPS), based within the NPCU in Praia, and review of documents he has produced indicate that local communities will only be meaningfully involved during the later stages of the planning process (one document provided to the MTE 'Elaboration of Natural Park management plans – methodology' listed 8 stages in the process, with 'creation of a participatory forum for discussion' only listed at stage 5). This is not in the spirit of developing 'Integrated Participatory Ecosystem Management', and the involvement of communities at such a late stage of the process will result in reduced local ownership of the plans and possible conflict over proposed developments in the parks, which could impact project (and park) sustainability. Successful examples of community driven protected area management planning from other parts of the world demonstrate that it is essential that the local communities are involved right from the very beginning of the planning process, when the idea or concept of a plan is first being considered<sup>34</sup>.

The STAP reviewer also had concerns about the degree of community participation in the design, development and implementation of the project and the parks. The response to the STAP review was *"The project is not calling specifically for co-management, but rather community participatory management. This is because full co-management (including revenue sharing with local communities) has never been tested in Cape Verde. In this case, mechanisms for community participation in PA management (rangers, tourism guides, ecotourism businesses) are established, as are mechanisms for community input into PA management decisions (zoning, access to fodder and fuelwood). Communities will not have a formal, final role in PA decision-making, but formal mechanisms will be in place for community input into decision-making, so that PA managers must consult with locals..."* The last sentence is not only confusing and contradictory but the whole response does not go far enough and a greater involvement of local communities in the project including its decision-making structure is required. The MTE has particular concerns because clear 'co-management' agreements are required between the GoCV and the private landowners within both parks, because the government cannot simply appropriate the land and has insufficient resources to buy out owners. This is also important for the areas outside of the parks where many resource use activities (grazing, collection of fodder, firewood, medicinal plants and hunting) are typically carried out in an open access regime, with intensive use of these resources by an entire community, where much of the land is not under the control of the state, and precise ownership is often poorly defined, with no boundaries, markers, or restrictions to identify ownership or to control usage.

Consequently, the MTE feels it is essential that a true co-management approach to the development of the two parks<sup>35</sup> is

<sup>33</sup> It should be noted that 26% of the GEF contribution is for infrastructure for the two parks and it is very unlikely that this can be increased to make up for any shortfall.

<sup>34</sup> See Grazia Borrini –Feyerabend, M. Taghi Farvar, Vivienne Solis and Hughes Govan, 2001. The Co-management of natural resources, Organizing, Negotiating and Learning by doing. GTZ and IUCN, Kasperek Verlag, Hidelberg (Alemanha), 2001. 100 pp.  
Grazia Borrini – Feyerabend, Michel Pimbert, M. Taghi Farvar, Ashish Kothatri and Yves Renard, 2004. Sharing Power, Learning by doing in Co-Management of Natural Resources Throughout the World. IIED and IUCN, CEESP/CMWG, CENESTA, Teheran 2004. 456 pp.

<sup>35</sup> This is also presented in the Inception Report (Box 3, page 22).



established (through the Local Site Committees), with a real partnership between the technical staff of the project and local communities in the development of each park's management plan, with local communities involved from the outset. Experience from around the world<sup>36</sup> shows that community involvement in the initial stages of designing a management plan is essential if the plan is to be owned and implemented successfully by the local communities. For an effective and truly participatory approach it is important to explore what the local stakeholders view as important in their surroundings and therefore needs to be preserved, their view of 'co-management', what they see as a 'management plan' and how one should be developed (it may be that a detailed plan, in the conventional sense, is not required by the local stakeholders). A rigid plan based on a set 'formula' (however 'technically' rigorous) may not be culturally appropriate and may simply isolate local communities from the planning process and ultimately create conflict over park management in the future. Experience from other countries shows that this approach results in failure.

Both management plans need to pay particular attention to developing a strategy and plan for the removal of invasive species and repopulation of native and particularly endemic forms. Other specific elements that are important in the context of SMNP and MGNP are a business plan, a risk management plan and a fire management plan. In addition, it is important to ensure that all the project's Community Development activities, e.g. ecotourism strategy, Small Grants Programme and Micro Credit Facility, development of alternative livelihood options, community support, are fully integrated into the management plans. Indeed, the plans should be seen as combined 'management and development' plans for the parks. The MTE has some concern that the various project initiatives being developed will not be well integrated in to the management plans if they follow a purely orthodox structure.

At present the capacity of local groups to participate in the management planning process is weak and needs to be built to enable them to participate rather than involving them at an advanced stage to comment on what has already been 'diagnosed' and decided by the technical team. Such capacity building would also aid with the involvement in other park activities and management and decision-making.

Development of the two management plans will require several months' intense work, much of it spent in the field working with the local communities to define joint objectives and develop co-management arrangements. In Jan 2007, one person from the SMNP site and one from MGNP attended a WWF training course for elaboration of management plans in order to build capacity for developing management plans within the team although that experience does not appear to have been documented or passed on to other members of the team. Overall then, there is insufficient capacity or experience of community based management plans within the national and site level teams to undertake this.

Both the Fogo-PGRN and WWF-MCCP projects are to begin developing management plans in the next 12 months. However, at present there is no formal linkage on management planning or sharing of ideas and resources between the three projects (the WWF-MCCP is also planning micro-credit initiatives). The Fogo-PGRN project is promoting a community approach to management with a progressive transfer of responsibilities for the management of natural resources to the local populations (largely through community associations), including involvement in the negotiation of contracts and co-sharing of costs. Although there are differences in the planned degree of community participation between the two projects, it would be valuable for the CVPAP to develop strong links with the Fogo-PRNF project particularly with regards sharing of knowledge, experience and skills on community participation development, development of alternative livelihood options (e.g. wine and goats cheese businesses have already been developed at Fogo) and sustainable tourism development. Consequently, the Fogo-PRNF should be viewed as a resource by the CVPAP project, particularly in the areas of ecotourism development, community management and protected areas management planning, and more exchange visits should be encouraged between the projects.

### ***iii. Local participation in the decision-making processes on protected areas (relates to Activity 3.3)***

Local Site Committees (LSC) have been established at both SMNP and MGNP. However, both groups are still relatively undeveloped. In Monte Gordo, the LSC has met twice in 2006 but at the time of the MTE had yet to meet in 2007, and the Terms of Reference for the LSC have not yet been finalised. In Serra Malagueta, there have been two meetings of the LSC both in 2007 and although the ToR for this group has been developed it is not finalised<sup>37</sup>. Both LSC plan to meet every 3 months but can meet at other times if circumstances warrant. The CVPAP provides food (dinner) and transportation for the meetings, to ensure all members are offered the opportunity to participate. The ToRs and membership of each LSC is presented in Annex 12.

At SMNP, 543 people from a total of 2237 (24.3%), representing 12 communities and a number of farmer and livestock associations, took part in the election of local representatives to the LSC, and at MGNP 7 communities and 5

<sup>36</sup> WWF (2007). Tracking progress in managing protected areas around the world. An analysis of two applications of the Management Effectiveness Tracking Tool developed by WWF and the World Bank.

<sup>37</sup> Both the Community Development Team and Ecological Monitoring Team at the MGNP are included on the list of members but should only participate as observers as they are members of the project. Only the two site coordinators should be included in the committees.

community associations representing 49 families and 96 members, were included in the election of representatives to the LSCs. The site teams efforts to obtain these levels of participation are to be commended.

However, membership of the LSCs was initially determined by the project staff and by the members who met for the first meeting and some key local stakeholders are missing. For instance, there is no representation of private land owners (e.g. the Church) from either park, and local NGOs (e.g. CRP) or the local businesses community operating in the buffer zones are not adequately represented.

#### ***iv. Ecological and socio-economic monitoring programme at the parks (relates to Activity 3.5)***

As yet, key indicator species have not yet been formerly defined and no coherent integrated ecological and socio-economic monitoring schemes to determine whether the conservation status of the globally important biodiversity within the parks is improving has been developed at either park. Local people should be directly involved in the monitoring work (it needs to be a participatory monitoring approach), as they have been in some of the baseline studies.

### **d. Outcome 4 - Strengthen capacity of local actors, and promote sustainable integrated, participatory ecosystem management**

#### ***i. Cooperation mechanisms between local stakeholders (relates to Activity 4.1)***

There is limited experience of participatory approaches to ecosystem and protected area management among the CVPAP staff, and a lack of understanding of the value or need for a participatory approach among some individuals in the CVPAP team, which limits the potential for full co-management of the protected areas and effective local community participation in the implementation of the CVPAP. For instance, although the CVPAP Community Development and Ecological Monitoring teams work well and have developed good relationships with local groups around the parks, there has been a poor return of information collected from the local communities, e.g. presentation of land tenure study, socio-economic or ecological data to the individuals, houses, or communities from which it was gathered or were involved in its collection, or formal and documented community feedback on the results. Some end-of-contract presentations have been made by the international consultants carrying out the various baseline studies but were not well attended by local people. Consequently, there is little local ownership of the results, many CVPAP activities are still seen as being distant from local peoples' lives, and opportunities for strengthening the CVPAP's (and park's) relations and credibility among partners are being lost.

#### ***ii. Capacity building of local stakeholders to undertake sustainable integrated ecosystem management (relates to Activity 4.2)***

Other than some semi-structured training for 8 people from 4 communities that are employed as workers (mostly for clearing invasive species) is occurring at MGNP, and two workshops on soil and water conservation were held at each park in 2006 attended by 60-80 people (a small percentage of the populations living in the buffer zones), there has been little specific training offered by the CVPAP to local stakeholders in sustainable management of natural resources in and around the parks., e.g. rational techniques for charcoal and wood-cutting, construction of windbreaks, biological erosion control with mulching and live barriers, contour hedgerows (with potential for income generation as plants used have fuelwood and food and cash crop uses). A specific training and capacity building needs assessment with the development of a plan to address the findings needs to be undertaken to ensure local community groups can effectively manage their natural resources in a sustainable way. A national consultant hired by the project in March 2007 to undertake a training needs assessment of all project staff also carried out a brief analysis of some of the communities around the two parks in terms of their training needs, although the results were not detailed and provide little information (the rest of her report is excellent)<sup>38</sup>.

#### ***iii. CVPAP's agricultural and forestry related activities (relates to Activities, 4.3, 4.4, 4.5, 4.6, 4.7 and 4.8)***

Several activities under Outcome 4 have not been initiated yet, notably sustainable pasture management and land rehabilitation by Pasture Management Committees, creation of community woodlots with native species around the parks, development of fee and payment systems for improving livestock grazing and watering, design and introduction of fuel-efficient stoves to reduce fuelwood consumption. There is little technical capacity, training or technical know-how within the CVPAP team to undertake most of these activities, and the project has no comparative advantage in these areas. A more cost-effective strategy would be to link these activities to existing agricultural and forestry schemes and work in partnerships with MAA agricultural extension and forestry workers, local farming and livestock

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<sup>38</sup> Curado, D., E. (2007) Áreas Protegidas – Relatório, Plano de Formação – Maio 2007. MAA, DGA, Praia, Cape Verde.

associations and other relevant institutions e.g. DGASP, INRH, INIDA, to achieve them and contract consultants to undertake the specialist training.

The MTE notes that some baseline surveys have shown that some potential conservation and land management issues identified in the PDF-B are of relatively minor importance. For instance, socio-economic studies have found that at least 20% of local farmers around the two sites already use water conservation techniques (so the initial indicator target had been met before the CVPAP started), but these do need to be improved and financially supported. Use of pesticides by local farmers also appears to be less of a problem in the buffer zones than originally thought. As a result, activities 4.3-4.8 need to be reviewed and reprogrammed.

#### **iv. Clearance of invasive and replanting with native and endemic species (not directly related to any specific Activity)**

Much of the vegetation at SMNP (especially along the 4-wheel drive track to the proposed camp site) and MGNP is dominated by invasive plant species, e.g. *Lantana* and *Fulgcraea*. The CVPAP has a programme to clear areas and replant with native trees and shrubs e.g. north-eastern slopes of the SMNP where there is higher incidence of endemic species and *Lantana* is poorly developed<sup>39</sup>, and the CVPAP project employs local workers at both sites to remove invasive plants and replant with endemic species<sup>40</sup>. For instance, two eradication campaigns were implemented with local communities and Scouts Club in February 2006 involving about 50 people, and 8 people from local community employed as CVPAP workers at MGNP to remove invasive species. Although this activity is not listed as a specific activity in the original logframe the eradication and replanting programme should be expanded and promoted more heavily at the two sites as competition from invasive plants is probably the principal threat to the native flora at the two parks<sup>41</sup> and such a programme could provide substantial long-term unskilled work for a small but significant number of local people. However, this needs to be set in clear strategies for the removal of invasive species and replanting with endemics produced for each site.

It should be noted that there was some confusion within the project team over the meaning and use of the term “endemic”. In many cases the term was applied to species that occur naturally in Cape Verde (not introduced) but are not restricted to Cape Verde – the proper term would be ‘native’ or ‘indigenous’. For instance, the dragon tree *Dracaena draco* is sometimes termed an endemic, but it also occurs naturally in the Canary Islands, Madeira and the Azores and is therefore not endemic to Cape Verde. Project reports and documents should pay special attention to the use of these words, and preferably qualify the term, e.g. “endemic to Santiago” or “endemic to Macronesia”<sup>42</sup>. In addition, the project frequently considers Cape Verdean subspecies, e.g. the Purple Heron *Ardea purpurea bournei*, as full endemic species, when the scientific consensus is that they are local races. This has the effect of inflating the value of the islands if number of endemics is used as an indicator of global biodiversity (as is common).

#### **e. Outcome 5 - Local communities benefiting from alternative livelihood opportunities**

##### **i. Small Grants Programme and Micro-credit Facility (related to Activities 5.1, 5.3 and 4.11)**

The ProDoc envisages the creation of a Small Grants Programme that will support local non-profit making activities that promote sustainable natural resource management, including educational activities. The ProDoc also proposes the establishment of a Micro-credit Facility (MCF) operated by the CVPAP to offer loans to small local business ventures that will help to reduce environmentally damaging activities in and around the parks. Neither of these two schemes have yet been initiated, although both are seen as key to delivering alternative livelihood options and meeting many community expectations of the CVPAP at the two sites. The Project needs to take a participatory approach to developing alternative livelihoods with the communities and to prioritize the list of activities that will be supported that can provide jobs/alternative options and highlight the ones that they can deliver

There were a number of discussions between the MTE and members of the CVPAP and PSC about the merit, practicality and risk of creating a new micro-credit facility within the CVPAP, which currently lacks the capacity, experience or resources to establish and manage such a scheme. Only a relatively small amount of project funds (US\$180,000) have been allocated to the MCF budget line, which is very unlikely to be sufficient for the predicted demand, and there is a significant risk that the loans will default as success in micro-credit schemes depends on well-

<sup>39</sup> Sales, F. (2007). Cape Verde: Plants and Park Conservation. Report University of Coimbra/Edinburgh

<sup>40</sup> The PAP also proposes to investigate and develop the use of selected invasive species (notably *Fulgcraea*) as sources of materials for making tools or crafts, but this is yet to be developed, although the MTE team understands that a Uruguayan with expertise in this area has been identified as a potential consultant to develop such a programme.

<sup>41</sup> A recent international consultant (Sales 2007) assigned the highest threat category (category 5 – “invasion threatening other species of plants or animals with extinction”) as both parks are seriously invaded by a particularly aggressive form of *Lantana camara*.

<sup>42</sup> It is also unclear to the MTE whether replanting programmes within the two parks are being undertaken only with endemic species or whether other native species (that occur naturally in other countries) were included, and how the replanting programmes decide on the balance between species (whether they are trying to match the composition of the least disturbed existing areas for instance).

constructed sustainable business models, and the experience and support of the operator of the credit facility. A better strategy would be to use the project funds to develop a scheme to provide training and support to local people to make successful applications to already established micro-credit groups operating in the area<sup>43</sup>, with the CVPAP focusing on providing training in proposal writing, small business skills, financial management, product development and marketing. However, to provide this level of support, the CVPAP will need to employ a rural development economist/small business development advisor to establish and lead on the small grants and micro-credit facilitation programmes at each park. The project should also consider merging the Small Grants Programme and MCF into a single scheme, which would have a total capitalisation of US\$450,000<sup>44</sup>.

## ***ii. Ecotourism and visitor attraction development (relates to Activity 5.2)***

The Government of Cape Verde is promoting tourism to the islands as a major source of foreign exchange and as an engine for local community development, and there are high expectations of significant revenues from ecotourism development associated with the new protected areas in Cape Verde. Interviews with local stakeholders found this to be particularly the case around MGNP (the situation is less clear for SMNP which is of more value for recreation and awareness raising among Cape Verde nationals). However, Cape Verde currently lacks an overall national tourism strategy (sustainable or otherwise), has low capacity within the government tourism agency, and there is poor awareness of the limitations of ecotourism consequently much tourism infrastructure development is occurring in a relatively unplanned fashion with little consideration for the long-term environmental impacts<sup>45</sup>. Much of the Cape Verdean environment is semi-arid with steep slopes and the soils and vegetation can be described as 'fragile' (plants generally have poor root systems) and susceptible to erosion and ecological damage.

Although the carrying capacities of habitats within the two parks have not been determined, they are likely to be low, which will limit the scale of tourism development at the sites. As a result, the CVPAP is wisely proposing to pilot tourism on a small scale first with the construction of a few small trails and a campsite with very limited places at each park, developed with local community input and linked to a research and monitoring programme in order to determine their likelihood of success and expansion and the impact of ecotourism on the environment<sup>46</sup>. Potential trails have been identified but no infrastructure has yet been built and local, strategic partners need to be identified and park promotion programmes for local, national and international audiences need to be implemented. It is also not clear just how much of a contribution tourism at the parks will be able to make to the local economies and provide job opportunities around the two sites and this needs to be determined in order limit the already high local expectations. As yet, there is no income from tourism to either park as a fee system has not been developed. In May 2007, the CVPAP appointed two international specialists in ecotourism development (one at each park) on a (renewable) one-year contract, who are leading on the design and development of tourism and visitor facilities and activities at the parks, and providing training to local people and CVPAP project staff. The project is only just beginning to collect formal feedback from visitors on what was good and bad about their experiences while visiting the park.

The project recognises the need to offer additional value to attract visitors. The project team at SMNP have developed a successful proposal with a local craft association for weaving startup costs, including looms and training (due to start in late 2007), for total of 12 people (3 men and 9 women) from 3 communities in the buffer zone. The CVPAP has a written agreement with the group that the SMNP will serve as outlet to sell the craftwork to tourists. The MTE noted that tourism agencies in Cape Verde are not yet promoting SMNP or MGNP to any extent.

## **f. Outcome 6 - National stakeholders aware and supportive of environmental conservation goal**

### ***i. Communication and dissemination of project results (relates to Activity 6.1)***

The Communication Specialist within the NPCU oversees and is responsible for the development of all publications produced by the CVPAP in whatever media (text, video, photo, etc) and maintain an up-to-date list and copies of all project materials and information. The CVPAP has produced a large number of good quality reports and other

<sup>43</sup> Potential options include: credit and saving accounts (*Caixas de Poupanca e Credito*) developed by local mutual associations; NGOs dealing with micro-credit execution, e.g. ASDIS, or OASIS, a micro credit NGO operating at Serra Malagueta; and a micro-credit scheme developed by the national bank BCA.

<sup>44</sup> It should also be noted that a (completely independent) GEF Small Grants Programme, to be administered from the UN in New York, is likely to be initiated in Cape Verde by the end of 2007, and the PAP should investigate linkage with the Programme to avoid duplication of funding and to determine whether there is the opportunity for PAP priorities to be funded through the GEF Programme.

<sup>45</sup> For instance, the MTE heard of proposals to build golf courses close to some of the main tourist resorts. These are potentially disastrous for the environment as they require large amounts of water to maintain, which is a scarce commodity in Cape Verde during much of the year, and could create conflict with other water users, including wildlife.

<sup>46</sup> Data on tourists visiting the two parks is only just beginning to be collected systematically (e.g. during 2006, 345 tourists visited MGNP and 358 to SMNP, but it is not clear how many of these were international tourists and how many national visitors). Overall, there are very little quantitative data on tourism in Cape Verde on which to base visitor predictions and indeed the two ecotourism teams at the parks are collecting and providing visitor data voluntarily to the Directorate of Tourism.

information over the last year but these and other project successes have not been well documented or publicised, and examples of poor quality control by the NPCU were shown to the MTE team<sup>47</sup>. In addition, examination of the project education and awareness raising material produced by the Communications Team suggested that the materials are not well targeted – it was frequently unclear who the target audience was, which is an indication of a poor communication strategy and planning. In addition, many of the project documents lack an executive summary (in Portuguese or English) or a contents page. As a result, the Project Coordinator has spent a considerable amount of time reading through project reports, which she would not need to do if a short summary was provided<sup>48</sup>. The CTA and UNJO should probably be more involved in quality assurance of the outputs of the communications team, and perhaps consider a mentoring system.

Local population and stakeholders complained to the MTE about the limited availability of information on project progress and current findings and that they are not kept regularly informed either by the sites or the NPCU. However, the establishment of the LSCs should help resolve this.

The project website ([www.areasprotegidas.cv](http://www.areasprotegidas.cv)) was reviewed by the MTE on 29 June 2007 and found to have mixed English and Portuguese pages (even though the visitor is asked to choose one language), and there were several mistakes related to poor quality control, e.g. Monte Gordo is on São Nicolau and not São Vicente and similarly Monte Verde is on São Vicente and not São Nicolau. Also, many of the project documents could not be downloaded. Further attempts at accessing the website on 14 July and then again on 15 July were unsuccessful with the message 'server can't be found'. This does not present a good image of the project to the visitor.

After some bad experiences with national production companies (poor printing, incorrect calendars, wrong species listed on site brochures, etc – the required printing technology is missing in Cape Verde), the project has an agreement with a company (Oceanografica) established and staffed by biologists, based in the Canary Islands, to produce future materials (posters, displays, brochures, booklets, etc). The MTE examined some of their products and can confirm that the quality is excellent.

#### ***ii. Influencing decision-makers through awareness-raising (relates to Activity 6.2)***

The CVPAP aims to influence decision-makers to promote sustainable use policies and practices, and hence has targeted politicians in awareness-raising campaigns. Visits to the SMNP were organised for 10 parliamentarians in 2006, and another 12 visited in 2007. In addition, the Head of German Assembly, and Head of the Cape Verde Assembly have visited the park and the Prime Minister made a personal trip to MGNP, where he was briefed on the CVPAP. However, the MTE team was provided with no other evidence (e.g. new policy and plans quoting the influence of the project and documented in project reports, interviews, etc) that the awareness-raising programme is translating into more environmentally sustainable and integrated policy across in government.

#### ***iii. Knowledge management (relates to Activities 6.1, 6.2 and 6.3)***

Knowledge management needs to be improved within the project, especially at the national level. The two site Community Development and Ecological Monitoring teams, together with a number of international and national consultants contracted for specific studies, have produced a substantial number of survey and research reports in the last 18 months. In addition, the Communication Specialist in the NPCU has, along with other members of the senior project coordination team, produced a substantial amount of material for dissemination to the public through national and local media. However, the NPCU did not have copies of all project documents or press materials during a visit by the MTE team, and it took several hours to produce a list of what has been produced since the CVPAP began (even then it was considered incomplete). In addition, each project site has its own independent GIS equipment and software and maintains three databases (structured in Excell) covering species records for the parks (and some nationally), an extensive bibliographic list, and other information. Copies of some data files are sent to the NPCU but there is no central database for information on or generated by the project at the national level.

The NPCU is the first point of contact for outside bodies searching for information on the CVPAP, and should be responsible for collating and synthesizing information on the project for dissemination to the media, government departments and donors at national and international levels. However, this is very difficult to do if the NPCU does not have access to comprehensive and up-to-date data on the Project, nor copies of all project documents, and coordination on knowledge management needs to be improved.

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<sup>47</sup> For instance, the brochure for the MGNP had several major mistakes including maps marked with red pen or 'stretched' along one axis and a picture of the rare endemic subspecies of Purple Heron *Ardea purpurea bournei* which does not occur on São Nicolau (it is restricted to Santiago).

<sup>48</sup> It should be noted that the National Consultant also spent a considerable amount of time having to read through frequently very lengthy reports in order to extract the key conclusions and recommendations, because many do not have an executive summary and/or contents page.

#### ***iv. Communications strategy (relates to Activities 6.1, 6.2 and 6.3)***

A draft Communications Strategy was produced by the NPCU in 2007. Despite providing a good theoretical context it needs substantial additional work. Currently, it lacks specific goals and objectives; a rigorous analysis and identification of priorities; a detailed stakeholder/partner and target communities/audiences analysis; a staffing, budget or material needs analysis; or a proper implementation plan showing specific activities with clear identification of what, when, where and how each activity will be carried out, who has responsibility and measurable indicators, benchmarks and targets to assess progress and success. This needs to be revised and consider the best approach to use at the various levels (international, national, site and individual) where awareness needs to be created or specific information provided. Potential stakeholder groups that need to be addressed include: project staff, national and municipal government agencies concerned with the environment, project partners, community groups, local and national NGOs, farming and livestock associations, individual land users, private business sector, schools (and within these consideration of the needs for the different age groups as well as teachers), and general public, each of which has a different interests and requires a different approach by the project. The Communication Strategy should have been an early activity of the project preferably during the Inception Period and the project has suffered because of this.

In addition to communicating project activities and results, the communication team needs to give special consideration to the best ways to provide information to both local and national individuals and groups to enable them to participate more effectively in the project (under Activities 3.3. and 4.1), including information and support needed to enable them to participate in the development of the site management plans, promote the uptake of the SGP and MCF schemes, and engage local people in habitat restoration work, for the remainder of Phase I. The Communication Strategy also needs to consider the most effective approaches to 'sell' the project to potential donors for Phase II.

The two project sites would benefit from development of their own project communication strategy, integrated within the overall project Communication Strategy, as this would help them formerly identify key partners, and develop a common set of messages and tools for promotion of project objectives and results. This is important given that both project teams are likely to be involved with negotiating crucial co-management agreements with landowners and developing alternative livelihood programmes in the near future.

#### ***g. Project Management (Outcome 7)***

As noted earlier, there are no outputs, activities, indicators, targets or milestones associated with a specific project Outcome dealing with project management in the logframe.

#### ***i. Staffing and training needs***

The CVPAP has recruited staff for the NPCU (currently 6 staff) and both SMNP (16 staff) and MGNP (16 staff). Each of the site teams is comprised of a Community Development Team, whose principal role is to raise awareness of the project and biodiversity conservation in and around the parks, foster community participation, and develop alternative livelihoods options that promote sustainable natural resource management, an Ecological Monitoring Team, which focuses on ecological survey work and data analysis, including the use of Geographical Information Systems (GIS), and the Administration and Finance Team. An Ecotourism Team has recently been added to each site team. Both site teams are headed by a Site Coordinator, who is responsible for the day-to-day management of the teams, and represent the site teams at national level. The two project site coordinators were employed on 1 June 2005, but it then took another 2 years to recruit the current near-complete complement of staff at the sites, with most of the staff at the sites being recruited since July 2006.

Overall, the development of alternative livelihood options, including ecotourism ventures, has lagged behind other project activities (establishing the parks has understandably taken precedence) but it needs to be given a significantly higher profile within the CVPAP and more time and resources invested in developing the SGP and MCF. At present, they are to be managed by the Community Development teams at each site but also need prominence at national level with a dedicated CVPAP staff member within the NPCU – a Community Development Specialist - who will provide technical advice and guidance to the site teams, provide a linkage with national and international groups and government agencies with remits that cover rural development to identify, pursue technical, cost-sharing and funding opportunities, and have overall responsibility for the CVPAP's coordination of community development and participation activities. The NPCU also needs to be reinforced, preferably with an additional communication officer to further develop and maintain the knowledge management system and support finalisation and implementation of the communication strategy and a human resources assistant to work in the Finance and Administration section of the NPCU. At present both project site managers believe that they have a near full complement of staff in order to carry out project activities before the end of Phase I. However, neither team has yet to develop the SGP and MCF schemes (Activities 4.11 and 5.3) although this is considered a priority for both sites in order to begin to develop alternative livelihood options and to meet the high expectations of local communities around each Park. Both site teams therefore need to employ a small business/rural development advisor teams as a matter of urgency.

A national consultant was employed in March 2007 to identify the human resources and training needs of the CVPAP and DGA staff, and develop a medium-term training plan for 2007-2009<sup>49</sup>. Her study looked at the competencies and training needs of 8 technical staff at SMNP, 6 at MGNP, 6 within the NPCU, and 4 administrative staff within the DGA, as well as 2 groups of local associations. Her study also identified other key human resource and training needs including: a Project Manual detailing the functions and competencies of all project staff; a career development structure; a staff benefits (e.g. health insurance), *per diems* and compensation (reimbursement) system; an annual staff evaluation system; and a manual of project administrative procedures.

The MTE identified a number of the same issues, but also poorly defined staff Terms of Reference, e.g. two staff having the same contract and ToR but doing quite different jobs (ToRs could be reviewed each year as part of the proposed annual staff evaluation system).

Motivation is a major problem within the project teams at both sites. Many team members complained to the MTE that they feel they undervalued and rarely receive recognition or praise for their hard work by the senior management of the project, particularly from the NPCU in Praia (but also from the two Site Coordinators).

## ***ii. Decision-making and leadership within the CVPAP***

Decision-making within the CVPAP is centralized. Project staff informed the MTE that they frequently need to refer back to the Project Coordinator (PC) for authorization on relatively small matters, especially on issues relating to the budget and spending of funds. The PC herself also regularly needs to seek authorization from the Director of DGA, particularly on political, strategic and financial issues, who clearly exerts a considerable influence on the day-to-day activities of the CVPAP<sup>50</sup>. Furthermore, the Director of DGA has a particularly heavy workload. She is, for instance, chairperson for several committees, including the CVPAP project and the WWF-MCCP, acts as the GEF Operational Focal Point and focal point for several conventions within the MAA, and is frequently called on to inform the Minister on environmental matters.

Consequently, the centralisation of authority within the project introduces delays in project implementation if either the PC or Director of DGA are away from their offices or abroad, involved with other business (frequently the case with the Director DGA) or unavailable for other reasons. Discussions with the WWF-MCCP suggest that these delays are only likely to increase once the CVPAP moves to new offices in another part of Praia (scheduled for September 2007). In addition, the current arrangement does not promote independent thinking and shared responsibility among the project team (important if the NPCU is to evolve into the proposed Protected Area Authority). The project will need increase its activities and rate of delivery on project outputs in the next 18 months, so delays in decision making need to be taken seriously and the decision-making process needs to be reviewed and made much more efficient.

This concentration of decision-making has also lead to poor project partnership development with the creation of essentially non-participatory relationships with several key partners, including INIDA, WWF and DGASP who have played only minor roles in the CVPAP implementation so far (largely confined to attendance at infrequent PTC meetings). Interviews with the MTE revealed that all three partners believe an increased role would benefit the project and the development of the protected area system, particularly through sharing of knowledge and resources on management planning, participatory management of natural resources and research, with which the MTE agrees.

The MTE also noted weaknesses in the leadership abilities, management skills and a lack of strategic vision among the senior management team, which was also recognised by the project staff at the Project Retreat (see retreat report), and has been acknowledged by the Project Coordinator herself and other project team members during interviews with the MTE team. This is encouraging as it suggests a level of self-assessment and the opportunity for an adaptive management response.

## ***iii. Communication within the project***

Internal communication within the project is also viewed as 'vertical' with little information given to the site teams of events occurring at a higher level, and with the staff of the NPCU not kept fully informed of developments by the Project Coordinator. Information, including minutes of meetings, internal reports, and results of visits, needs to be

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<sup>49</sup> Curado, D., E. (2007) Áreas Protegidas – Relatório, Plano de Formação – Maio 2007. MAA, DGA, Praia, Cape Verde.

<sup>50</sup> One example of this relates to the authorisation of cheques, which need two of the following three signatures - Project Coordinator, Director of DGA or the Protected Areas Planning Specialist, an arrangement that was not envisaged in the original project proposal and which is inefficient. A better arrangement would be cheque authorisation based on two of three signatures from the PC, CTA and Finance Officer (two of which are employed directly by the DGA and one by the UNDP). Similarly, cheques issued at site level need to be signed by the Site Coordinator and representative of MAA (not the site accountant), which means the Coordinator needs to travel to the local MAA office to arrange cheque and usually wastes lots of time waiting. While the MTE accepts that there are national procedures to be considered the process needs to be simplified.

shared much more widely. The project has created an internal email group to promote sharing of experiences and informal mentoring within the team but this has been little used so far<sup>51</sup>.

#### **iv. Project promotion**

The project needs to have a clearer 'brand', with the same project logos and a common colour theme used on every project document, report, publication, poster, sticker, and correspondence (including headed note paper and letters). At the Inception stage, the project used a horizontal strip of pictures showing various habitats and bird species, together with the logos of UNDP, GEF and the GoCV and the title and project reference number of the project. Both the SMNP and MGNP now have their own logos and the protected area system itself is being promoted through the use of a green rectangular 'Áreas Protegidas Cabo Verde' logo design that shows (among other things) marine and coastal species, e.g. tropicbird and turtle, e.g. the 'Áreas Protegidas' logo being used on the DGA headed notepaper when dealing with project matters e.g. PSC letters. Unfortunately, all three of these logos have been used on the CVPAP reports in the last 12 months, which creates confusion over the identity of the CVPAP and its relationship to the rest of the protected area system – the CVPAP is helping to create and support part of the new protected area system being established in Cape Verde, it is not the protected area system (or authority) itself (this misunderstanding relates to the earlier point concerning PACU, see point b iii above). The project needs to have a specific and individual identity distinct from the protected area system and this needs to be maintained.

The MTE team also noted that the CVPAP has had notable success, especially over the last year, e.g. produced many high quality field studies and has run a number of awareness raising and education campaigns, but this is not obvious due to poor documentation of project activities, project promotion, report availability and coordination over information sharing mentioned above. This raises a general point that it is difficult to assess the impact of the project's awareness-raising campaign as changes in attitudes and behaviours are not being directly assessed or are poorly documented, and even the number of people being targeted, e.g. number of school children that have joined in environmental activities following awareness campaigns at the two sites, or changes in the behaviour of farming and livestock association members following awareness-raising, is not adequately recorded. In part, this is a result of the confusing array of non-SMART project indicators and poor reporting, monitoring and evaluation frameworks. The lack of a clear project 'brand' also reduces the impact of project and gives the appearance that the project has produced less than it has.

### **3.1.5 Involvement of the CVPAP in the management of the Fogo Natural Park and Fogo-PGRN project**

Although not foreseen in the ProDoc, the CVPAP assumed several tasks linked to supporting the management of the Fogo Natural Park in 2006. The question of to what extent the CVPAP project should take on responsibility for the management of the Fogo-PGRN project was not considered by the MTE, in part because it was viewed as too soon in the development of the CVPAP to be able to answer the question in any meaningful way, and partly because the MTE did not have an opportunity to meet with the Fogo-PGRN CTA and other staff, as originally envisaged in the MTE ToRs (the CTA was not in Cape Verde for most of the MTE). However, given the demands on the CVPAP over the next 18 months to meet workplan commitments, the MTE believes that the CVPAP should not include any management activities at Fogo until Phase II. Instead, the Final Evaluation should address this issue.

### **3.1.6 Sustainability**

Sustainability is a measure of the extent to which benefits continue, within or outside the project domain after the GEF assistance has come to an end. Given that the CVPAP suffered significant delays in the first 12-18 months of start-up, it is too soon to give a complete prediction of whether the project benefits will continue or what is needed to ensure they do so. However, in some areas there are indications of likely future problems regarding sustainability, particularly in relation to the SMNP and MGNP.

#### **a. Legal and policy**

Both site teams have submitted draft regulations defining the boundaries of their park and associated buffer zones. These are likely to be approved before the end of 2007 and will strengthen the regulatory framework that supports the fledgling protected area system. However, there could still be legal challenges from absentee landowners who were not consulted on the proposed boundaries, which could conceivably threaten the long-term status and success of the parks (particularly at MGNP where there are many more private land owners who own the majority of the land). The MTE believes that this is likely to become a problem when/if the parks start to generate income, when landowners will expect

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<sup>51</sup> One reviewer commented that communication within the team was widely discussed during the first project retreat in June 2006, but no major advances have been made.



a proportion for the use of their land. This can only be resolved with clear co-management agreements for all the areas within each park.

The project aims to mainstream project activities into other government sectors and community production activities (under Outcome 1) to promote sustainability of project objectives, and there has been some success, notably the adoption of a policy of reforestation with native species around the two parks, but more specific measures such as a Joint Forest Management Policy Paper, the creation of an institutional mechanism to ensure harmonisation of policy on protected areas and biodiversity conservation among ministries, and new land tenure systems in and around the parks envisaged in the Project Document have not yet been achieved.

#### **b. Institutional and individual**

Implementation of the CVPAP is being coordinated by a NPCU and two sites teams, and is embedded within the DGA government agency responsible for the environment, with the DGA also providing office space and directly employing all the technical, managerial and administrative staff of the CVPAP, which should promote institutional sustainability.

It is envisaged that the PAA will be created by the end of Phase II of the CVPAP, built on a core staff that will come from (by then) a highly trained and experienced teams from the CVPAP and the Fogo PGRN and WWF-MCCP projects, and that the two site teams at SMNP and MGNP will assume the management of the parks when the GEF project is completed. In this sense, there is a medium-term strategy to develop a sustainable institutional basis for the development and management of the protected area system in Cape Verde. However, there has been very little movement on the development of the PAA through the project so far – there is no agreed institutional framework, detailed remit, needs analysis, budget or strategy and plan for its establishment, although a ‘feasibility study’ for the PAA should begin before the end of 2007.

Until the creation of the PAA, the DGA has responsibility for the development and management of the country’s protected area system. DGA has significant capacity problems and consequently needs additional capacity building efforts to ensure it can deliver on its commitments to the CVPAP and effectively develop the protected area system until it can hand over to the PAA. It is unlikely that Phase II can be completed unless capacity within the DGA is increased substantially, and if this doesn’t occur it could threaten not just the delivery of the CVPAP targets but also the speed of development of the PAA and the remaining protected areas identified in Law 3/2003.

The professional team of the CVPAP are contracted on a yearly basis, which creates uncertainty over future employment and does not encourage a long-term commitment to the project. Salary levels and structure also need to be examined. Salaries are viewed as too low and the project has had problems attracting and retaining staff. For instance, it interviewed a woman with an MSc for the important small business development/rural economics post but she didn’t feel she could take the job as the salary was too low. Other projects, e.g. the WWF-MCCP offer higher salaries and there is a risk that trained project staff will leave for other better paid work. At present, the payment structure is largely independent of qualifications – staff have to work for 5 years before promotion. The DGA needs to review salary and career structure of the project team as a matter of urgency and these two issues should be included in the ToRs for the feasibility study for the PAA, as it will impact its sustainability as well. This was noted as a strong recommendation of the June 2007 all staff retreat.

#### **c. Technical and managerial**

The CVPAP has a strong focus on developing the technical and operational capacity at each of the two sites and among the NPCU (largely through increased staffing and training) and it is recognised that only a long-term team of trained Cape Verdeans guarantees the success of the project (and so the fledgling protected area system). Both site coordinators stated that they felt that they now had a near full complement of staff (the major position missing being a small business advisor/rural economist to develop and lead the SGP and MCF schemes). This is creating site teams that are increasingly independent of support from the NPCU, although there are significant demands over the next 18 months, and the MGNP team will continue to need support from Praia as it is further behind on the delivery of its targets than the team at SMNP.

The project has so far trained few people from local communities around the parks (e.g. in guiding tourists), and aims to provide training in medicinal plant cultivation, and sustainable land management practices.

#### **d. Financial and economic**

Significant one-off capital costs associated with basic data collection and inventories, legal and institutional reforms, park infrastructure, equipment and training are being paid for through the CVPAP funding, in order to create an end-of-project situation where long-term recurring costs are minimized. However, the CVPAP still needs to establish financial

and economic instruments and mechanisms that will ensure the continuing flow of benefits once the GEF assistance ends.

There is a risk involved in local individuals entering into alternative livelihood activities, such as the cultivation of medicinal plant, fruit processing or craft business, as they are likely to involve a significant investment from the individual, and success will depend on a variety of external factors including the ease of access to markets (more of a problem for Monte Gordo as more isolated and transport costs higher). It is therefore important that the project's MGF scheme focuses on supporting the development of well-planned business ventures with training on small business development, market research and marketing to reduce the risks. Links with the private sector (so far not heavily involved in the CVPAP) should be formed to help offset some of the market research and development costs (and further reduce the risks to individuals). It is also important that environmental costs are fully internalised, e.g. the costs of buying water for maintaining medicinal plants through the dry lengthy season, and time spent cutting and collecting of craft materials.

Ecotourism is being promoted as a potentially major source of financing for the two parks, particularly for MGNP, which is more attraction to foreign visitors who are likely to come looking for unspoilt areas, through the introduction of visitor fees (probably to international visitors only as Cape Verdeans are paying for the park management through taxes) and an international tourist tax. However, there are risks with this strategy and it may not be sustainable. Whilst the ecotourism market has grown enormously in the last 20 years, tourism is sensitive to world events, such as rises in oil prices, currency exchange rates and international terrorism. There is also a concern that as the climate change 'message' to reduce carbon emissions through reducing individual flights begins to be taken up by Europeans, international ecotourism destinations will suffer as their main clientele are those most likely to heed the message. Furthermore, Cape Verde does not have any of the large 'charismatic' megafauna of other countries in Africa, which form the main attraction for many international tourists. Cape Verdeans returning to visit relatives, offer another source of foreign revenue, but domestic tourism is unlikely to bring in significant amounts.

The project is also proposing a system of charging for environmental services, such as provision of water to communities downstream ('Water Conservation Fees')<sup>52</sup> or soil conservation, particularly to coastal tourism areas, or for extraction of natural products, e.g. medicinal plants, but as yet these schemes have not yet been developed and it is not clear whether they will offer a sustainable source of income to maintain the parks.

The development of a sustainable financial framework and mechanism for the protected area system is identified as a project output in the ProDoc (Activity 2.4), which may include a revolving environmental trust fund capitalised from the GoCV treasury subventions, environmental user fees, fines and ecological taxes, and funds from international donor agencies. However, again, this has yet to be initiated.

#### **e. Social**

The CVPAP website ([www.areaprotegidas.cv](http://www.areaprotegidas.cv)) potentially provides a platform for awareness-raising and promotion of Cape Verde's protected area system and its globally important endemic biodiversity, and the project's approach of making key project documents available for download is important (although the site wasn't working properly when checked by the MTE). Social sustainability can also be enhanced through identifying and supporting local and national champions (individuals in government and civil society who can promote sustainability of project results).

A major determinant for project and ultimately park sustainability is the degree of local participation. If communities are not involved in the decision-making process over issues that affect their daily lives, e.g. land use, they will not be engaged with the project and threaten the delivery of its long-term objectives. In addition, the project will lose credibility with and the participation of the local communities if it cannot deliver on their expectations which will negatively impact local participation and thus ultimately the survival of the parks in the long-term. The MTE team have some doubts over the degree to which the local stakeholders have been able to influence project implementation (no representation on the PSC or PTC, and, as yet, unclear role of the LSC in terms of decision-making at the two parks). Despite the goodwill generated by the project at both sites (particularly at SMNP), the project should not assume that they have the agreement of local communities on the development of the two parks. Indeed, discussions with some stakeholders around MGNP suggested a much greater suspicion of CVPAP staff motives and plans for the park than the NPCU or senior park staff realised or were being told. There needs to be a common (and clearly stated) shared vision for the future of the parks and surrounding buffer zones, and for this the involvement of the local community representatives in the development of the parks and most urgently their management plans is crucial.

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<sup>52</sup> Interestingly, several local groups in Ribeira Brava on the island of Sao Nicolau questioned by the MTE team during the field visit recognised that the main value of the MGNP was providing the local population with water.

## **f. Environmental and ecological**

Competition from invasive species and land degradation are probably the greatest single threats to the plant biodiversity at the two parks, and hence threaten project sustainability. There needs to be an increased effort against invasive species and replanting with endemics and other native species, increased emphasis within the workplan for the remainder of Phase I and in Phase II.

Climate change may also impact sustainability of the protected area system, especially given the long timeframe of the project (Phase I and Phase II together are likely to last more than 10 years). Rainfall patterns are erratic in Cape Verde and so have the potential to greatly impact reforestation programmes e.g. land restoration with native plants within the two parks, for instance. Climate change is likely to impact these further. Indeed, the potential impact of climate change and adaptation strategies should be examined and incorporated into the design of Phase II (as is now standard for GEF Biodiversity Focal Area projects).

### **3.1.7 Gender perspective**

The PDF-B studies and baseline socio-economic studies conducted in 2006 and 2007 indicate the importance of women in the project. Women have a more specialized knowledge on medicinal plants than men, and the gathering, processing, and sale of medicinal plants is undertaken in many areas (and hence their *in situ* management) almost exclusively by women, and quite a few people depend solely on this activity for their livelihood, including at least ten women in the central market of Praia alone (ProDoc page 146). Consequently, cultivation schemes for medicinal plants are likely to involve and particularly benefit women more than men. A similar situation exists with fruit products, craft and cheese production, and catering for visitors (meals in houses, bars and restaurants). As yet the CVPAP has not developed its SGP or MCF (Outcomes 4 and 5), which specifically look to fund small business initiatives and other activities that promote sustainable use of natural resources in and around the two parks. However, the project at SMNP has identified sources of water that local women can use as closer to houses.

The participatory assessment and benefits workshops carried out at the two sites during the MTE mission found that some women believe that the project has already provided significant benefits. Those at SMNP commented that the provision of an electricity generator offers them the opportunity to run small businesses from home (e.g. small shop which can stay open at night) and have a TV which gives them access to information, and the provision of water to the local school means the women spend less time collecting water for their families. Women attending the two MTE workshops did not feel that they were discriminated against (even though it is the women who undertake most of the home-related activities, such as cooking and collecting water). Neither project team believed that gender was major issue for the project and that local women are not socially disadvantaged. Gender data not completely segregated by the site teams.

Unfortunately, no women's organisations are represented on the LSC at SMNP and only one at MGNP, and the CVPAP should seek to create links with MORABI and OMCV, whose aims are to improve the wellbeing of women and their children, including offering small loans to women for revenue generating activities (so they could be a useful contact for the MCF schemes).

The CVPAP currently employs a high proportion of women amongst its staff (X% - project to provide this figure), and several of the key staff, including the Project Coordinator, Financial Manager as well as the Director of DGA, are women, and the majority of the workers employed for clearing invasive species (physically demanding) at both sites are women (8 out of 10 at MGNP, X of Y at SMNP – project to provide these figures).

### **3.1.8 Project contribution to the Millennium Development Goals**

The CVPAP is addressing Millennium Development Goal (MDG) number 7 – “Ensure environmental sustainability” through its activities to conserve and reverse the loss of biodiversity resources (e.g. removal of alien plant species and replacement with natives and endemics) and ecological services at the two parks (restoration or improvement of watershed functions). The programme to clear invasive species and replant with native species (including some endemics) only started in 2006 and no figures are available on how large an area has been cleared and replanted or what proportion of the two parks (and buffer zones) this represents (it is unclear whether this information has been collected). The CVPAP also seeks to address MDG 7 through the mainstreaming of protected area and biodiversity conservation issues and sustainable natural resource management into wider country policies and programmes through joint agreements with DGASP on reforestation policy and influencing politicians through awareness-raising campaigns, although there is no specific monitoring of changes in government policy or programmes impacting protected areas and biodiversity by the CVPAP to demonstrate the impact of these campaigns (e.g. documentation of an increase in adoption of pro-protected area government policies since the project started).

The CVPAP's focus on developing alternative livelihoods in communities around the parks, through targeted training and development of the SGP and MCF will also help address MDG 1 – "Eradicate extreme poverty and hunger", although very little has been initiated in this area by the project so far. Finally, the CVPAP contributes to MDG 3 – "Promote gender equality and empower women" through its emphasis on supporting small business development based on sustainable use of natural resources, particularly cultivation and sale of medicinal plants and other 'cottage industries', where women are disproportionately involved. However, as pointed out above, despite some small initiatives, e.g. provision of a one-off grant for purchase of weaving equipment and training for a craft group based in Serra Malagueta and comprising largely of women, the CVPAP has yet to properly initiate these schemes.

## **3.2 Project's Adaptive Management Framework**

The CVPAP is the first UNDP-GEF Biodiversity project to be designed, implemented and nationally executed in Cape Verde. It is helping to establish the country's protected area system from a baseline of zero, there is very low capacity among the government natural resource agencies, and the pool of people with relevant knowledge, skills and experience of protected area management among the Cape Verde's small population and its diaspora is very limited. In addition, biodiversity conservation, particularly as it relates to community participation and collaborative management of natural resources, is a relatively new discipline in Cape Verde. Consequently, the project has covered much new ground and, unsurprisingly, mistakes have been made. However, admitting "failure" or "mistakes" is part of the adaptive management process and is not a sign of weakness, indeed challenging the assumptions that have been made and analysing why certain interventions and activities are not bringing about the expected and desired outcomes strengthens a project.

Adaptive management is an approach that acknowledges the lack of unequivocal and definitive knowledge of the ways in which ecosystems work, and the uncertainty that dominates our interaction with them.<sup>53</sup> It is based on analysis and reanalysis, on-going evaluation and monitoring and flexibility, and promotes the sharing and dissemination of information as well as institutional learning (thus if managers, decision-makers, community members were to change, the information and lessons learned would remain). Its central tenet is that natural resource management (NRM) is always experimental, that we can learn from implemented activities, and that NRM can be improved on the basis of what has been learned. In other words, project management becomes an iterative and learning process.

### **3.2.1 Monitoring and reporting systems**

An effective adaptive management monitoring system gathers information needed to modify the management system or project objectives and outcomes or to revise the project strategy if necessary. This must include a reporting system that captures the "mistakes" as well as the successes and regularly reviews (through a broad spectrum of stakeholders) the various interventions against the successes and the constraints. GEF project monitoring and evaluation (M&E) requirements include the needs for each project to have a M&E plan with project baseline and indicators and targets to measure project implementation and results (outcomes and if applicable impact), and that the indicators should be SMART, that is Specific, Measurable, Attainable, Realistic and Time bound). GEF also requires that there is an organisational setup and budget for monitoring and evaluation<sup>54</sup>.

#### **a. Site level monitoring and reporting**

Project monitoring at the site level largely takes place through the use of weekly workplans by the project teams (Community Development, Ecological Monitoring, Ecotourism, Finance and Administration), with feedback through discussion with team leaders and at (what should be weekly) staff meetings chaired by the Site Coordinator. However, feedback is not well-structured or well documented with no specific reporting format designed for assessing progress on project activities and targets (and no regular written weekly reports from teams) and meetings held only irregularly (apparently less than 10 at SMNP and MGNP in 2007 to the MTE) with no formal procedure for follow-up and feeding into redesigned workplans. Important individual events and activities are sometimes documented with recommendations at SMNP but these are not done in a consistent manner.

The site teams also produce brief 3-monthly reports, but the one reviewed by the MTE team (Community Development team, MGNP, for Jan-Mar 2007), did not present a comparison of what was planned (the original workplan and targets) and what was achieved, and information presented was largely qualitative rather than quantitative. Both teams at MGNP and SMNP felt that there is little or no feedback from the NPCU on these documents with little is any written response. Again, the project would benefit from a fixed structure and response mechanism for these reports.

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<sup>53</sup> Borrini-Feyerabend, G.; Favar, M.T.; Nguinguir, J.C.; Ndongang, V.A. (2000). Co-management of Natural Resources: Organising, Negotiating and Learning-by-Doing. Heidelberg: GTZ; IUCN.

<sup>54</sup> See <http://gefweb.org/MonitoringandEvaluation/MEPolicies/MEPTools.html>

Monthly reports on project activities are compiled by the Site Coordinators and then sent to the NPCU for evaluation. These are followed up largely email and telephone discussions between the senior NPCU staff and CTA and the Site Coordinator (although the site teams complained that feedback from the NPCU was poor). In addition, although there is no scheduled programme for monitoring visits to the two sites by the senior NPCU management, there has usually been at least one project-monitoring visit per month to SMNP and one every two months to MGNP since mid-2006. The UNDP Environment and Natural Disasters Unit (ENDU) has also been involved in several of these. The MTE notes that there is a realistic budget for these supervisory trips (US\$10,000 in the 2007 budget) and UNJO has also allocated sufficient funds. Special attention is being given to project implementation at MGNP since concerns over feelings of staff isolation and limited support from the NPCU were expressed at the 2006 project retreat and because project implementation at MGNP is somewhat behind that at SMNP (detailed in the PIR 2006 report).

The site teams also produce an annual project report but those viewed by the MTE, while substantial with numerous pictures showing meetings and staff and stakeholders engaged in activities, lacked quantitative data on project activities and impact. It is recommended that such data, e.g. list of schools and numbers of children that have been the target of education programmes, are presented in tabular form as an annex. The annual reports are sent to the Municipal Council but no other local stakeholders receive them (at least not in Monte Gordo).

The MTE encountered a lack of understanding of how monitoring tools work and should be used, in particular as it relates to GEF procedures, which needs to be corrected with some targeted training. Site managers don't understand how the various reporting mechanisms e.g. PIR, TT, fit together and their relevance to work at the site level.

#### **b. Monitoring and reporting in the NPCU and DGA**

There is no formal weekly project monitoring and reporting system for the NPCU team in Praia (e.g. Project Coordinator reporting on previous weeks activities and upcoming events to rest of NPCU team and *vice versa*<sup>55</sup>), and documentation of NPCU activities is weak, e.g. poor minutes of meetings attended, lack of formal written briefings on relevant activities by the NPCU team and the sharing of these with the site teams is poor.

The NPCU produces the annual project report, which, along with the workplan for the following year, is presented to the PSC for comment and discussion. The 2006 report reviewed by the MTE mostly reports on activities and results achieved under each Outcome, but has no overall evaluation of the year's contribution to the achievement of the Project Objective or Goal, and there is a very poor presentation on the challenges faced by the project (page 21) and nothing on the measures needed to address them. The limited quantitative information given in the report, especially on the impact of the project (changes in conservation status and people's attitudes and lives), would be better presented in tables, or where significant data exists as an annex. Results-based monitoring and management are new approaches in Cape Verde that are not well embedded in government management culture.

Apart from meetings between the PC and Director of DGA, there is no formal reporting between DGA and the project team on issues of joint concern, e.g. GIS, databases, development of government policy on environmental issues.

The project would benefit from a common monitoring and reporting system (with a standard set of forms to complete) and training of all staff in their use.

#### **c. Monitoring and reporting by UNDP and UNDP-GEF**

As far as UNDP and UNDP-GEF are concerned, the principal project monitoring and reporting tool is the annual Project Implementation Review (PIR), which follows a standard format for all GEF projects and is drafted by the CTA and Project Coordinator, then reviewed by the UNDP CO team and UNDP-GEF RTA who add their analyses, ratings and recommendations. The two viewed by the MTE team (for 2005 and 2006) were thorough and well-prepared and presented significant information on project progress and a credible analysis. However, discussions with the current CTA revealed difficulties completing the section of the PIR dealing with 'progress towards achieving project objectives', as there were many indicators in the original logframe were not SMART and could not be measured, and he found it difficult to provide information on these. The sections titled 'Rating of Project Progress towards Meeting Objectives', where the Project Coordinator, Government GEF OFP (optional), UNDP CO and UNDP-GEF RTA comment on progress gave significant information on their assessments particularly on the levels of the risks associated with the project, although more detail should have been provided on actions to address these risks, and it would be valuable for the respondents to document project successes separately (something the project staff themselves are not good at doing). More quantitative data needs to be presented in the PIR, although the MTE understands that this is difficult to obtain from the sites (data provided tends to be largely qualitative), which is probably a reflection of poor documenting of activities and reporting arrangements. The CTA commented that the PIRs take a considerable amount

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<sup>55</sup> According to the CTA they were established but abandoned in late 2006 as NPCU staff did not feel they were 'important'. They should be reinstated.

of work to complete because of the requirement to report on progress towards project objectives with reporting on 68 logframe indicators.

The MTE notes that other project partners and stakeholders e.g. DGASP, INIDA, are not involved in project monitoring activities except through their involvement in the PTC or PSC (and then it is limited), nor do local communities and stakeholders input into the assessment of the staff performance of the teams with which they interact, e.g. Community Development teams (no feedback questionnaire on project staff performance).

#### **d. Project retreats**

The project's annual project retreats are an integral part of the project's adaptive management system and offer the opportunity for group identification of project failings and shared lesson learning. Two retreats have been held, one in May 2006 and one in June 2007. Both have involved almost all the project staff, and were conducted in a participatory and democratic manner without the constraints of the project hierarchy<sup>56</sup>. At the 2007 retreat, held at Tarrafal, Santiago and attended by the MTE team, key issues identified by the group included: mechanisms to improve communication and sharing of information and knowledge between the various units of the project; identification, assessment and management of risks in the project; and solutions to improve the efficiency of project management. Interestingly, the participants also identified a lack of strategic vision and leadership among the NPCU.

Unfortunately, recommendations from the facilitator's reports do not seem to be well integrated into the project's adaptive management framework, although a working group was to be set up to further analyse the findings of the 2007 retreat and develop a plan for their implementation, which forms the only official project response to the issues raised by the retreat. It is recommended that the NPCU team provides an official analysis of the facilitators' conclusions which is shared with all staff and feedback invited. The NPCU, UNJO, UNDP-GEF and DGA also need to address the lack of strategic vision, leadership and coordination skills, identified in the NPCU by the retreat participants. It is also recommended that similar annual retreats but with a more specific agenda are held for each site team with invited representatives from the local communities.

Listening to criticism and learning from mistakes can turn 'failure' into success. This can be achieved through robust self and group analysis. The annual project retreats offer an important way to capture this experience in a group setting but there is presently little opportunity at the individual level as the project has no formal staff evaluation procedures. The introduction of participatory (two-way) annual staff performance reviews and training in participatory methods would help address this and has been considered as part of the institutional and capacity (staff and training) needs assessment that has just been completed by a national consultant<sup>57</sup>. It would also be helped by ensuring that there are regular (weekly) project management meetings at both the site and NPCU levels.

#### **e. Use of the Tracking Tool**

Progress on development of the two parks is being monitored through the GEF BD1 Tracking Tool<sup>58</sup>. This has been completed twice, once in June 2006 and again in June 2007. It is suggested that this tool is completed annually during the CVPAP project as it would help identify potential issues in the development of the country's protected area system that need to be addressed during this sensitive start-up period.

#### **f. Indicators**

The original logframe presents 68 indicators (a huge number for a logframe). The three objective indicators do not include a good biological impact indicator and some of the Outcome indicators are essentially repeated and many are not SMART. Consequently, development of AWP's based on the original logframe, and incorporation of the logframe indicators into the project monitoring and evaluation system has presented major challenges for the senior management team and the CTA. In addition, the ProDoc (page 4-5) states that entry to Phase II of the CVPAP requires that 80% of the 68 indicator targets must be achieved, which is clearly not realistic. An alternative set of project progress and impact indicators (some new, some SMARTer versions of the original indicators) is proposed for the revised logframe in Annex 10. If adopted, reconstruction of the baseline will be needed for some of these (but shouldn't be too difficult). The project needs to build data collection for these indicators into site- and national-level project activities.

<sup>56</sup> Relatório Final. Moderação do Retiro do Pessoal Projecto Areas Protegidas, Praia, 9 a 10 de Junho 2007. Facilitador/Moderador Ricardina Andrade, Hélder Lopes' and 'Relatório Final. Moderação do Retiro do Pessoal Projecto Areas Protegidas, Praia, 30 a 31 de Maio 2006. Facilitador/Moderador Ricardina Andrade, Francisco Lima Fortes.

<sup>57</sup> Curado, D., E. (2007) Áreas Protegidas – Relatório, Plano de Formação – Maio 2007. MAA, DGA, Praia, Cape Verde.

<sup>58</sup> The TT is currently being revised by GEFSEC based on the new (2007) version of the World Bank/WWF Tracking Tool and may be amended to include an additional element that will specifically assess financial sustainability of the individual protected areas or national system (Draft Financial Sustainability Scorecard: for National Systems of Protected Areas, UNDP, May 2007).

### 3.2.2 Work Planning

#### a. Project planning process

Each year the two sites and the NPCU each produce an annual workplan based on the project logframe, which are merged into a single project workplan, and the approved version is used as the basis for the annual project budget allocation which is presented to the PSC for approval (should be at the beginning of the year but the 2007 budget was presented to the PSC in June 2007!). Revised annual site workplans are sent back to the two sites and the project coordinators create 3-monthly plans (on which they are advanced funds), and each of the site teams then draws up their own 3-monthly plan with associated budget and then weekly plans, using the logframe from the Project Document.

The site teams reported that they find the logframe too complicated, with overlapping and repetitive activities, and very difficult to follow. In addition, the ProDoc itself does not give good guidance on how to undertake some activities, e.g. 'Provide technical assistance in and adopt techniques to intensify crop production' or 'Establish cooperative mechanisms between stakeholders' that mask a complexity of tasks that the project would need to tackle. This has meant that the teams rely heavily on the CTA and senior managers (and consultants) for advice with the result that detailed planning is given to project components that the management team is familiar with. In addition, coordination of activities between the NPCU and site teams is not good, and the latter often get very little warning of an event or visit organised by the NPCU (e.g. visit by someone considered important to the NPCU) which can be very disruptive.

There have been several excellent baseline study reports that make strong recommendations for improving the success of the project and park development, notably those on land tenure by De Wit and Ferreira (2006) and restoration of endemic vegetation by Sales (2007) but, although both were applauded by NPCU staff, neither appears to have been integrated properly in project workplanning at the site level.

#### b. Quality of workplans

The 3-month workplan for the Ecological Monitoring Team at Serra Malagueta for April-June 2007, provided to the MTE for review, covered a wide range of activities but was short on detail on how to undertake these, contained very few specific measurable targets, and did not appear to be based on any evaluation of the results of the previous 3-month period (indicating poor results-based planning), although there was a short section dealing with constraints, such as employment of new staff and lack of computers that the team considered would impact proposed activities. The outcomes (labeled 'results') and activities (labeled 'objectives') listed in the accompanying timetable were also confused in places. Referencing of individual activities in the team workplans to those given in the ProDoc would help the individuals and teams better understand how the project *activities* (their work) relate to the *outputs* and ultimately achieve the *objective* and *goal*.

The site team workplans vary in format and amount of information presented (e.g. name of person responsible for activity, time of meeting, etc) and are most comprehensive at Monte Gordo, but as mentioned, none of the team workplans viewed had a structure that presented comments on the previous week's activities and their relation to the current week (this could be easily corrected by the addition of extra columns), which would have made them more useful for project reporting.

Individual workplans are lacking (apart from some NPCU staff but those viewed were very short of detail) and priority setting for individual work is poor. Consequently, there has been a tendency, especially at SMNP, for individuals to have their activities changed at short notice by requests from managers, which many individuals find very disruptive and frustrating.

### 3.2.3 Cost-effectiveness

Cost-effectiveness assesses the achievement of the environmental and developmental goal and the project's objectives and outputs in relation to the inputs, costs, and implementation time. Cost-effectiveness in terms of the delivery of biodiversity goals is difficult to assess in the present case because, as argued in the ProDoc, biodiversity associated with semi-arid and erosion-prone habitats can take a number of years to recover and the project suffered significant delays in its first 15-18 months, and data Fogo Natural Park, the only other terrestrial Natural Park even partially established in Cape Verde, were not available. The participatory approach taken by the programme should be cost effective in that it will engender stakeholder "ownership" of conservation efforts, improving the chances of successful and sustainable outcomes.

From the financial point of view, the project is required to show 'cost-effectiveness' by, among other things, demonstrating that a selection of companies have been asked to provide a price for the item/service. Unfortunately,

Cape Verde is a small island nation with a limited range of businesses from which to purchase equipment and services. However, the project team have sought several cost estimates for goods and services as required under UNDP procurement procedures and has generally chosen the cheapest option. This has meant some items have had to be sourced from overseas, but in some cases the delay on delivery, e.g. several months over the delivery of cheaper computer equipment from the US, questions whether the focus of the current procurement procedures on the financial criteria always work in favour of overall cost-effectiveness. Most scientific equipment is not available locally and needs to be procured overseas. The costs of most materials and equipment are particular high on São Nicolau because almost all need to be shipped in from Praia on Santiago.

According to the presentation made by the CTA at the PSC meeting on 7 June, the project had only spent up to 33% of its total budget by April 2007 leaving it to spend 67% in the remaining 20 months. An estimated 36% had been spent by end of June 2007 (CTA pers comm. to N.Varty), although this had not been confirmed.

### **3.2.4 Risk assessment and management**

#### **a. Assessment and management of risk by the project**

The identification, evaluation, mitigation, management and monitoring of project risk within the CVPAP management team, particularly at the site level is poorly developed, its connection at this level to the overall risk assessment of the project is not well understood, and risks (either risks to the project or risks to the parks) are not adequately recognized and reported at the site level. The poor understanding of the concept of risk and its various dimensions (environmental, operational, organization, financial, political, strategic) within the CVPAP team, was highlighted during the 2006 project retreat. As a result, specific presentations on the treatment of risk by GEF and its categorization within the UNDP Atlas system and workshops on risk assessment and management were organised at the 2007 retreat<sup>59</sup>.

Additional training and the development of a site-level risk assessment, reporting and management scheme are required (which could draw on the Tracking Tool and UNDP-GEF Risk Management System). Training could include scenario planning, using a 'what if' approach to develop strategies to counter risks, e.g. what if the majority of local land owners at MGNP do not agree with the project's proposed development for the park?

The process of identifying risks and assigning risk status within the project has been largely undertaken by UNJO's ENDU and the UNDP-RTA with support from the CTA, and is presented in the PIR. However, this process has not been transparent and risk assignment has not been explained clearly enough (or formally) to the GoCV, which unfortunately has lead to some mistrust developing between key individuals. The project's risk status was raised and potential solutions proposed by the UNDP-GEF RTA in the 2005 PIR, but it should have been discussed more formally with the UNJO and Minister of Environment before it was announced.

#### **b. Risk assessment and mitigation in the ProDoc**

The ProDoc identifies four major risks to achieving project objectives:

1. Insufficient or inconstant management capacity (low risk);
2. Inability to achieve adequate consensus and cooperation between stakeholders (medium risk);
3. Climate change (low); and
4. Capacity to achieve all of project objectives (medium risk).

The first of these relates to the fact that the project was proposing the first ever protected areas for Cape Verde, and national capacity and experience of managing protected areas in Cape Verde did not exist. The project's main response has been a focus on extensive training and capacity building at both national (NPCU) and site (park) levels, which the project has achieved with some success. However, some significant deficiencies remain particularly among the senior management team, although further training is planned based on a recent organisational and training needs assessment undertaken by a national consultant<sup>60</sup>. Overall, the original risk rating still seems justified.

The second risk is more problematic. The project has built good relationships with local people, especially at SMNP, particularly by delivering small-scale but direct benefits to selected communities and groups (electricity generator, provision of water to the village school) in the first year of full operation of the project at the site<sup>61</sup>, but expectations are

<sup>59</sup> Andrade R. e Lima F. F. (2006) Retiro do Pessoal, PAP, Relatório Final. Maio 2006., PAP/DGA/MAA. Andrade R. e Lopes H. (2007). Relatório Final Retiro do Pessoal Junho, 2007. PAP/DGA/MAA

<sup>60</sup>Curado E.D. (2007) Plano de Formação. PAP/DGA/MAA. June 2007

<sup>61</sup> This approach has been found to be a key factor in the success of small community led conservation projects elsewhere in Africa, particularly with Important Bird Areas and their associated Site Support Groups (see BirdLife International (2006). *Conserving Biodiversity in Africa: Guidelines for applying the Site Support Group approach*. The BirdLife International Africa partnership. Nairobi, Kenya, and Coulthard, N., Varty, N. and



high at both sites and there may be significant problems relating to land ownership within the MGNP. Again, the original risk assessment is still valid, although this could be reduced if co-management agreements are reached.

The third risk (climate change) was not adequately considered by the project preparation team, but at that time the climate change threat and its impact were less well known. In the ProDoc (page 93) it is recognised that Cape Verde's climate (defined as dry tropical Sahelian) makes its ecosystems 'highly vulnerable to significant changes in climate', illustrated by the fact that Cape Verde has suffered major drought-related famines in the past 50 years. The proposed project solution is to "support research to help identify ecosystems and species most likely to be threatened by climate change, and using such knowledge, undertake preparation activities (short-term protection measures, monitoring, etc)". However, neither the ProDoc nor the Inception Report identify what these practical measures could be, although the project's support for soil and water conservation measures to lessen the impact of climate change on human communities will help by reducing potential pressure on natural systems. Although no specific data are available for the Cape Verde islands, studies of important conservation sites (Important Bird Areas) in other areas of Africa have shown that predicted changes may alter the distribution of some species to such an extent that their ranges no longer overlap key protected areas that currently support their core populations<sup>62</sup>. This risk should be increased to 'medium'.

The final risk identified in the ProDoc relates to the hugely ambitious nature of the project – creating key elements of a national protected area system from scratch, through a project that has a very large programme of activities (112), including many that are largely new or unfamiliar to Cape Verde. This is being partly addressed through a longer phased approach to project implementation, which allows more opportunities for reassessment of project successes and failures and developing corrective measures (in other words sufficient time for an adaptive management approach to work). The MTE has suggested a revised logframe with a much smaller set of indicators and recommends that the NPCU works with the ENDU and UNDP-GEF RTA to reduce the number of activities through merging duplicate or overlapping activities. The 'medium' rating for this risk still seems appropriate.

These original four risks identified in the ProDoc should be maintained in the Atlas system until the Final Evaluation.

### **c. Current project risk assignment**

The 2006 PIR lists 13 risks, all apparently identified since 12/10/2005 (although some seem to have been inherited from much earlier risk assessments carried out by GEFSEC), of which 9 are classified as a 'substantial risk', one a 'moderate risk', one a 'low risk' and two as 'additional' risks. However, this assessment only covers the period up to the middle of 2006 (the PIR covers the period 1 July 2005 to 30 June 2006). The most up-to-date information on these risks is held in the Atlas system, which has a specific risk management module used to track project risks. When viewed on 18 June 2007, there were just four 'critical' (=substantial) risks associated with the project listed. These were:

1. Insufficient or inconsistent management capacity (operational risk);
2. Limited UNDP Country Office support capacity in administrative, financial and technical support to national government counterparts (organisational risk);
3. Project management setup allows Project Coordinator and CTA very little influence on project activities (organisational risk);
4. Government implementing agency (DGA) not yet sufficiently understanding of and responsive to the adoption of an entirely new approach to training strategy (political risk)

Under the UNDP-GEF risk management system, a project is identified as a 'high-risk' if it has more than 3 'critical' risks, consequently the CVPAP has attracted a 'high risk' classification by UNDP-GEF. However, the Atlas information was valid for the period up to 31/12/2006 and the project's risk classification needs to be reviewed and updated.

Risk 1 above refers to the weak managerial capacity at the level of project coordination (NPCU). This was recognised at the Inception Phase and is acknowledged (although not fully) by the NPCU and DGA. As a result a major programme of capacity building has been undertaken in the last 18 months, which is still ongoing (e.g. the Project Coordinator was attending a 3-week management course in the US in June 2007). However, there are still significant weaknesses in the senior management team relating to strategic thinking, planning, monitoring, communication, management of human resources and leadership skills (many witnessed by the MTE during the mission), which are essential to address if the project is to deliver on its targets by the end of Phase I.

At present the MTE believes the risk assessment should remain as 'critical' and the deficiencies in the senior management team remain a significant constraint to achieving the project targets before the end of Phase I. However,

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Gatarabirwa, W. (2007). *Lessons learned from the Site Support Group and National Liaison Committee approaches in Africa*. UNOPS Africa Regional Office/BirdLife International)

<sup>62</sup> For more information on the impact of climate change see on birds <http://www.birdlife.org/action/science/sowb/pressure/48.html>

the risk could be reduced by: increasing the staff of the NPCU with the addition of a Community Development Officer and a Human Resources Assistant with some minor restructuring the NPCU (see suggested organogram in Annex 13, a refocusing of the roles of the NPCU staff with a greater strategic role and less involvement in the day-to-day decision-making at the sites by the Project Coordinator, and implementation of the recent training needs analysis of the project suggested in the recent report by management consultant Dinastella Curado<sup>63</sup>.

The MTE considers the 'critical' risk status for risk 2 is not valid at present as, following establishment of the UN Joint Office, the ENDU has been able to dedicate increased time to the project with increasing field visits for on-site support in the second half of 2006 and 2007. However, the ENDU has had to provide significant support to the NPCU in order to cover some of the management failings of the NPCU (and without which the project would not have achieved as much as it has in the last 15 months). Even with improved management effectiveness within the NPCU, it is likely that the demands of the next 18 months, including development and operation of SGP and MCF, infrastructure at the parks, management plans, land ownership surveys, and disbursement of 64% of the project budget) will put additional pressure on the ENDU which could lead to reassignment of the 'critical' risk status, and the Unit's input needs to be monitored very carefully.

"Risk 3 is less valid than it was at the time it was identified (12/10/2005) and should not be considered 'critical'. However, there is still a significant problem with the concentration of decision-making within the project. This could be addressed through delegation of increased authority to the Project Coordinator and CTA, and more independence given to the two site coordinators. It is important to monitor this risk to ensure that these decision-making arrangements are adopted."

Risk 4 can no longer be considered a 'critical' risk, as the DGA has promoted the staffing and training needs assessment undertaken in May 2007, although it will need to demonstrate that it has implemented the recommendations in full.

#### **d. Additional risks identified by the MTE**

Five other issues identified by the MTE team have the potential to become serious project risks if not managed, which could affect delivery of the remainder of Phase I and entry to Phase II. These are the following.

1. Failure to secure agreement on co-management of land with landowners within the parks (especially important at Monte Gordo).
2. The creation of a micro-credit facility by the project (Outcome 5), although there seems to be a emerging consensus that the CVPAP should not establish its own credit facility (it has little funds for, or experience of, this anyway). The MTE recommends that the project transfer the risk through linking with existing micro-credit schemes (probably run by NGOs) able to operate in the park buffer zone areas and using the funds to support (through training and reviewing proposals) appropriate applications from local communities and individuals to these micro-credit schemes.
3. Difficulties with staff recruitment and retention. The relatively low salaries, unclear system of staff benefits and reimbursement of expenses, and lack of career structure and individual advancement all threaten the loss of trained ambitious people and negatively impact recruitment. A national management consultant was contracted to examine these issues and has suggested solutions,<sup>64</sup> and the MTE strongly suggests that her recommendations are implemented before these issues become a significant risk.
4. The falling exchange rate of Dollar has effectively reduced the project's budget as the Cape Verdean Escudo is pegged to the Euro not the Dollar, although, as yet, this has not yet had a significant impact.
5. Over-spending on infrastructure costs at SMNP, which is currently over-budget, if it leads to less funding for other important budget lines.

### **3.3 Underlying Factors**

The ProDoc presents a number of assumptions in the logframe namely (sic):

1. Endemic and native species populations have capacity to maintain or recover;
2. Global warming will not worsen long-term weather conditions or extreme events (e.g. droughts) to a degree that prevents effective resource conservation;
3. Government development objectives continue to be supportive of conservation and sustainability;

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<sup>63</sup> Curado E.D. (2007) Plano de Formação. PAP/DGA/MAA. June 2007

<sup>64</sup> Curado E.D. (2007) Plano de Formação. PAP/DGA/MAA. June 2007

4. Legislative and policy decision-makers support conservation and resource management goals;
5. Government resources to finance long-term recurring PA systems costs are provided;
6. State resource management agencies cooperate with conservation/sustainable management objectives;
7. Community members actively support and participate in PA planning and management;
8. Sufficient numbers of professional PA staff with long-term commitment to PA system are found, particularly willing to work in remote PAs;
9. Effective local NGOs emerge that are supportive of environmental goals.

Most of these assumptions are manageable by the project. For instance, the project has had a focus on capacity building at the national and site team levels since the Inception Phase, with the use of long-term consultants providing training and acting as a knowledge resource for the site teams. However, finding capable staff willing to work in isolated protected areas, principally at MGNP, has presented difficulties during Phase I and is likely to continue into Phase with the addition of four other protected areas, with a particularly isolated site on Santo Antão.

Several other assumptions are not specifically stated. The most significant of these is that the project can develop and demonstrate the long-term benefits of sustainable natural resource management in and around the parks, including that the existence of and access to sustainable markets for local products will provide a strong incentive to the local communities to adopt sustainable natural resource management. The project does not have experience with market analysis and development in this area and there is a risk that ecotourism may not develop as envisaged (flights become increasingly expensive with increased air taxes and resistance of growing numbers of people to travel due to concerns over global warming) and even if it does the major revenue may go to foreign travel agents, airlines and non-local hotel owners rather than local communities.

## 3.4 UNDP Contribution

### 3.4.1 UNDP CO support and performance

The UNDP CO in Cape Verde (now the UNJO) has invested a considerable amount of time and resources, principally through its Environmental and Natural Disasters Unit (ENDU, created in January 2006), in supporting the CVPAP with project management including promoting the project at senior government and international donor meetings, acting as a conduit for technical advice from UNDP-GEF and others, providing financial management and administration capacity building through specific training and mentoring on the new Atlas system (introduced in 2005 and still being developed), and backstopping of project staff salaries when the GoCV was unable to pay on time (late 2006 for 3 months), as well as development of staff ToRs, logistical support, help with procurement of equipment, and participation in joint supervisory field missions. The UNJO has also provided IT support to the CVPAP with visits by an IT officer to both SMNP and MGNP to help establish each site's IT and communication systems and provide training.

The input from the UNDP CO/UNJO was limited during the early stages of project implementation (late 2004 and most of 2005) due to the demands placed on the ENDU staff during the establishment of the UNJO. This impacted on project delivery (acknowledged in the 2006 Project Implementation Review) but input has been significantly increased since with increased field visits to the two project sites (8 to SMNP and 5 to MGNP since January 2006 by the Head of Unit and 2 by the Programme Assistant), and participation by the ENDU in all three meetings of the PSC and PTC (but not in any LSC meetings). The Head of Unit also participated in the project's 6-day fact-finding mission to the Canary Islands in December 2006. There has been very good disbursement during the last year (delivery rate from 36% to 95% and a tripling of the delivery volume), which has received specific praise from GEF Regional Bureau of Africa, and rates high among the other African UNDP COs.

The CVPAP is the CO's first experience of a GEF Biodiversity (BD) project and, in common with most other BD projects, it has taken up considerably more staff time than similar sized conventional development projects and than was originally envisaged or time budgeted. For instance, the Head of the ENDU estimates he has needed to spend 20% more time on the project during office hours than budgeted in his annual work plan (recorded in the Programme Execution Plan (PEP/PPP)) and the Programme Assistant spends up to 50% of her time each week on financial management of the CVPAP project, largely related to the fact that the project budget is complex and at least 10 times larger than any other budget she manages. She has also provided significant support and training to the project's finance administration staff at both the NPCU and two sites in Atlas procedures.

Part of the high demand on the ENDU is due to the need to backstop project management activities that should be undertaken by the NPCU staff themselves, e.g. organising logistics, editing draft project reports and studies, and providing support on preparation of financial reports to project accounts team. The two main staff also frequently spend time at weekends (witnessed by the MTE) engaged in work connected with the project. This is not sustainable and

pressure on the two main staff members is likely to increase further as the project attempts to accelerate delivery of the remaining 67% of budget, meet its targets before end of Phase I in 18 months, and begins the process of designing and raising co-financing for Phase II. Unless these demands on the ENDU are addressed, by increasing staff time and generating greater independence of the NPCU (through changes of personnel and capacity building in its senior management team – see section 3.2.4 c), there is a risk that the CVPAP will not deliver the targets for entry to Phase II.

Reporting on meetings (minutes) and field visits (Back to the Office Report) was adequate and, importantly, most present specific next steps/follow-up actions (which many of the project reports do not). Quarterly Reports required by the GEF RCU are short and to the point as required by GEF.

### **3.4.2 UNDP-GEF support and performance**

Support from the UNDP-GEF Regional Unit in Dakar, Senegal, has also been variable<sup>65</sup>. Unfortunately, the (former) UNDP-GEF RTA did not attend the project's Inception Workshop, there was no official response to the Inception Report, nor does there appear to have been any other significant input to the project during its early stages, apparently due to heavy demands from other projects in his portfolio (the whole of West and Central Africa). Had this been forthcoming, it is likely that the major deficiencies in the project strategy identified during the Inception Phase and suggested changes to the project logframe and indicator set would have been discussed more widely and likely changed to produce a much more streamlined and efficient project. The current RTA (employed from July 2005, 5-6 months after the Inception Phase) has tried to correct for the early lack of support from UNDP-GEF with the regular provision of advice to the ENDU, CTA and NPCU, and has made 5 supervisory trips to Cape Verde since her appointment. Significant training in Atlas was also provided by the UNDP-GEF Regional Unit to the ENDU Programme Assistant.

The two PIRs produced so far (2005, 2006) were developed between the Project Coordinator, CTA, ENDU and RTA, and are comprehensive and informative with an even assessment of the situation.

### **3.4.3 Financial management**

Initial financial management of the project in 2004 and early 2005 created some delays because UNDP were in the process of introducing a new inputs-based (Atlas) system to replace the previous outputs-based (FIM) system, and the translation of former project accounts from one to the other created problems throughout the UNDP-GEF portfolio.

The project has benefited significantly from the introduction of the HACT – Harmonised Approach to Cash Transfer – system in July 2006 (confirmed independently by both ENDU, NPCU and site staff), which has helped harmonise the transfer of funds from UNDP to the GoCV. The HACT has simplified spending and authorisation of funds, with disbursement based on quarterly work plans, with budgets submitted every 3 months. A HACT submission requires a report on the spending in the previous 3 months but does not require receipts, although payment requests (through FACE form) are usually checked by telephone. Instead the project's financial management is assessed through an annual audit and other assurance activities. However, the MTE has concerns that there has not been an audit on the project since 2005 (for the year 2004) due to exemption due to Joint Office formation, although one is scheduled to take place in November 2007 that will cover 2005 and 2006.

Many budget lines in Atlas are not clear to project staff as they operate on an outputs basis rather than Atlas's inputs system. Consequently, many budget lines, e.g. ecological survey work, community development, and training have been assigned to the 'Miscellaneous' category.

### **3.4.5 UNDP and UNDP-GEF guidance documents**

The MTE notes that very few of the key UNDP-GEF and UNDP tools and advisory papers are available in Portuguese, which has limited the understanding and appreciation of the roles, responsibilities and requirements of the UNDP-GEF and the UNJO in project oversight and management by the GoCV and other project partners and stakeholders. Furthermore, only a partial Portuguese translation of the ProDoc was made, which appears to have resulted in a misunderstanding among some DGA staff about the requirements and transition of the project from Phase I to Phase II. It is also noted that some of the English versions of the UNDP and GEF guidance notes and tool kits are not well written, e.g. the GEF Tracking Tool is very confusing or ambiguous in places, and UNDP and GEF would benefit from a better quality control of their written guidance.

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<sup>65</sup> A UNJO reviewer pointed out that a good deal of support has also been provided by other GEF RCU staff through mentoring on project finances, and project delivery, cost recovery and fees.

### **3.4.6 UNDP ‘Soft assistance’**

The provision of ‘soft’ assistance (policy advice and dialogue, advocacy, and coordination) by UNJO to the project does not appear to have been significant so far. The major contribution made by the UNJO has been regular meetings between the Resident Representative (RR) with the Minister of Environment and Agriculture (MAA), which proved to be a useful forum for facilitating project delivery. These were instituted soon after the arrival of the current RR in 2005, but unfortunately, these meetings appear to have lapsed and are no longer held on a regular basis. They should be re-established especially as the project has major targets to deliver over the next 18 months, including the need to identify co-financing for Phase II, which would significantly benefit from regular high-level UNJO-GoCV meetings.

### **3.4.7 GEF Evaluation Office review**

The GEF Evaluation Office (EO) undertook a review of the CVPAP as part of a random sample of GEF projects in late 2006 and early 2007 (report dated 23/2/2007). This was based on a review of project technical, management and financial support documents and telephone interviews with key UNDP and UNDP-GEF staff. Ratings were made on four main areas and an overall rating for the project was awarded. The CVPAP was rated as ‘4’, which was categorised as ‘Moderately Unsatisfactory’. Unfortunately, the latest project review document available was the 2006 PIR, which only covered the year up to 30 June 2006, and the EO team based their judgement on this and earlier documents. The majority of project activities and deliverables have occurred since then. The MTE reviewed the GEF EO report and, based on the information collected during the MTE, would have awarded an overall score of 3, which would put the project in the median group of those projects evaluated. The MTE notes that the GEF evaluation did not present the reasoning behind their assignment of individual ratings, nor did the UNDP or UNDP-GEF staff involved have the opportunity to challenge the evaluation before it was published, and therefore as an evaluation and adaptive management exercise it can be considered as less than successful.

## **3.5 Partnership Strategy and project governance**

### **3.5.1 Involvement of key partners with the project**

The CVPAP enjoys strong support from local communities around the two parks but has not yet developed significant relationships with the national NGO community (environmental, rural development and poverty alleviation), private business sector, government agencies other than DGA, or other development agencies, there has been relatively little linkage with research institutions. For instance, INIDA has significant amounts of ecological information and undertakes biological research and monitoring, including invasive species control, and has significant GIS experience that includes the mapping of endemic species distributions that would be relevant to the project but there is no strong collaboration, sharing of databases, or formal agreements between the two groups. Similarly, there is little exchange with the GIS or SIA groups within DGA.

Surprisingly, even though the CVPAP and the WWF-MCCP projects are both embedded within the DGA and are key parts of the initial effort to establish a protected areas system in the country (GEF project for terrestrial parks and WWF for the marine reserves), no forum has been established for discussion on protected area issues (e.g. development of management plans which are happening almost concurrently) or even formal meetings between the two projects under the umbrella of the DGA<sup>66</sup>. There have been several informal meetings between the two Project Coordinators, although little concrete resulted from these. Similarly, there has been relatively little interaction with the Fogo PRNF project, other than one visit by members of the SMNP, MGNP NPCU and DGA teams to the Fogo site in 2006 to share experience (reciprocal visit planned for later in 2007) and the participation of the Project Coordinator in a planning workshop for the Fogo Natural Park. Given the low knowledge base of protected area management in Cape Verde and that the three projects are running in parallel (Fogo slightly more advanced in terms of deliverables and end date), it is very surprising that there is no specific forum within the DGA for addressing common protected area management issues, joint training and capacity building strategies and programmes or cost-sharing mechanisms (e.g. sharing GIS systems and databases), which could also significantly advance the development of all three projects and inform the development of the PAA. This is particularly disappointing because, under Law 3/2003, the DGA has responsibility for development of the national protected area system until the PAA is created.

### **3.5.2 Partner involvement in project governance**

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<sup>66</sup> This is particularly surprising given that the chairman of both PSCs is the Director of DGA chairs, the two groups are represented on each others Project Technical Committees and there is a widespread recognition that the two project s have much to learn from each other,

### **a. Project Steering Committee**

There was a considerable delay between signing the ProDoc in October 2003 and the establishment of the Project Steering Committee (PSC), which should have become fully functional during the project's Inception Phase, but did hold its first meeting until June 2006 (as a result this was previously flagged by UNDP-GEF as a 'critical' project risk, especially because the PSC had taken on the role of the Tripartite Review<sup>67</sup>, so there was no official oversight during this period). To date it has only had three meetings – on 2 June 2006, and 22 August 2006 and 7 June 2007. The PSC has responsibility for project oversight and approves the annual project work plans and budget and is chaired by the Director of the DGA.

The MTE were invited as observers to the PSC meeting on 7 June 2007, which provided an opportunity to see how the Committee operated, to learn about some of the key problems affecting the CVPAP, and to arrange interviews with key stakeholders and individuals. Judging from the meeting attended by the MTE team, the PSC is not very democratic or participatory with agenda development and decision-making concentrated in the current chairwoman. Unfortunately, the PSC agenda and background documents were not widely circulated before the meeting (should have been available at least two weeks before)<sup>68</sup>. In addition, the minutes of the first two PSC meetings do not provide much detail, so the level of transmission of information is low. This has been recognised and as a result the Communications Specialist was tasked with taking the minutes of future meetings, although the minutes of the 3<sup>rd</sup> PSC meeting were not provided to the MTE. The PSC minutes are produced by the NPCU then emailed to the committee members for comment. It was not clear to the MTE how these revised minutes are then used to update national- and site-level project workplans.

Some members of the PSC interviewed by the MTE reported that the PSC meetings have so far been largely been for presentation of information on project activities, rather than an opportunity for critical review of project successes and failures, joint definition of project benchmarks and targets, or discussion of strategic issues on future project development, and thus the PSC is not yet playing a significant adaptive management role.

At present, representation from several key stakeholder groups is missing (see Annex 12 for the PSC's membership), notably the communities around the two parks (whose lives are directly affected by the decisions the PSC makes), the private business community and NGOs<sup>69</sup>. This is disappointing as the project aims to develop a 'participatory' approach to the management of natural resources, and identifying and securing funding for Phase II of the CVPAP will require the input and support of a range of stakeholders inside and outside of government and the NGO and business communities could be particularly helpful in this regard and should be included within the PSC. In addition, there was no direct input from the Project Technical Committee (PTC) or the Local Site Committees (LSCs) either through direct representation or in the form of reports on their previous meetings or written requests for specific issues to be considered by the PSC.

### **b. Project Technical Committee**

The CVPAP also has a Project Technical Committee (PTC), but again this was only formed in 2006, and had met only twice since project launch (it was not clear to the MTE why it took so long for the PSC and PTC to be established by the GoCV). The PTC provides technical oversight and input to the project. However, the exact nature of this input and the mechanism in which it is delivered wasn't clear to the MTE. Originally, the PTC was to meet shortly before a PSC meeting but this did not happen with the 3<sup>rd</sup> PSC meeting in June 2007. The PTC is currently chaired by the project's Protected Area Planning Specialist. Membership of the PTC is more representative than the PSC, and includes private business (ACP Investimentos) and the Directorate General of Tourism, but there again there is no involvement of the local NGO community, e.g. Association of Friends of Nature (AAN) and the Association for Environmental Protection and Development (ADAD), and the absence of the Directorate General of Territory Planning (DGDOT) is noted, although different documents (most undated) provided to the MTE showed different membership, and this needs to be clarified.

The MTE notes that the second PTC meeting was held on São Nicolau in October 2006 (in part to discuss the proposed boundaries of the park), and whilst this was undoubtedly expensive it did provide a good opportunity for the PTC members to see the development of the MGNP first hand, and, probably more importantly, provided an opportunity for the local communities to voice their concerns over the project. More meetings of the PTC and the PSC should be held at the two project sites.

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<sup>67</sup> With hindsight, as the PSC has only had 3 meetings since project launch, it is questionable whether the decision not to use a TPR system was the correct approach

<sup>68</sup> One reviewer pointed out that there are also no contacts by email or physically with PSC in between meetings.

<sup>69</sup> It should be pointed out that the PSC originally comprised 15 members but a decision to considerably reduce membership and transfer many relevant groups to the PTC was taken during the first meeting (following a recommendation from the GEF-RTA) in order to make the PSC more 'manageable'. The MTE team considers this a mistake. It is noted that a recommendation of the second PSC meeting was for the widening of the PSC membership to include representation from INIDA, INDP, DGASP, DG of Planning, Fogo Natural Park, WWF, the National Project Director and the Site Coordinators for project at the SMNP and MGNP.

### c. Local Site Committees

Local Site Committees (LSCs) have been established at SMNP and MGNP. These groups are intended to act as a 'support structure for project execution' and are the intermediate level between the project staff and local communities. They are composed of representatives from the local communities within and around the parks, municipal authorities, and representatives of the local project team.<sup>70</sup> However, the MTE understands that the final ToRs and membership are still to be agreed and so far both groups have only met twice (the SMNP LSC on X and Y, and the MGNP LSC on X and Y – to be filled in by project). Ideally, they should serve as the local decision-making structure for development of the project at the site level (and it is expected eventually the management of the two parks) and to ensure and facilitate effective local participation. At SMNP, the LSC's responsibilities are to:

- Analyse and provide opinions about technical reports and other relevant;
- To discuss the natural park management plan proposals;
- To support local teams in the implementation of activities;
- To discuss local problems and propose strategies for possible solutions;
- To evaluate technical decisions; and
- To optimize and integrate existing local structures aiming the natural resources management.

The LSC should be the platform for the establishment of the protected areas co-management process, but there seems to be different understanding between the site teams, NPCU, DGA and local communities as to what constitutes 'co-management' and 'participation', and these need to be discussed and a common definition and approach adopted.

Curiously, although the site Community Development teams have identified a number of strategic local partners, such as the local poverty alleviation commissions (CRP) and micro-credit organisations and OASIS (represents all the farming and livestock associations), they are not involved in the LSCs, and at Monte Gordo the Catholic Church, the single largest landowner within the Park is also not included within the LSC. This is unfortunate because the Church addresses poverty issues and has some rich parishioners that could be potential sources of funds for some project activities in and around the park, especially in Phase II. At the MTE point, there were no strong partnerships between the CVPAP at Serra Malagueta and Monte Gordo and the local business communities or other private sector groups, nor are the education authorities represented which is surprisingly given the prominence that education and awareness-raising has in the project. This is disappointing because private investment is likely to be needed to develop the ecotourism development of the parks. Also, the views of the LCSs do not appear to reach the PSC and there is no direct representation of the LSCs on the PSC or PTC and it is unclear what mechanisms are used to ensure that LSC decisions feed back into project management, annual work plans, etc at the site level (review body to ensure these are incorporated).

In addition, there is no formal process for the site teams to input to the decision-making process at higher levels. It is suggested that site teams hold a meeting 2 weeks before a PSC or PTC is scheduled and discuss their concerns and draft a short report on any issues or advice they have on the items on the draft PSC and PTC agenda. These site-level meetings should be carefully minuted.

### 3.5.3 Development of a Partnership Strategy and Plan

The CVPAP approach to partnerships has been rather *ad hoc*, with little strategic thinking, planning or coordination over project partnerships. There is no specific written Partnership Strategy, only brief notes on stakeholder participation in project implementation given in Annex 2-9 of the ProDoc.

A Partnership Strategy and Plan needs to be developed that clearly identifies the key partners and stakeholders, their role in the project, what relationships need to be built and how, who has responsibility for specific partnership development, how partnership activities should be programmed, what resources (staff, training, financial, logistic) are needed, and how best to communicate between the project and the partners (so linked to the Communication Strategy). Each site should also develop their own partnership strategy and plan that sets out the key local partners and stakeholders, participation process, identifies the financial, personnel, and training needs to enable the stakeholders to effectively participate in the project, how best to communicate between the project and the partners, and defines activities, progress and impact indicators and targets, responsibilities and budget.

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<sup>70</sup> See page 14 of the project's Annual Report - 'Relatorio de Actividades do Projecto Ano-2006' dated April 2007, and presented at the 3<sup>rd</sup> PSC meeting on 7<sup>th</sup> June 2007.

## 4 Recommendations

The project needs some significant adjustment and re-orientation. The recommendations given below are aimed at improving the efficiency of the project, helping it better meet its objectives and targets, and ensuring a smooth transition from Phase I to Phase II. Those marked 'Priority' are the most important actions needed in order to achieve project objectives, and adoption of these would lead to the project achieving a 'Satisfactory' status with most of the project objectives met. Implementation of the remaining recommendations should be seen as important and lead to a 'Highly Satisfactory' rating, and a model project.

### 4.1 Recommendations for Outcome 1 - Policy, legal framework and capacities in place for conservation of biodiversity and management of protected areas

#### Summary of key findings

1. The legal position over land ownership and land use is not entirely clear at SMNP or MGNP
2. No land tenure maps showing limits of ownership for either park exist, with land ownership situation particularly confused at MGNP
3. No co-management agreements between DGA and private landowners exist for either SMNP or MGNP, which will reduce likelihood of private or new donor funding for park development which presents a risk to project development
4. Protected areas regulations in process of being developed but they do not consider specific controlled/prohibited activities within the PA or buffer zones
5. National reforestation schemes still mostly use exotic species but project has had some success promoting the use of native species (100% around the two sites)

#### Recommendations

- Recommendation 1. Implement recommendations of the De Witt and Ferreira (2006) report, with a full cadastre at both SMNP and MGNP (including maps) in partnership with the municipalities, and develop co-management agreements with landowners especially for parcels of land where park infrastructure and ecotourism development will occur, with incentives to develop sustainable land use by owners and those who rent<sup>71</sup> **(Priority)**
- Recommendation 2. Identify, in partnership with local communities, controlled/prohibited activities for each park and develop regulations
- Recommendation 3. Advocate for the adoption of a national policy for the use of native species in all reforestation projects, using the project as a model

### 4.2 Recommendations for Outcome 2 - Institutional framework in place for participatory management of protected areas

#### Summary of key findings

1. Project executing agency (DGA) has limited technical and managerial capacity to support the project or development of the protected area system with very limited personnel input into the CVPAP project (almost exclusively through the Director)
2. Little progress on creation of proposed 'autonomous' Protected Areas Authority (PAA) and no long-term funding mechanism yet designed for ensuring financial sustainability of PA system
3. High-level government mechanism for integration of protected area agenda into non-environment sectors not yet established
4. Weak capacity of local communities to participate effectively in the development and management of the parks

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<sup>71</sup> It is suggested that a 6-month plan for addressing the problem of defining land ownership and negotiating agreements is produced by the project team.



5. Confusion over role of PACU in relation to the GEF CVPAP, WWF-MCCP and Fogo-PGPN projects and the creation of the PAA

## Recommendations

- Recommendation 4. Implement the institutional, and staff and training needs assessment of project and DGA with additional analysis to include its ability to deliver technical, management and administrative support for the development of Cape Verde's protected area system, with consideration given to the appointment of a least one full-time position taking the lead on protected area issues<sup>72</sup> **(Priority)**
- Recommendation 5. Hold meeting between CVPAP, WWF-MCCP and Fogo-PGRN projects to develop ToR for PAA feasibility study and complete study before the end of 2007 to examine the options for the PAA, which should include consideration of the long-term (sustainable) funding of the PA system
- Recommendation 6. Develop a capacity building strategy for the entire Cape Verde Protected Area system in partnership with the WWF-MCCP and Fogo-PGRN projects towards the end of Phase I when the respective management plans are at an advanced stage.
- Recommendation 7. Establish an inter-sectoral commission (or strengthen mandate of existing structure) with wide membership to facilitate mainstreaming of biodiversity conservation and protected areas into non-environment sectors, cross-sectoral support and synergies and opportunities for funding for Phase II
- Recommendation 8. Develop targeted programme of capacity building (mostly training and logistical support) to enable local people to participate in the management of each park

## 4.3 Recommendations for Outcome 3 - Two natural parks created and under participatory community management

### Summary of key findings

1. Park infrastructure plans for SMNP are currently over budget and not based on any predicted visitor-use models and it is not clear where the additional money to fund the infrastructure and its maintenance will come from
2. Management planning process has so far not been participatory – local communities and project partners have not been involved in the design of the process for producing the plans, and are only to be included at a later stage
3. Current capacity and experience of developing community-based management plans within the project is insufficient to deliver the two management plans
4. Local Site Committees (LSC) have been established for each park but are not representative, with landowners within the parks, and the local NGO and business sector either poorly represented or not represented at all, and are not viewed as decision-making bodies
5. PA ecological and socio-economic monitoring schemes not fully established
6. No Environmental Impact Assessment has been undertaken for the planned infrastructure developments for the two parks, as required under the new legislation (being promoted by the CVPAP under Activity 1.5), which does not seem to have been considered. The DGA, as the lead agency on EIAs should ensure that these are conducted.

## Recommendations

- Recommendation 9. Review the plans for the infrastructure development at the SMNP and examine options to reduce the overall budget to within that presented in the ProDoc such as: use of cheaper building materials; use of a cheaper construction company; redesign with smaller units; construct infrastructure in phases with the main administration unit first followed by other units as and when additional funds become available; merge staff groups together and use currently empty office as their base e.g. combine the information centre and ecotourism group in the old office<sup>73</sup>; investigate potential for co-sharing of finance for Park infrastructure with the local municipal councils e.g. Tarrafal, Santa Catarina, and private business sector (would stand to benefit as the development will attract more people to the island/area) **(Priority)**<sup>74</sup>

<sup>72</sup> This would seek to build on the recent report by Curado (2007) which examines some of these issues among some staff at DGA and link with the on-going GEF NCSA initiative

<sup>73</sup> The project has already paid the rent on the building for 10+ years under a rent for refurbishment swap.

<sup>74</sup> During the feedback presentation at the end of the MTE mission, the Director of the DGA stated that some of these options are being considered by the MAA. However, the MTE has learned that the contract for construction at SMNP was signed after the MTE mission, and it is still not clear how all the funds for the construction will be raised. The MTE stresses that it is essential to ensure that funds for other important budget lines, e.g. to develop alternative livelihood options and support sustainable natural resource management, are not diverted to pay for infrastructure costs. It is also

- Recommendation 10. Monitor funding for infrastructure development to ensure that it does not go over budget and adversely impact other budget lines **(Priority)**
- Recommendation 11. Increase the CVPAP's capacity to develop a participatory management plan for each NP, through contracting one or more external consultants<sup>75</sup> for a 6-month period (3 months in each Park) to work with the local communities and stakeholders, two site teams and the Protected Area Planning Specialist in the NPCU to develop the plans **(Priority)**
- Recommendation 12. Consolidate preliminary discussions between the CVPAP, WWF Marine and Coastal Project and the KfW-Fogo project on the processes needed to produce community led management plans, and develop 'best practice' guidelines appropriate for Cape Verde, and created an email technical group to facilitate this.
- Recommendation 13. Review membership of LSCs at each Park and invite at least two representatives from local NGOs and business sector, poverty alleviation groups (CRP) and landowners (at Monte Gordo this should include a representative of the Catholic Church as the largest landowner) **(Priority)**
- Recommendation 14. Design the monitoring system at each park, which will probably require outside specialist support
- Recommendation 15. Provide training in protected area management to both Site Coordinators, survey and monitoring methodologies for the Ecological Monitoring teams, and formalise and improve the current *ad hoc* mentoring system between international consultants and national staff
- Recommendation 16. Reconstruct the baseline TT data for December 2004 in order to more fully measure and analyse change in the status and management of the parks since the beginning of the project
- Recommendation 17. Carry out an EIA on the major infrastructure development proposed for the two parks before construction begins **(Priority)**

## 4.4 Recommendations for Outcome 4 - Strengthen capacity of local actors, and promote sustainable integrated, participatory ecosystem management

### Summary of key findings

1. Mechanisms for cooperation between local stakeholders on natural resource management issues around both Parks are poorly developed and do not function well
2. There is a limited understanding of participatory and integrated approaches to ecosystem and protected area management among the project staff (at all levels) and among local communities, which limits project delivery
3. There is limited return of information collected by the Community Development and Ecological Monitoring teams at the sites to the local communities (e.g. presentation of land tenure study, socio-economic or ecological data to the people/houses/communities where it was gathered) so little local ownership of the results
4. The project's agricultural and forestry related activities have not yet been properly initiated, in part due to lack of experience among project team
5. As yet, there has been little training offered by the project to local stakeholders in sustainable management of natural resources in and around the Park, although expectations of support are high
6. Much of the endemic vegetation at both parks is threatened by aggressive invasive species such as *Lantana*

### Recommendations

- Recommendation 18. Develop specific training programmes on participatory and integrated approaches to ecosystem and protected area management for project staff, focusing on 'learning by doing' processes (*sensu* Grazia Borrini-Feyerabend *et al.* 2000, 2004), and include training in negotiation, consensus building and conflict management (especially important for the park guards), which will require outside specialist input
- Recommendation 19. Develop and implement mechanisms to ensure that analysis of information collected from and with the community (including ecological data) is discussed with the local groups and feedback invited and recorded
- Recommendation 20. Undertake a training needs assessment for local land users in sustainable natural resource management, e.g. woodlot management, and development of NGO/community groups concerned with natural resource management, in targeted communities around both parks **(Priority)**
- Recommendation 21. Link project's agricultural and forestry related activities to existing agricultural and forestry schemes and work in partnerships with MAA agricultural extension and forestry workers, local farming and

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important to ensure that any profit-making activities connected with the park infrastructure at SMNP are financed from private equity. For instance, if the café's client base is expected to be visitors to the parks then it should also be financed from private sector investment, and if its primary client base is Park staff then it is unlikely to be economically viable and should be excluded from the plans.

<sup>75</sup> The person(s) should have extensive knowledge of the process of developing management plans for protected areas, sustainable utilisation of natural resources and work with community groups and participatory approaches to developing co-management agreements. He/she should have produced at least four such plans, and needs to be a Portuguese speaker.

- livestock associations and other relevant institutions e.g. DGASP, INRH, INIDA, and CRP poverty alleviation programme, operating in the park buffer zones to jointly achieve project targets
- Recommendation 22. Develop a strategic partnership between each park team and existing agricultural and forestry schemes operated run by DGASP, INRH, INIDA, and CRP poverty alleviation programme, to jointly build capacity of farming and animal husbandry associations in the buffer zones around each Park
- Recommendation 23. Organise regular exchange of experiences with the Fogo-PGRN project for local promoters of sustainable land use practices (champions)
- Recommendation 24. Expand invasive plant species clearance programme at both parks to critical areas identified in Sales report
- Recommendation 25. Develop a capacity building strategy for the entire Cape Verde Protected Area system in partnership with the WWF-MCCP and Fogo-PGRN projects towards the end of Phase I when the respective management plans are at an advanced stage

## 4.5 Recommendations for Outcome 5 - Local communities benefiting from alternative livelihood opportunities

### Summary of key findings

1. Neither the SGP nor the MCF scheme have yet been developed, and both are seen as key to delivering alternative livelihood options and meeting many community expectations of the project at the two sites
2. Limited skills in and knowledge and experience of small business development, marketing and financial management among the communities in and around the Parks
3. High expectations of increased revenues from ecotourism development at MGNP among local stakeholders but development is not based on any national or local sustainable tourism plan or environmental carrying capacity assessment, and there is poor awareness of the limitations of ecotourism (situation is less clear for SMNP which is of more value for recreation and awareness raising among Cape Verde nationals)

### Recommendations

- Recommendation 26. Conduct a review of small grant and micro-credit initiatives in Cape Verde to develop a suitable model for their development at the two parks that looks to link project funds with existing micro-credit schemes rather than the project itself establish such a scheme **(Priority)**
- Recommendation 27. Employ a rural development economist/small business advisor at each site to establish and lead the small grants and micro-credit facilitation schemes<sup>76</sup> **(Priority)**
- Recommendation 28. Provide training and support to ensure successful funding applications from local communities to the project's small grant programme and to established micro-credit schemes, for sustainable use projects in and around each Park, involving Community Development, Ecological Monitoring and Ecotourism Development teams **(Priority)**
- Recommendation 29. Conduct an ecotourism feasibility study, including assessment of opportunities and potential impact of ecotourism development on local economy and environment (carrying capacity) at both parks, and develop appropriate community participation models
- Recommendation 30. Investigate potential linkage with the soon-to-be established GEF Small Grants Programme for Cape Verde to avoid duplication of funding and sharing of activities and to determine whether there is the opportunity for PAP priorities to be funded through the GEF Programme

## 4.6 Recommendations for Outcome 6 - National stakeholders aware and supportive of environmental conservation goal

### Summary of key findings

1. Knowledge management is not coordinated and the Communications Specialist in the NPCU does not have complete and up-to-date information (database) on the project, which limits its effectiveness in designing, developing and disseminating awareness raising and educational materials on the project

<sup>76</sup> Applicants should have specific micro-credit/small grants programme experience in rural communities, and will need to work closely with the two Community Development teams and local communities (spending a significant amount of time in the field) to help design successful applications to targeted national micro-credit schemes and provide training, mentoring and support to potential applicants and benefactors of grants.

2. Inadequate project Communications Strategy that needs to identify specific goal, objectives and target audiences, and the activities, deliverables, partnerships, mechanisms, targets, milestones and timeframe needed to achieve project awareness-raising and education goals and objectives
3. The project has had notable success, especially over the last year, e.g. produced many high quality studies, but this is not obvious due to limited documentation of project activities, project promotion, report availability and coordination over information sharing
4. Project documents are often difficult to assess in many cases, because of a lack of an Executive Summary presenting the main conclusions and recommendations or a contents page

## Recommendations

- Recommendation 31. Ensure that copies of all documents generated by the project are available at the NPCU, with information copied to a central computer with large storage capacity and backup facilities (housed within the NPCU) at least once a week **(Priority)**
- Recommendation 32. Revise the project Communication Strategy with the site teams to develop more specific and targeted measures to promote the project and raise awareness locally, nationally and internationally, then finalize and implement the strategy **(Priority)**
- Recommendation 33. Hire an experienced project Communications Officer to build capacity for undertaking communication and awareness-raising activities within the NPCU in Praia<sup>77</sup>
- Recommendation 34. Ensure that all project reports have a 1-2 page Executive Summary, in both Portuguese and English, that should include conclusions and recommendations, as well as a contents page, and all documents should have the project reference number, date, authors and title on them so can be cited
- Recommendation 35. Strengthen the efforts to promote information sharing amongst all relevant stakeholders, e.g. through existing national and local environmental platforms and working groups (identified in the Communications Strategy), but also through other avenues such as media, schools etc **(Priority)**

## 4.7 Recommendations for – Project Management

### Summary of key findings

1. The NPCU needs additional staff to meet the project management and administration demands of the remainder of Phase I and entry into Phase II, notably a Community Development Specialist, Communication Officer and Human Resources Assistant
2. Feeling of being undervalued among core teams at both parks, due to little contact with or praise from senior management, and no clear career structure or proper financial incentives to work for project (low salaries compared to other projects (e.g. WWF-MPA), often work unpaid at weekends, and few other financial benefits available), which may lead to trained staff leaving for better paid jobs in other organisations
3. The Monte Gordo staff feel particularly isolated and need additional support
4. Small pool of people with suitable qualifications, skills and experience within Cape Verde population and staff recruitment and retention is a problem, especially in São Nicolau<sup>78</sup>, as people prefer to live in the main towns (a key post missing at both SMNP and MGNP is the position of rural economist/small business advisor)
5. Inadequate matching and underutilisation of Peace Corps volunteers with project requirements, particularly at Serra da Malagueta
6. Insufficient project, office and personnel management and communication skills among key senior staff (NPCU and two Site Coordinators), with overall lack of strategic vision and leadership among senior management team (acknowledged by all levels of the project)
7. Centralisation of decision-making within the project is leading to inefficiency in project management and does not promote independent thinking and shared responsibility among the project team (important if the NPCU and two site teams are to contribute to the proposed ‘autonomous’ Protected Area Authority)
8. Poor communication within project, described as ‘vertical’ by project staff and often not documented in writing
9. Lack of a clear project ‘brand’, with a variety of logos and titles in use, which leads to confusion among stakeholders and reduces impact of project (appears that project has produced less than it has)

<sup>77</sup> The person should be familiar with knowledge management and database operations, have excellent writing skills, with experience of working with the media at national level

<sup>78</sup> It is proposed that the CVPAP will be expanded to include four more parks in Phase II. One of these is on Santo Antão, which is even more isolated than São Nicolau. Given the difficulties of recruiting staff for the MGNP site, the Final Evaluation examines the choice of the parks for Phase II and whether other parks may be a better choice for Phase II.

## Recommendations

Recommendation 36. Restructure NPCU with revised ToRs for the main posts, in order to better meet the challenges of the remainder of Phase I and entry in Phase II, and three additional posts for the remainder of Phase I, and the following positions (**Priority**):

- Project Coordinator (greater strategic role, and emphasis on project promotion and fund-raising for Phase II, with less time on site management issues);
- Head of Protected Area Management (responsible for guiding participatory management of the protected areas, former Protected Area Specialist position);
- Head of Communications and Awareness (responsible for all aspects of project promotion and document production and dissemination, with an assistant to support knowledge management, former Communication Specialist position);
- Head of Community Development (new post to give greater support and emphasis to community participation, alternative livelihoods, and poverty alleviation goals of project, working directly with Community Development teams);
- Head of Finance, Administration and Human Resources (with an additional Human Resource Manager on staff) (see Annex 13 for suggested NPCU organogram)

Recommendation 37. Introduce individual work and training plans with targets and annual appraisals for all staff, with clear guidance on performance evaluation

Recommendation 38. Develop a career structure for project staff (needed to form basis for the Protected Areas Authority)

Recommendation 39. Review and improve staff salary structure, related benefits (honorariums for periods of overtime or weekend work) and compensation payments (e.g. travel allowance) in order to attract and retain qualified and experienced people to key positions, and consider advertising internationally among the Cape Verdean diaspora

Recommendation 40. Develop a Project and Staff Manual that sets out (among other things) the job description for each employee, project management structure and individual responsibilities within it, working practices and systems for complaint, and distribute to each member of staff<sup>79</sup>

Recommendation 41. Improve information exchange within the project, for example by weekly telephone or Skype conferences, a common and updated project calendar accessible through the internet, formalized regular brief reports on planned meetings and activities, and increased communication by email as it documents project management and decision-making. Increased communication between the NPCU and the sites would also improve morale and motivation (**Priority**)

Recommendation 42. Decentralize project decision-making<sup>80</sup>, in particular through a higher level of autonomy for the project Coordinator and for the site teams from the NPCU by delegating appropriate management and financial decision-making power (this arrangement should be formalised in writing) (**Priority**)

Recommendation 43. Regular weekly briefings should be provided to the Director of DGA (more frequently is not necessary) and these should be programmed as fixed events in both the calendar of the Director and the Project's senior management team

Recommendation 44. Improve project knowledge and experience of protected area management and especially participatory and co-management approaches through targeted training (**Priority**)

Recommendation 45. Undertake more exchange visits between the two project sites and visits to other protected areas in Cape Verde (particularly important for the Monte Gordo team where capacity is less and feeling of isolation stronger) and arrange for more visits by NPCU team to project sites, especially to MGNP

Recommendation 46. Develop more specific and better planned requests for Peace Corps Volunteers with greater discussion between the project and the Peace Corps office in Praia and the Volunteers better embedded in the community

Recommendation 47. Improve project visibility through better 'branding' of the project with same project logos and a common colour theme used on every project document, report, publication, poster, sticker, and correspondence (including headed note paper and letters)

## 4.8 Project Monitoring, reporting, planning and evaluation

<sup>79</sup> It should be noted that recommendations 3-6 are also recommended in the recent Curado (2006) report, whose conclusions the MTE fully supports

<sup>80</sup> This is considered particularly important in the next two years given the challenges in delivering the bulk of the project activities before the end of Phase I and the need to design and find co-financing for Phase II

## Summary of key findings

1. Project work planning, monitoring, reporting and evaluation systems is not well developed (still evolving) with ill-defined targets, milestones and deliverables, that does not foster results-based management or adaptive management practices, with reporting on achievement of targets and impacts particularly weak and documentation of project activities not uniform (e.g. minutes of meetings attended)
2. There is very little involvement of local stakeholders in project monitoring and evaluation and performance assessment (which should be an integral part of the co-management process) and results at sites are not well communicated back to individuals and communities
3. The logframe has 112 activities and 33 outputs (there is confusion over these terms) many of which are duplicated or overlap with each other and the relationship of some to Outcomes and Project Objective not very clear, which have caused confusion among the project team (including the CTA) when trying to use the logframe to implement the project
4. Logframe has a total of 68 indicators, many of which are not Specific, Measurable, Achievable, Relevant, Timebound (SMART), and impossible to use for monitoring
5. There has been some confusion over the use of the GEF BD Tracking Tool, in part due to poor English and the ambiguous instructions in places and the fact that the protected area system in Cape Verde is starting from zero
6. Community Development, Ecological Monitoring, and Ecotourism Development team workplans vary between groups and sites and have no clear (documented) monitoring and reporting mechanisms to feed results into the redesign reprogramming of management activities
7. The project retreats are viewed as extremely useful by the staff for sharing experiences, team building and analysing project problems, especially as they are conducted in a democratic way with outside facilitators

## Recommendations

- Recommendation 48. Strengthen culture of documenting all project activities through design of standard forms for reporting, e.g. reports of community meetings that include date, agenda covered, conclusions, commitments, responsibility for follow-up, etc (**Priority**)
- Recommendation 49. Strengthen project monitoring and evaluation and planning system by developing a standard model with workplans that set clear specific targets at all levels (individual, team, sites, NPCU, project) to be achieved, and train all project staff in reporting and monitoring for results-based management (**Priority**)
- Recommendation 50. Involve local stakeholders in the project monitoring and evaluation process of the site teams
- Recommendation 51. Revise project logframe to refocus the delivery of outputs on the achievement of outcomes, if resubmission of project to GEF Council is not required<sup>81</sup> (**Priority**)
- Recommendation 52. Reduce the number of indicators to no more than 2-4 for each Outcome (20 indicators - 80% = 16 indicator targets to be met by end of Phase I, compared to 52 in original list) (**Priority**)
- Recommendation 53. Financial data for protected areas should be incorporated into Tracking Tool exercise, or through use of UNDP "Financial Sustainability Scorecard for National Systems of Protected Areas" once it is approved for use by GEFSEC
- Recommendation 54. Provide specific training to project staff on the UNDP Atlas system for project management and the Atlas risk management and monitoring module
- Recommendation 55. NPCU team should provide an official analysis of the retreat conclusions which is shared with all staff and feedback invited, and annual site team retreats should be instigated with participation of representatives of the local communities

## 4.9 Project risk assessment and management

### Summary of key findings

1. Project has been in high-risk category in Atlas due to a variety of Operational, Organisational and Political risks, with 4 remaining 'critical' risks:
  - i. Project coordination management capacity weak (date risk identified 12/10/2005)
  - ii. Limited UNDP Country Office support capacity in administrative, financial and technical support (12/10/2005)
  - iii. Project management setup allows Project Coordinator and CTA very little influence on project activities (12/10/2005)

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<sup>81</sup> It is strongly recommended that the project uses the last quarter of AWP3 (October to December 2007) to prepare a revised logframe for AWP4 with a more sensible structure that is more tightly focused on delivering the project objective and outcomes. For suggested revision of logframe see Annex 9.

- iv. Government implementing agency (DGA) not yet sufficiently understanding of and responsive to the adoption of an entirely new approach to training strategy (12/10/2005)
2. Five other potentially serious risks have been identified which will need to be monitored, namely: failure to secure agreement on co-management of land with landowners within the Parks (especially important at Monte Gordo); creation of a micro-credit facility by the project; difficulties with staff recruitment and retention; currency rate fluctuations; and potential for over-spending on infrastructure costs at the parks
3. Process of identifying risks and assigning risk status within project is not transparent and does not build trust

## Recommendations

- Recommendation 56. Undertake future risk assessments jointly between ENDU, UNDP-GEF, the project's senior management team and the CTA to ensure greater transparency of the risk assignment process and make documentation on the process available publically
- Recommendation 57. Rather than establishing a micro-credit facility within the project, use funds to facilitate access (applications) to existing micro-credit schemes offered by other groups and institutions, with the project providing training and support in small business development and proposal writing to local stakeholders
- Recommendation 58. Develop a risk assessment and management system for the project at the site level
- Recommendation 59. Address the potential risks before they become actual risks, e.g. through prioritising development of co-management agreements at Parks, identifying and documenting a clear strategy for funding of infrastructure development, building capacity of DGA to strengthen protected area management and support to Project, increasing staffing within the Environment and Natural Disasters Prevention Unit of the UNJO (**Priority**)
- Recommendation 60. The MTE team recommends removal of critical risk status from existing risks (ii) and (iv) above, although risk (i) is still relevant and risk (iii) needs to be addressed through delegation of authority by the Director of DGA to the Project Coordinator and CTA (with the documentation and evidence assessed by the Final Evaluation), which should be considered in the 2007 PIR (**Priority**)

## 4.10 Partnership strategy and project governance

### Summary of key findings

1. CVPAP not strongly linked to WWF-MCCP and Fogo-PGMR projects with a limited forum for discussion on protected area issues or even formal meetings between the two projects under the umbrella of the DGA
2. The CVPAP approach to partnerships has been rather *ad hoc*, with little strategic thinking, planning or coordination over project partnerships, and there is no specific written Partnership Strategy and Plan
3. Private land owners within each Park are poorly informed of project objectives and developments and not included in the decision-making process at each Park (especially important at Monte Gordo as most of Park is in private hands)
4. Project Steering Committee (PSC) is the final decision-making body for the project yet has no representation from local communities, whose lives are affected by the decisions the PSC takes
5. The PSC and Project Technical Committee (PTC) have weak representation from relevant NGOs and private business (especially important for securing co-financing for Phase II)
6. PSC meetings are not well organised (agenda developed late, poor background documentation provided to members before meetings)
7. Some members of PSC complain that the PSC is little more than an information-sharing forum
8. PSC and PTC not well attended and many attendees do not participate fully
9. ToRs and membership of the LSCs still not well defined
10. PSC and PTC have only met 3 times and each LSC only twice before end of MTE

### Recommendations

- Recommendation 61. Create forum within the DGA for addressing common protected area management issues, joint training and activities, capacity building strategies and programmes and cost-sharing mechanisms (e.g. sharing GIS systems and databases and joint development of ecotourism<sup>82</sup>) with participation of WWF-MCCP and Fogo-PGRN projects and other relevant programmes

<sup>82</sup> Interestingly, the recent Mid Term Evaluation for the WWF/GoCV Marine and Coastal Conservation Project (Ottosson 2007) recommended active promotion of sustainable tourism within the WWF/GoCV project, which offers the opportunity for strong linkage and possible integration with the PAP ecotourism development plans.

- Recommendation 62. Develop effective strategic partnerships with the private sector and relevant local and national NGOs, particularly to promote ecotourism at each park
- Recommendation 63. Finalise the review of the composition of the PSC, and broaden membership to include representation of civil society, particularly the private business sector, and the NGO community, and the Local Site Committees (where the Chair should not be the Site Coordinator) **(Priority)**
- Recommendation 64. Improve organisation of the PSC with items for an agenda circulated at least two weeks beforehand along with relevant project reports delivered since last PSC meeting, including reports and recommendations from PTC and LSCs
- Recommendation 65. Introduce a rotating chairmanship of the PSC between the DGA and UNDP in order to underline the joint partnership of the project
- Recommendation 66. Encourage the non-DGA members of the PSC to assume a more active role in reviewing and approving the CVPAP activities, workplans and annual budget, and also to strengthen linkage to other government sectors to facilitate the integration of biodiversity conservation and protected area concepts and policy and the implementation of the project
- Recommendation 67. Rotate PSC meetings between Praia and the two project sites, to improve transparency in the decision-making process, to provide an opportunity for the PSC to experience project activities on the ground, and to allow opportunities for the local communities to express their concerns directly
- Recommendation 68. Invite selected members of the PSC as observers to the annual project retreat to gain a better understanding of how the project teams operate and resolve key problems
- Recommendation 69. Invite private landowners, local business representatives and NGOs to become part of the decision-making process for the implementation of the project and park management decision-making process as members of the LSCs **(Priority)**
- Recommendation 70. Review the ToRs of the LSC to ensure that they take on increasing decision-making responsibilities for the development of the two parks **(Priority)**
- Recommendation 71. Develop a specific Partnership Strategy for the project **(Priority)**

## 4.11 UNDP Support

### Summary of key findings

1. Current capacity of UNDP is likely to be inadequate for management and support requirements of project in next 18 months
2. UNDP 'Soft assistance' (policy advice and dialogue, advocacy, and coordination) does not appear to have been significant so far
3. Not all documents are provided to the GoCV in Portuguese (Project Document only partially translated in Portuguese)
4. Reporting by UNDP and UNDP-GEF is good but more detail on some reports would have been useful

### Recommendations

- Recommendation 72. Increase capacity of UNDP CO Environment and Natural Disasters Unit by one Programme Officer (50%) and one Programme Assistant (50%)
- Recommendation 73. Keep UNJO Resident Representative (RR) and Deputy RR informed of project developments and opportunities through weekly briefings from the ENDU and re-establish monthly meetings with the Minister of Environment and Agriculture **(Priority)**
- Recommendation 74. Encourage both RR and DRR to make a visit to each site during the next 12 months which would significantly boost morale among the site teams and offer opportunity for both to evaluate progress on the project first-hand
- Recommendation 75. All UNDP and UNDP-GEF documents need to be provided to the GoCv in Portuguese, and a budget needs to be identified for this.



## 5 Extension of Phase I and conditions to be met for a 1-year extension

The MTE notes that:

- The project is complex, ambitious and covers a number of areas that are technically and scientifically difficult and which are new for Cape Verde
- The ProDoc made implicit assumptions that many activities (detailed ecological surveys, partner participation in conservation planning, capacity building, etc) could take place rapidly and simultaneously, which the project has struggled to deliver and will increase at the end of Phase I approaches
- There have been a number of significant delays on the delivery of the project (e.g disbursement issues, establishment of PSC, PTC, and LSCs, hiring of key staff, etc) and as a result the project is roughly one year behind where it was envisaged to be at this stage (the Monte Gordo team a little more)
- A number of key activities are very unlikely to be fully achieved before the end of Phase I at the end of December 2008, because they require trust, knowledge and capacity to be built (particularly related to community development activities such as the establishment and operation of the SGP and MCF schemes), or conflicts to be resolved (e.g. land tenure and use issues)
- Around 64% of the project budget needs to be spent in the next 18 months, which is unlikely to be possible without substantially increased capacity for financial management and staffing
- The MTE is taking place almost a year late and the Final Evaluation is currently scheduled for a little over a year's time, and this is insufficient time to show results and allow for adaptive management called for by the MTE
- It is doubtful that the project will be able to demonstrate sufficient achievements (80% of indicator targets) for entry to Phase II before December 2008, which are needed to trigger entry to Phase II
- There is near complete agreement among project staff (among NPCU and the two sites), backed by the report of the national consultant tasked with a capacity and training needs assessment of the project (Curado 2006), that the project targets are too ambitious to achieve before the end of 2008

Although the project has performed well over the last year, judging from the Project Document, Inception Phase report and Annual Work Plans, the MTE estimates that the SMNP is probably 9-12 months and MGNP 12-15 months behind where they would have been (in terms of project deliverables) if there had not been the significant delays during the first year of implementation. Even with the changes suggested in this evaluation report, the MTE considers that the workplan and budget for the remainder of 2007 and 2008 are likely to be too ambitious, and that a 1-year extension is needed to allow sufficient time to complete all the activities identified for Phase I, design the Phase II proposal and secure the necessary co-financing, to ensure smooth entry to Phase II.

Based on the above facts, the MTE believes that if Phase I is not extended by an extra year, the project is extremely unlikely to reach the 80% threshold for Outcome targets achievement (even if the suggested rearrangement of the logframe and reduction in the number of indicators is followed), or achieve the targets set for the Project Objective, which are required for release of GEF funds for Phase II.

### Recommendations

Recommendation 76. The project should host a discussion between senior project management team, DGA, UNJO, and UNDP-GEF on the feasibility of a 1-year extension to Phase I to end December 2009. A decision on whether or not to extend the Project should be made prior to finalising the Annual Work Plan for 2008 and be subject to a review of progress and compliance with the agreed recommendations and conditions set out in this Mid-Term Evaluation (**Priority**)

Recommendation 77. The agreement of a 1-year extension should be made on the basis that the recommendations within this report are incorporated into project planning and implemented in full. Disbursement of funds should be linked to verification of the uptake of these recommendations (**Priority**)

# **Annexes**

## **Annex 1. Terms of Reference for Mid-Term Evaluation**

### **Integrated Participatory Ecosystem Management in and Around Protected Areas, Phase I**

#### **Terms of Reference for Mid Term Evaluation (MTE) Mission May – June 2007**

#### **INTRODUCTION**

In partnership with the Global Environment Facility (GEF) and the United Nations Development Programme (UNDP), the Government of Cape Verde is currently implementing an integrated programme which aims at conserving globally significant biodiversity in Cape Verde through the creation and consolidation of the national system of protected areas (PAs). The system encompasses five of Cape Verde's nine islands and through a representative sample of six critical terrestrial ecosystems that are unique to the archipelago. The programme was designed to last seven to eight years divided into two subsequent phases. It is also expected to contribute to halting and reversing existing degradation of land and water resources within the protected areas and adjacent landscapes at the same time that it promotes the creation of income-generating alternative livelihood options for local communities that live in the surroundings of the PAs.

The programme is implemented by the Ministry of Environment and Agriculture (MAA) through the General Direction of Environment (DGA) on the basis of national execution modalities and the support of UNDP as GEF implementing agency. DGA is the institutional focal point, responsible for project implementation and facilitation of operational procedures with the Office of the United Nations Funds and Programmes (representing UNDP in Cape Verde) and other funding partners.

The project's Phase I is to be implemented over a four-year period, having started in late 2004 and expected to end in late 2008 or early 2009. The current phase focuses primarily on the institutional, policy and legal frameworks, and on building capacity (long and short term training, exchanges, mentoring, etc.) at local and national levels for managing the PA system. The key outcome of Phase I is the establishment of two pilot PAs, one in Santiago Island (Serra da Malagueta) and another in São Nicolau Island (Monte Gordo).

The approval of the Phase II (2009 - 2012) is linked to the successful implementation of the Phase I, which will be assessed through the final evaluation of the current phase. Phase II is designed to focus on key elements of the sustainability of the PA system, including financial sustainability, and will encompass a consolidation of the PA system to four other natural parks on the following islands: Santo Antão (Moroços, and Cova / Ribeira da Torre and Ribeira de Paúl), São Vicente (Monte Verde), and Fogo (Chã das Caldeiras). As for the later, even though not foreseen in the UNDP Project Document (PRODOC), the project assumed since 2006 several tasks linked to supporting the management of the Natural Park in Fogo Island, which receives German co-funding.

The programme is designed to significantly strengthen capacities for PA management in the country in its efforts to conserve the island's ecosystems and undertake long-term adaptive management against potential future degradation of Cape Verde's environment. It is also expected to contribute to sustainable development and poverty alleviation in the project's zone of influence as well as to the attainment of the Millennium Development Goals.

#### **OBJECTIVES**

The project Mid-Term Evaluation has as its main objectives:

1. To strengthen the adaptive management and monitoring functions of the project
2. To ensure accountability for the achievement of the GEF objective

3. To enhance organizational and development learning
4. To enable informed decision-making

## SCOPE OF THE EVALUATION

The Mid-Term evaluation will cover the following project **components**:

1. The entire GEF, Government and UNDP TRAC funded components of the Project Cape Verde Protected Areas.
2. The co-financed components such as the in-kind contributions from Peace Corps and the Government, which are included in the project general workplan.
3. In addition, the MTE will also consider the project's support to the consolidation of the Natural Park on Fogo Island, which has been receiving parallel funding from GTZ and KfW

The Mid-term Evaluation will cover the following **aspects of project design and implementation**:

### 1. Progress Towards Results

**Changes in development conditions:** Focus on the perception of change among stakeholders, including members of the adjacent communities and, to the extent possible, park visitors (i.e. user surveys). The aim is to answer the question “have the two Natural Parks of Serra Malagueta and Monte Gordo been established?”, or more analytically “to what extent they have?”.

**Measurement of change:** Progress towards results should be based on a comparison of indicators before and after (so far) the project intervention. Progress can also be assessed by comparing conditions in the project site to conditions in similar unmanaged sites (areas with similar ecosystems but that do not afford PA category, for instance). In connection with the evaluation and two weeks prior to the arrival of the mission, the project team will draft the BD1 Tracking Tools that are due by MTE. The Evaluation team will assist the project team in reviewing the document within the framework of a training session.

**Project strategy:** how and why outcomes and the applied strategies (e.g. the ‘unwritten’ capacity building approach being applied by the project now, but also other strategic documents of the project or produced by the project) contribute to the achievement of the expected results (the project objective and goal).

- Examine their relevance and whether they provide the most effective route towards results.
- Do the six (06) project outcomes, as formulated in the PRODOC still represent the best project strategy for achieving the project objectives?
- Even considering the possible requirement of having to request approval from the GEF Council for such substantive changes, would the simplification of project outcomes from six (06) to three (03), as developed during the inception phase, constitute a better approach to achieving the project objectives? Consider alternatives. Consider also if and how the comparability in the measurements for project indicators would be affected.
- Considering that the development of national capacity for managing PAs is a means to the ultimate goal of conserving Cape Verde's biodiversity, how useful and adequate is the project's current approach to strengthening this capacity? Should a capacity building strategy for PA be formulated?
- Considering the time left till the foreseen end of Phase I and the difficulties faced by the project in its first two years of implementation, is the timeframe set still realistic? If applicable, outline recommendations for revising this timeframe with proposed benchmarks for the reminder implementation time of Phase I.

**Performance:** With focus on the expected results from Phase I, the evaluators are to assess how well the project is performing in terms of:

- achieving the set of outputs that would be expected – and the contribution of these outputs to the project's outcomes – considering the current phase and year of implementation and the planning
- improving the national capacity for the sustainable management of biodiversity in Cape Verde through a PAs approach (including DGA staff engaged in the project and local communities living in the surroundings of PAs);
- the professional capacity and the quality of inputs and activities by the main national implementing partner of the programme: DGA, the National Coordination Unit and Site Coordination Units.
- the managerial aspects of the project, including how the coordination is organized, how it organizes the teams, the set of skills required vis-à-vis the challenges, the management style and the management of

human and financial resources (noting that the evaluators will not be auditing the project, but should have insight in any financial audit reports that have been produced).

- the adequacy, effectiveness of implementation arrangements of the project.

For all of the above points, the evaluators are to make recommendation as to how project performance can be improved.

**Sustainability:** Considering that this is still the MTE of Phase I, and focusing mostly on the Natural Parks of Serra da Malagueta and Monte Gordo, the extent to which the benefits of the project are likely to continue, within and outside the project domain, after it has come to an end. The MTE should also pay special attention to the potential contribution of the project to creating the basic conditions to ensure sustainability of the Natural Park Authority.

**Gender perspective:** Extent to which the project accounts for gender differences when developing and applying project interventions. How are gender considerations mainstreamed into project interventions and the management of the Natural Parks? Suggest measures to strengthen the project's gender approach.

**Millennium Development Goals:** The extent to which the project activities are contributing – or can potentially contribute – to the achievement of MDGs, with focus in the areas of biodiversity, poverty reduction and gender.

## 2. Project's Adaptive Management Framework

### *Monitoring Systems*

- Assess the monitoring tools currently being used:
  - Do they provide the necessary information?
  - Do they involve key partners?
  - Are they efficient?
  - Are additional tools required?
- Reconstruct baseline data if necessary<sup>83</sup>. Reconstruction should follow participatory processes and could be achieved in conjunction with a learning exercise.<sup>84</sup>
- Ensure the monitoring system, including performance and impact indicators, at least meets GEF minimum requirements<sup>85</sup>. Apply SMART indicators as necessary.
- Apply the GEF Tracking Tool – by reviewing the draft prepared by the project team – and provide a description of comparison with initial application of the tool during the inception phase. Propose ways of effectively using the TT as useful tool for assessing success in PAs consolidation, management and sustainability.

### *Work Planning*

- Assess the use of the logical framework as a management tool during implementation and any changes made to it
  - Ensure the logical framework meets UNDP-GEF requirements in terms of format and content.
  - Assess whether the congruence between the outputs-based budget (Annex 2-11 of the PRODOC) and the inputs-based budget (the Atlas budget) is adequate and propose ways to improve it as applicable.
- Assess the use of routinely updated workplans.
- Assess the use of electronic information technologies to support implementation, participation and monitoring, as well as other project activities
- Ensure work planning processes are result-based<sup>86</sup>.

## 3. Underlying Factors

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<sup>83</sup> See p.67 of UNDP's "Handbook on Monitoring and Evaluation for Results", available at <http://www.undp.org/gef/05/monitoring/policies.html>

<sup>84</sup> See Annex C of "Participatory Monitoring and Evaluation: approaches to sustainability", available at <http://www.undp.org/gef/05/monitoring/policies.html>

<sup>85</sup> See section 3.2 of the GEF's "Monitoring and Evaluation Policies and Procedures", available at <http://www.undp.org/gef/05/monitoring/policies.html>

<sup>86</sup> RBM Support documents are available at <http://www.undp.org/eo/methodologies.htm>

- Assess the underlying factors beyond the project's immediate control that influence outcomes and results. Consider the appropriateness and effectiveness of the project's management strategies for these factors. [How are the risks dealt with in the ProDoc?]
- Re-test the assumptions made by the project management and identify new assumptions that should be made about factors out of the project's control
- Assess the effect of any incorrect assumptions made by the project

This will include depend on other organisations (partners) and how they operate in CV, environmental variables, e.g. drought.

#### 4. UNDP Contribution

With focus on the support provided by the UN Office of Funds and Programmes and the UNDP/GEF Regional Coordination and considering the scope and availability of results from the GEF Evaluation Office Desk Review of the project – so as to avoid duplication – evaluators are to assess:

- The role of UNDP against the requirements set out in the UNDP Handbook on Monitoring and Evaluating for Results. Consider:
  - Field visits
  - TPR
  - Steering Committee/TOR follow-up and analysis
  - APR/PIR preparation and follow-up
  - GEF guidance
  - Quarterly Progress and Financial Reports.
  - Workplans
  - Combined Delivery Report
- Consider the new UNDP requirements outlined in the UNDP User Guide, especially the quality assurance elements, and ensure they are incorporated into the project's adaptive management framework
- Assess the contribution to the project from UNDP "soft" assistance (i.e. policy advice & dialogue, advocacy, and coordination). Suggest measures to strengthen UNDP's soft assistance to the project management.

#### 5. Partnership Strategy

- Assess how partners are involved in the project's adaptive management framework:
  - Involving partners and stakeholders in the selection of indicators and other measures of performance
  - Using already existing data and statistics
  - Analyzing progress towards results and determining project strategies.
  - Identify opportunities for stronger substantive partnerships between DGA, other government counterparts, UNDP, Peace Corps, GTZ, KfW and Dutch Cooperation.
- Assess how local stakeholders (the park's resource users and visitors) participate in project management and decision-making. Include an analysis of the strengths and weaknesses of the approach adopted by the project and suggestions for improvement if necessary.
- Consider the dissemination of project information to partners and stakeholders and, if necessary, suggest more appropriate mechanisms.

### PRODUCTS EXPECTED FROM THE EVALUATION

#### 1. There will be two main products:

- **Mid-term evaluation report**, including an executive summary, fulfilling the evaluation requirements set out in these TORs. The final report is to be cleared by UNDP before final payment. The final report (including executive summary, but excluding annexes) should not exceed 35 pages.
- **A Power-Point presentation** of the findings of the evaluation: the Office of UN Funds and Programmes in Cape Verde will organize a stakeholders' meeting at which to make a presentation to the partners and stakeholders.
- The evaluation team will present 3 hard copies of the final report as well as its electronic version.

#### 2. Indicative outline of the evaluation report:

1. Executive summary (2 pages)
2. Introduction (5 pages)
  - Status of project (problem being addressed, expected results, measures of success, project strategy, key partners/stakeholders, project progress)
  - Methodology of the evaluation
3. Findings and Evaluation Outcomes (25 pages)
  - Progress Towards Expected Results
  - Project's Adaptive Management Framework
  - Underlying Factors
  - UNDP Contribution
  - Partnership Strategy
4. Recommendations (3 pages)
5. Evaluation report Annexes
  - Evaluation TORs
  - Itinerary
  - List of persons interviewed
  - Summary of field visits
  - List of documents reviewed
  - Questionnaire used and summary of results
  - Comments by stakeholders (only in case of discrepancies with evaluation findings and conclusions)
  - Any other annex considered important by the evaluators

## EVALUATION METHODOLOGY

The evaluation methodology guidelines are provided below. Any changes should be in conformity with international criteria and professional norms and standards (as adopted by the UN Evaluation Group 7). They must be also cleared by UNDP before being applied by the evaluation team.

**The evaluation must provide evidence-based information that is credible, reliable and useful.** It must be easily understood by project partners and applicable to the remaining period of project duration. The evaluation should provide as much gender disaggregated data as possible. The evaluation will be carried out by the team through:

**Documentation review** (desk study); the list of documentation to be reviewed is included in Section 5 of these TORs. These documents will be availed by DGA/Project office and/or UN.

**Interviews** will be held with the following organizations and entities :

- UNDP: Office of UN Funds and Programmes in Cape Verde Resident Representative and the members of the Environment Unit, and UNDP/GEF Regional Technical Adviser for Biodiversity (Dakar).
- Ministry of Environment and Agriculture (MAA)
- DGA: Director General, all relevant units and experts
- Project team: National Coordination Unit in Praia (including Project Director, National Coordinator, Chief Technical Advisor and support staff), Site Coordinators (for Serra da Malagueta and Monte Gordo Natural Parks) and respective technical and operations teams
- DGASP: Forestry Service
- Directorate General of Planning, Ministry of Finances and Public Administration
- Directorate General of International Cooperation, Ministry of Foreign Affairs, Cooperation and Communities
- Directorate General of Tourism Development, Ministry of Economy, Growth and Competitiveness
- Municipalities surrounding the national parks
- Project Steering Committee
- Technical Committee
- Park resource users and visitors: through the use of targeted surveys or visits to adjacent farms, villages and towns

**Field visits** should be made to Serra da Malagueta and Monte Gordo Natural Parks.

## IMPLEMENTATION ARRANGEMENTS

### PROFILE OF THE EVALUATORS

The evaluation will be carried out by a team made up of one international evaluator and one national evaluator, assisted by the Environment Unit of the United Nations Office and by project staff in Praia and in the PA sites. The team is expected to combine international caliber evaluation expertise with knowledge of the environment sector in Cape Verde.

#### *Team Qualities:*

- Recent knowledge of result-based management evaluation methodologies
- Recent knowledge of participatory monitoring approaches
- Experience applying SMART indicators and reconstructing or validating baseline scenarios
- Recent knowledge of the GEF Monitoring and Evaluation Policy
- Experience applying UNDP's results-based evaluation policies and procedures
- Competence in Adaptive Management, as applied to conservation or natural resource management projects
- Recognized expertise in the management of island biodiversity and/or arid and semi-arid ecosystems
- Familiarity with protected area policies and management structures in Cape Verde
- Demonstrable analytical skills
- Experience with multilateral or bilateral supported conservation projects
- Both team members with excellent Portuguese communication skills (or Spanish for the international evaluator) and English (oral, aural, written and presentation).

Individual consultants are invited to submit applications together with their CV for a position. Joint proposals from two independent evaluators or from recognized consulting firms to field a complete team with the required expertise are welcome.

Both consultants should become fully familiar with the project through a review of relevant documents prior to beginning travel to the country / initiation of the assignment. These documents include:

- Project document
- Work plans and project budgets
- Inception Report
- Project Implementation Reports (PIRs)
- Minutes of technical committees
- Minutes of steering committees
- The GEF Monitoring and Evaluation Policy, February 2006
- The Evaluation Policy of UNDP, May 2006
- Recent project reports and publications

The above-referenced documents shall be available to the evaluators in advance of the mission and, to the extent possible, in electronic format. Any other reports produced in the realm of the project (including those of the PDF Phase), website, publications, correspondence etc. which are considered relevant to the evaluation may be made available by the project team after their arrival in Cape Verde.

The evaluation will be undertaken in-line with GEF principles:

- Independence
- Impartiality
- Transparency
- Disclosure
- Ethical
- Partnership
- Competencies and Capacities
- Credibility
- Utility

The evaluators must be independent from the delivery and management of development assistance process that is relevant to the project's context. Therefore, applications will not be considered from evaluators who have had any direct involvement with the design or implementation of the project. Any previous association with the project must be disclosed in the application. This applies equally to firms submitting proposals as it does to individual evaluators. If selected, failure to make the above disclosures will be considered just grounds for immediate contract termination,

without recompense. In such circumstances, all notes, reports and other documentation produced by the evaluator will be retained by UNDP.

UNDP will appoint one Team Leader, who will have overall responsibility for the delivery of the evaluation products. Team roles and responsibilities will be reflected in the individual contracts. If a proposal is accepted from a consulting firm, the firm will be held responsible for the delivery of the evaluation products and therefore has responsibility for team management arrangements.

## **IMPLEMENTATION MANAGEMENT**

The principal responsibility for managing this evaluation lies with the Office of UN Funds and Programmes in Cape Verde, being thereby the main operational point for the evaluation, responsible for liaising with the project team to set up the stakeholder interviews, arrange the field visits and co-ordinate with DGA and Government counterparts. The Office of UN Funds and Programmes in Cape Verde will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team.

## **MISSION TIMETABLE**

The timetable presented in this section is indicative and, to a certain extent, negotiable. Candidates are welcome to propose alternative timetable, which will be considered when assessing their candidatures.

The proposed time of the evaluation will be from **early-May to early-July 2007**, with the draft report being available for comment 2 weeks after the completion of the mission. A schedule of activities which comprises a maximum of **seven (07) effective working weeks** of minimum 6 days each is set out below.

### **Resources, logistical support and Deadlines:**

**ONE working week preparation before field work (07 – 12 May 2007):** to review documents, obtain necessary non-project background or supporting documents, finalize evaluation methodology, prepare learning sessions, surveys etc, develop hypotheses about the project strategies and management and consider methods for testing hypotheses. Telephone interview with the UNDP/GEF Regional Technical Advisor should be arranged during that period.

**THREE working weeks field works in Cape Verde (14 May – 2 June 2007):** evaluators are expected to work 6-day weeks when on mission. With the evaluation's emphasis on the project's adaptive management framework, the evaluators' team is expected to work closely with the project team. The in-country period will include learning sessions with the project team and other adaptive management strengthening measures.

**TWO weeks (4 – 16 June 2007)** after the mission to prepare the first draft of the evaluation report.

**TWO weeks for comments on the draft report (18 – 30 June 2007):** The draft Mid-term Evaluation report should be submitted to the UN Resident Representative in Cape Verde. The Office of UN Funds and Programmes in close collaboration with the project team, DGA and the UNDP/GEF Regional Technical Advisor should analyze, provide comments and share it with different stakeholders.

**ONE week to integrate the comments and finalize the evaluation report (2 – 7 July 2007):** The evaluation team will incorporate the comments into the final version within one week of receiving the comments. The evaluation team is responsible for ensuring matters of fact are revised in the report, but matters of opinion may be reflected at their discretion. The final report must be cleared and accepted by the Office of UN Funds and Programmes in Cape Verde. In the case of any unresolved difference of opinions between any of the parties, the Office of UN Funds and Programmes in Cape Verde may instruct the evaluation team to set out the differences in an annex to the final report.

In addition, it is expected that at least one member of the project would accompany the team during the visits in order to facilitate and provide clarifications where necessary.

During the evaluation period, the team will require office accommodation. This could be provided either at DGA or at the Office of UN Funds and Programmes in Cape Verde.



		Responsible / support	Week 1	Week 2	Week 3	Week 4	Week 5	Week 6	Week 7	Week 8	Week 9
Week beginning with			7-May	14-May	21-May	28-May	4-Jun	11-Jun	18-Jun	25-Jun	2-Jul
<b>Pre-mission (07 – 12 Mai 2007)</b>											
	Desk Review	Mission team									
	Design approach and methods	Mission team									
	Finalize evaluation methodology	Mission team									
	Develop hypotheses about the project strategies and management	Mission team									
	Prepare surveys	Mission team									
	Prepare learning sessions	Mission team									
<b>Mission (14 Mai – 02 June 2007)</b>											
	Briefing for evaluators	UN Office									
	Meeting with partners, DGA, MOE, donors etc.	Mission team/ UN Office & Project Team									
	Travel to Serra Malagueta, interviews, working sessions	Mission team/ UN Office & Project Team									
	Travel to Sao Nicolau, interviews, working sessions	Mission team/ UN Office & Project Team									
	Working sessions with National Project Mangement Unit	Mission team/ UN Office & Project Team									
	Debriefings / Presentation	Mission team / Project Steering Committee									
	Report writing- drafting	Mission team									
<b>After-mission (04 June – 16 June) &amp; (18June – 07 July 2007)</b>											
	Finalize report	Mission team									
	Report Submission – UNDP and Circulation of Report for comment	Mission team / Project Team / Project Steering and Technical Committees									
	Review and final submission of the report	Team Leader									

## **Annex 2. Draft Aide Memoire for Mid-Term Evaluation**

### *Aide Memoire*

#### **Mid-Term Evaluation of ‘Integrated Participatory Ecosystem Management in and Around Protected Areas’**

##### **A. Introduction**

In partnership with the Global Environment Facility (GEF) and the United Nations Development Programme (UNDP), the Government of Cape Verde is currently implementing an integrated programme which aims at conserving globally significant biodiversity in Cape Verde through the creation and consolidation of the national system of protected areas (PAs). The system encompasses five of Cape Verde’s nine islands and through a representative sample of six critical terrestrial ecosystems that are unique to the archipelago. The programme was designed to last seven to eight years divided into two subsequent phases. It is also expected to contribute to halting and reversing existing degradation of land and water resources within the protected areas and adjacent landscapes at the same time that it promotes the creation of income-generating alternative livelihood options for local communities that live in the surroundings of the PAs.

The programme is implemented by the Ministry of Environment and Agriculture (MAA) through the General Direction of Environment (DGA) on the basis of national execution modalities and the support of UNDP as GEF implementing agency. DGA is the institutional focal point, responsible for project implementation and facilitation of operational procedures with the Office of the United Nations Funds and Programmes (representing UNDP in Cape Verde) and other funding partners.

The project’s Phase I is to be implemented over a four-year period, having started in late 2004 and expected to end in late 2008 or early 2009. The current phase focuses primarily on the institutional, policy and legal frameworks, and on building capacity (long and short term training, exchanges, mentoring, etc.) at local and national levels for managing the PA system. The key outcome of Phase I is the establishment of two pilot PAs, one in Santiago Island (Serra da Malagueta) and another in São Nicolau Island (Monte Gordo).

The approval of the Phase II (2009 - 2012) is linked to the successful implementation of the Phase I, which will be assessed through the final evaluation of the current phase. Phase II is designed to focus on key elements of the sustainability of the PA system, including financial sustainability, and will encompass a consolidation of the PA system to four other natural parks on the following islands: Santo Antão (Moroços, and Cova / Ribeira da Torre and Ribeira de Paúl), São Vicente (Monte Verde), and Fogo (Chã das Caldeiras). As for the later, even though not foreseen in the UNDP Project Document (PRODOC), the project assumed since 2006 several tasks linked to supporting the management of the Natural Park in Fogo Island, which receives German co-funding.

The programme is designed to significantly strengthen capacities for PA management in the country in its efforts to conserve the island’s ecosystems and undertake long-term adaptive management against potential future degradation of Cape Verde’s environment. It is also expected to contribute to sustainable development and poverty alleviation in the project’s zone of influence as well as to the attainment of the Millennium Development Goals.

##### **B. MTE mission and Team**

The evaluation mission took place from to 5-28 June 2007. The MTE Team comprised Nigel Varty (international consultant) and Sonia Merino (National Consultant). The national consultant focused mostly on partnership issues, community participation, and development of the co-management approach within the Project. The international consultant focused more on the protected area management, and institutional issues. Both consultants assessed the effectiveness of project management and communication issues.

##### **C. Objectives of MTE**

The project Mid-Term Evaluation (MTE) has as its main objectives:

- To strengthen the adaptive management and monitoring functions of the project
- To ensure accountability for the achievement of the GEF objective
- To enhance organizational and development learning

- To enable informed decision-making

#### **D. Evaluation methodology**

The evaluation was carried out through:

- Review of relevant documentation provided by the Project, DGA, UNDP CO and UNDP-GEF.
- Interviews with key partners and stakeholders namely the Deputy Resident Representative and the members of the Environment Unit, UNDP, Office of UN Funds and Programmes in Cape Verde; UNDP/GEF Regional Technical Adviser for Biodiversity (Dakar); Director General of DGA; Project team in Praia (including Project Coordinator, Chief Technical Advisor and support staff); Site Managers and respective technical and operations teams at Serra da Malagueta and Monte Gordo Natural Parks; DGASP; INIDA; WWF-Marine and Coastal Project; Peace Corps; municipalities surrounding the two Parks; a tourism agency in Sao Nicolau; members of the Project Steering Committee, Project Technical Committee and Local Park Management Committees; owners of land within the Parks; local communities around each Park, and Park visitors (interviewed in hotel in Ribeira Brava).

Field visits were made to Serra da Malagueta Natural Park (14-15 June 2007) and Monte Gordo Natural Park (18-22 June 2007) for interviews with the two site teams and local groups and individuals.

#### **E. Description of Project**

The project goal is: *(the) Conservation of globally significant biodiversity and the reduction of e land degradation and desertification in priority ecosystems of Cape Verde.*

The project objective is: *The Government of Cape Verde, in partnership with local communities will conserve globally significant biodiversity in six newly established protected areas, and in surrounding landscapes, by developing and applying new strategies for ecosystem protection and sustainable resource management.*

The project has been designed to contribute to the Millennium Development Goals through promoting sustainable development and poverty alleviation activities around protected areas, and empowering local people and communities to participate in decision-making processes over land and natural resource use.

Project Outcomes for Phase I are:

1. Policy, legal framework and capacities in place for conservation of biodiversity and management of protected areas
2. Institutional framework in place for participatory management of protected areas
3. Two natural parks created and under participatory community management
4. Strengthen capacity of local actors, and promote sustainable integrated, participatory ecosystem management
5. Local communities benefiting from alternative livelihood opportunities
6. National stakeholders aware and supportive of environmental conservation goals
7. Project Management

The Project inception report (2005) recommended reducing the logframe to three Outcomes (although this was not approved and implemented), under the following arrangement.

##### *Outcome 1. Institutional framework for PA management*

- 1.1 DGA Legal team and key legal instruments in place
- 1.2 Protected Areas Coordination Unit established and DGA strengthened (this includes project management)
- 1.3 environmental awareness raised at national level

##### *Outcome 2. Establish two pilot Protected Areas*

- 2.1 Essential PA infrastructure developed
- 2.2 PAs staff trained and equipped

##### *Outcome 3. Promoting community participation and alternative livelihoods*

- 3.1 SGP active and promoting a wide range of pilot AL projects within and around PAs
- 3.2 environmental awareness raised at local level

#### **F. Project budget**

The total project budget is: US\$ 10,619,000. Project spending (disbursement in US\$) up to April 2007 is:

Source	Year			
	2004	2005	2006	2007 (April)
UNDP	4,168	34,072	33,965	40,400
GoCV	39,490	136,949	114,112	165,250
GEF	119,577	343,122	901,188	358,800
<b>Total</b>				

A total of US\$ 2,291,090 had been spent to April 2007, which represents 36.9% of the combined UNDP/GEF/GoCV funds.

## G. Preliminary conclusions and recommendations of MTE mission

The Project has achieved some notable successes, especially in the last year, such as:

- The completion of most of the baseline studies at the two Parks with the production of a number of high quality reports;
- Significant capacity building within the Project with young but capable sites teams now in place at the two Parks;
- The creation of the Local Park Committees, the Project Technical Committee and Project Steering Committee;
- Very good disbursement during the last year (delivery rate from 36% to 95% and a tripling of the delivery volume), which has received specific praise from GEF Regional Bureau of Africa, and rates high among the other African COs

However, this *Aide Memoire* only focuses on the key issues and problems relating to delivery of each Outcome, and other important issues identified during the mission. Additional and more detailed findings on both successes, failures, strengths and weaknesses of the Project will be presented in the draft MTE report.

### 1. Project Strategy (logframe)

#### **Key issues**

1. Original logframe has very large number of outputs (32) and activities (133) with many activities overlapping or essentially repeated
2. The complex structure of the logframe and the long list of activities and indicators has posed a significant management challenge for the national and site teams

#### **Recommendations**

1. Revise project Logframe, through a “rationalizing” exercise aimed at reducing overlap and enhancing synergies between the different components of the project

2. The MTE suggests 5 Outcomes –

- *Outcome 1: Policy and legal frameworks and mechanisms for conservation of biodiversity and management of protected areas and buffer zones, developed, adopted and in place*
- *Outcome 2: Institutional, capacity building and financial frameworks developed to deliver sustainable and participatory management of protected areas and surrounding areas*
- *Outcome 3: Six new protected areas with associated buffer zones established and operational under participatory community management with enhanced livelihood opportunities for local communities*
- *Outcome 4: Awareness and skills in support of biodiversity conservation and sustainable natural resource management increased among target groups and individuals*
- *Outcome 5: Knowledge management, monitoring, adaptive feedback and evaluation increased (Project Management)*

## **2. Project performance**

### **Outcome 1 - Policy, legal framework and capacities in place for conservation of biodiversity and management of protected areas**

#### ***Key issues***

1. Private land owners within each Park are poorly informed of Project objectives and developments and not included in the decision-making process at each Park (especially important at Monte Gordo as most of Park is in private hands)
2. Protected areas regulations in process of being developed but they do not consider specific controlled/prohibited activities within the PA or buffer zones
3. Reforestation schemes mostly use exotic species but Project has had some success promoting the use of native species (100% around the two sites)
4. High-level government mechanism for integration of protected area policy and development into non-environment sectors not yet established

#### ***Recommendations***

1. Undertake a full land ownership survey of each Park in partnership with the municipalities, then negotiate co-management arrangements with owners, and involve them in the park management decision-making process
2. Consider controlled/prohibited activities within park, which will take time and needs to begin soon
3. Advocate for the adoption of a national policy for the use of native species in all reforestation projects, using the Project as a model
4. Inter-sectoral commission needs to be established (or mandate of existing structure strengthened) with wide membership to facilitate mainstreaming of biodiversity conservation and protected areas into non-environment sectors, cross-sectoral support and synergies and opportunities for funding for Phase II

### **Outcome 2 - Institutional framework in place for participatory management of protected areas**

#### ***Key issues***

1. Weak capacity of local communities to participate effectively in the development and management of the Parks
2. Project executing agency (DGA) has low technical and managerial capacity to support the Project with very limited personnel input
3. Little progress on proposed 'autonomous' Protected Areas Authority (PAA)

#### ***Recommendations***

1. Develop targeted programme of capacity building (mostly training and logistical support) to enable local people to participate in the management of each Park
2. Undertake a capacity needs assessment of DGA in relation to biodiversity conservation, protected area management, technical and managerial support (e.g. GIS, project planning and management) and partnership building, and implement results
3. The MTE supports the idea of a feasibility study to be completed before the end of 2007 to examine the options for the PAA, with should include consideration of the long-term (sustainable) funding of the PA system (initial meeting between PAP, WWF-Marine and Coastal Areas project and Fogo Protected area Project)

### **Outcome 3 - Two natural parks created and under participatory community management**

#### ***Key issues***

1. Staff recruitment and retention is a problem, especially in Sao Nicolau as it is isolated and people prefer to live in the city (a key post missing at both SM and MG is the position of small business/rural economist)
2. Small pool of people with suitable qualifications, skills and experience within Cape Verde population
3. Poor matching of Peace Corps volunteers with Project requirements
4. Park infrastructure plans for Serra Malagueta are currently over budget and not based on any predicted visitor use models and it is not clear where the additional money to fund the infrastructure and its maintenance will come from
5. Management planning process has so far not been participatory – local communities and project partners have not been involved in the design of the process for producing the plans, but are to be included at a later stage
6. Current capacity and experience of developing community-based management plans within the Project is insufficient to deliver the two management plans
7. Local Park Management Committees (LPMC) have been established for each Park but are not representative, with landowners within the parks, and the local NGO and business sector either poorly represented or not represented at all, and are not viewed as decision-making bodies

### ***Recommendations***

1. Review salary structures, benefits and incentives to attract and retain key staff positions (and consider advertising internationally among the Cape Verdean diaspora)
2. Requests for Peace Corps Volunteers need to be more specific and better planned with greater discussion between the Project and the Peace Corps office in Praia and the Volunteers better embedded in the community
3. Review the plans for the infrastructure development at the Serra Malagueta NP and examine options to reduce the overall budget to within that presented in the Project Document such as:
  - Use of cheaper building materials;
  - Use of a cheaper construction company;
  - Redesign with smaller units;
  - Construct infrastructure in phases with the main administration unit first followed by other units as and when additional funds become available;
  - Investigate potential for co-sharing of finance for Park infrastructure with the local municipal councils and private business sector
4. Ensure that any profit-making activities connected with the Park infrastructure at SMNP are financed from private equity
5. Ensure that funds for other important budget lines, e.g. to develop alternative livelihood options and support sustainable natural resource management, are not diverted to pay for infrastructure costs
6. Increase the PAP's capacity to develop a participatory management and development plan for each NP, through contracting one or more external consultants for a 6-month period (3 months in each Park) to work with the local communities and stakeholders, two site teams and the Protected Area Planning Specialist in the NPCU to develop the plans
7. Initiate discussions between the PAP, WWF Marine and Coastal Project and the KfW-Fogo project on the processes needed to produce community led management plans, and develop 'best practice' guidelines appropriate for Cape Verde
8. Review membership of LPMCs at each Park and invite at least two representatives from local NGOs and business sector, poverty alleviation groups (CRP) and landowners (at Monte Gordo this should include a representative of the Catholic Church as the largest landowner)

### **Outcome 4 - Strengthen capacity of local actors, and promote sustainable integrated, participatory ecosystem management**

#### ***Key issues***

1. There is a poor understanding of participatory and integrated approaches to ecosystem and protected area management among the Project staff (at all levels), which limits its delivery to local communities
2. There is poor return of information collected by the Community Development and Ecological Monitoring teams at the sites to the local communities (e.g. presentation of land tenure study, socio-economic or ecological data to the people/houses/communities where it was gathered) so little local ownership of the results
3. As yet, there has been little training offered by the Project to local stakeholders in sustainable management of natural resources in and around the Park, although expectations of support are high
4. Mechanisms for cooperation between local stakeholders on natural resource management issues around both Parks are poorly developed and do not function well

### ***Recommendations***

1. Develop specific training programmes on participatory and integrated approaches to ecosystem and protected area management, focusing on 'learning by doing' processes (*sensu* Grazia Borrini-Feyerabend *et al.* 2004)
2. Develop and implement mechanisms to ensure that analysis of information collected from and with the community (including ecological data) is discussed with the local groups and feedback invited and recorded
3. Prioritize the development of training programmes for local land users in sustainable natural resource management, e.g. woodlot management, in targeted communities around both Parks, with exchange of experiences with the Fogo protected area project
4. Develop a strategic partnership between each park management teams, and the CRP poverty alleviation programme to jointly build capacity of farming and animal husbandry associations in the buffer zones around each Park

## **Outcome 5 - Local communities benefiting from alternative livelihood opportunities**

### ***Key issues***

1. Neither the small grants programme nor the micro-credit scheme have been developed yet, which are seen as key to delivering alternative livelihood options and meeting many community expectations of the Project at the two sites
2. Poor knowledge, experience and skills for small business development, marketing and financial management among the communities in and around the Parks
3. High expectations of increased revenues from ecotourism development at Monte Gordo NP among local stakeholders but development is not based on any national or local sustainable tourism plan and there is poor awareness of the limitations of ecotourism (situation is less clear for Serra Malagueta where the Park is of more value for recreation and awareness raising among Cape Verde nationals)

### ***Recommendations***

1. Conduct a review of micro-credit and small grant initiatives in Cape Verde to develop a suitable model and strategy for their development at the two Parks
2. Employ a rural development economist to establish and lead the small grants and micro-credit facilitation schemes
3. Provide training and support to ensure successful funding applications from local communities to the Project's small grant programme and to established micro-credit schemes, for sustainable use projects in and around each Park, involving both Community Development and Ecological Monitoring teams
4. Conduct an ecotourism feasibility study, including assessment of opportunities and potential impact of ecotourism development on local economy and environment (carrying capacity) at both Parks, and develop appropriate community participation models

## **Outcome 6 - National stakeholders aware and supportive of environmental conservation goal**

### ***Key issues***

1. The Communications Team in the NPCU does not have complete and up-to-date information (database) on the Project, which limits its effectiveness in designing, developing and disseminating awareness raising and educational materials on the Project
2. Lack of a detailed Project Communications Strategy that presents specific goals, objectives, activities, target audiences, deliverables, partnerships, mechanisms, targets, milestones and timeframe to achieve Project awareness-raising and education goals and objectives
3. Lack of a clear Project 'brand', which leads to confusion among stakeholders and reduces impact of Project (appears that Project has produced less than it has)
4. The Project has had notable success, especially over the last year, e.g. produced many high quality studies, but this is not obvious due to poor documentation of project activities, project promotion, report availability and coordination over information sharing
5. Project documents are often difficult to assess in many cases, because of a lack of an Executive Summary presenting the main conclusions and recommendations and a contents page

### ***Recommendations***

1. Ensure that a copy of all documents generated by the Project are available at the NPCU, with information copied to a central computer with large storage capacity and backup facilities within the NPCU at least once a week
2. Revise the Project Communication Strategy with the site teams to develop more specific and targeted measures to promote the project and raise awareness locally, nationally and internationally, then finalize and implement the strategy
3. Improve project visibility through better 'branding' of the project with a common set of logos, styles and colours used in publications
4. Hire an experienced Project Communications Officer to build capacity in the Communication and Education Team within the NPCU in Praia (the person should be familiar with knowledge management and database operations, have excellent writing skills, with experience of working with the media at national level)
5. Ensure that all Project reports have a 1-2 page Executive Summary that should include conclusions and recommendations, as well as a contents page.

## **Outcome 7 – Project Management**

### ***Key Issues***

1. Centralisation of decision-making within the NPCU and DGA - Director of DGA and Project Coordinator take many decisions, even minor ones, which increases their workload and is not efficient for project management and does not promote independent thinking and shared responsibility among the Project team (important if the NPCU is to evolve into the proposed Protected Area Authority)
2. Poor planning, reporting and monitoring systems at all levels of the Project, with ill-defined targets, milestones and deliverables, that does not foster results-based management or adaptive management practices
3. Feeling of being undervalued among core teams at both Parks, due to little contact with or praise from senior management, and no clear career structure or proper financial incentives to work for Project (low salaries compared to other projects (e.g. WWF-MPA), often work unpaid at weekends, and few other financial benefits available)
4. The Monte Gordo staff feel isolated and need additional support
5. Poor project, office and personnel management and communication skills among key senior staff (NPCU and two site managers), with overall lack of strategic vision and leadership among senior management team

### ***Recommendations***

1. Decentralize project decision-making, in particular through a higher level of autonomy for the Project Coordinator from the Director of DGA and the two Park offices from the Project Coordinator. This is particularly important in the



next two years given the challenges in delivering the bulk of the Project activities before the end of Phase I and the need to design and find co-financing for Phase II.

2. Consider restructuring of NPCU with revised ToRs for the main posts, in order to better meet the challenges of the remainder of Phase I and entry in Phase II, with the following positions:

- Project Manager (greater strategic role, and emphasis on Project promotion and fund-raising for Phase II)
- Head of Protected Area Management (responsible for guiding participatory management of the protected areas)
- Head of Communications and Awareness (responsible for all aspects of Project promotion and document production and dissemination, with an assistant to support knowledge management)
- Head of Community Development (new post to give greater support and emphasis to community participation, alternative livelihoods, and poverty alleviation goals of Project, working directly with Community Development teams)
- Head of Finance, Administration and Human Resources (with an additional Human Resource Manager on staff)

3. Introduce a standardized work planning, monitoring and project evaluation system for the NPCU and the two sites, and train all Project staff in reporting and monitoring for results-based management

4. Introduce individual work and training plans with targets and annual appraisals for all staff, with clear guidance on performance evaluation

5. Develop a career structure for Project staff (needed to form basis for the Protected Areas Authority)

6. Review and improve staff salary structure, related benefits and compensation payments (e.g. travel allowance)

7. Develop a Project and Staff Manual that sets out (among other things) the job description for each employee, project management structure and individual responsibilities within it, working practices and systems for complaint, and distribute to each member of staff

8. Improve information exchange within the project, for example by weekly telephone or skype conferences, a common and updated project calendar accessible through the internet, and formalized regular brief reports on planned meetings and activities

9. Undertake more exchange visits between the sites and visits to other protected areas in Cape Verde (particularly important at Monte Gordo where capacity is less and feeling of isolation stronger)

## **2. Other issues of concern**

### **Project Governance**

#### ***Key issues***

1. Project Steering Committee (PSC) is the final decision-making body for the Project yet has no representation from local communities, whose lives are affected by the decisions the PSC takes

2. The PSC and Project Technical Committee (PTC) have weak representation from relevant NGOs and private business (especially important for securing co-financing for Phase II)

3. PSC meetings are not well organised (agenda developed late, poor background documentation provided to members before meetings)

4. PSC and PTC not well attended and many attendees do not participate fully

#### ***Recommendations***

1. Review the composition of the PSC, and broaden membership to include representation of civil society, particularly the private business sector, the NGO community, and the LPMCs, as well as the two Site Managers

2. Improve organisation of the PSC with items for an agenda circulated at least two weeks beforehand along with all relevant project reports produced since last PSC meeting, including reports and recommendations from the PTC and

LPMCs (meetings held beforehand) and institute system of monthly briefings (email) for all PSC and PTC members on Project activities

3. Consider a rotating chairmanship of the PSC between the DGA and UNDP CO in order to underline the joint partnership (this would also help reduce the Head of DGA's considerable work load)

4. Encourage the non-DGA members of the PSC to assume a more active role, e.g. not only reviewing and approving the PAP activities, workplans and annual budget, but helping to strengthen linkage to other government sectors to facilitate the wider integration of protected area concepts and policy, and identify potential sources of co-financing for Phase II

5. Rotate PSC meetings between Praia and the two project sites, to improve transparency in the decision-making process and to provide an opportunity for the PSC to experience project activities on the ground and the local communities to present their concerns

6. Selected members of the PSC should also be invited as observers to the annual Project retreat to gain a better understanding of how the Project teams operate and resolve key problems

## **UNDP CO Contribution**

### ***Key issues***

1. UNDP CO input to Project was not adequate during conversion to the Joint Office (acknowledged by Environment Unit), which impacted on Project delivery

2. Current capacity is inadequate for management and support requirements of Project (Head of Unit estimates that he spends c. 20% more time on the Project than is budgeted and Programme Assistant spending c.50% of her time on the Project) and situation likely to become worse as Project attempts to deliver remaining 67% of budget and meet its targets before end of Phase I in 18 months

3. 'Soft assistance' (policy advice and dialogue, advocacy, and coordination) does not appear to have been significant so far, although the regular monthly meetings between the RR and Minister are a useful forum for facilitating Project delivery

### ***Recommendations***

1. Increase capacity of UNDP CO Environment and Natural Disasters Prevention Unit by one Programme Officer (50%) and one Programme Assistant (50%)

2. Keep UNDP CO Resident Representative (RR) and Deputy RR aware of Project developments and opportunities through regular briefings and continue with monthly meetings with the Minister of Environment and Agriculture and both the RR and DRR should try to arrange a visit to both sites during the next 12 months

## **Partnership Strategy**

### ***Key issues***

1. There has been poor direct community participation and involvement in the activities of the Park so far, even though they are the primary stakeholders and beneficiaries of the PAP.

2. Input from key partners and stakeholders, including DGASP, INIDA, KfW, GTZ, WWF, municipalities, etc, has been very limited (attendance on PSC or PTC but even then these are not well attended), except for Peace Corps, and there has been no concerted active development of substantive partnerships by the Project

3. Dissemination of project documents and information on the Project has not been consistent, and some Partners and stakeholders felt they were not kept informed about the Project activities, particularly in São Nicolau

4. There is no Partnership Strategy document that clearly identifies the key partners and stakeholders, their role in the Project, which relationships need to be built and how, who has responsibility for specific partnership development, how partnership activities should be programmed, and what resources are needed

### ***Recommendations***

1. Increase levels of community participation in Project by strengthening communities associations and identifying and supporting their own facilitators and champions
2. Pay special attention to partnerships when developing the Park management and development plans which should have clear memorandums of agreement for their implementation (covering mediation of conflicts, zoning process, rights and responsibilities of the various parties, etc)
3. Establish mechanisms for better communication between project and partners and stakeholders through revision and implementation of the Communication Strategy which needs to develop different approaches for each level of the Project
4. Develop Project Partnership Strategy covering the remainder of Phase I and entry to Phase II, including identification of potential partners as sources of co-financing for Phase II
5. Pay particular attention to ensuring that all partners and stakeholders understand their roles and responsibilities in the co-management process through awareness raising and targeted training on the concept and development of co-management as a tool to achieve sustainable and equitable use of natural resources and addressing poverty alleviation

### **Project's adaptive management framework**

#### ***Key issues***

1. Project work planning, monitoring, reporting and evaluation system is not well developed (still evolving) and fully results-based, with reporting on achievement of targets and impacts particularly weak and gender data rarely segregated
2. There is very little involvement of local stakeholders in project monitoring and evaluation and performance assessment (which should be an integral part of the co-management process) and results at sites are not well communicated back to individuals and communities
3. Logframe has 65 indicators, many of which are not Specific, Measurable, Achievable, Relevant, Timebound (SMART), and impossible to use for monitoring
4. There has been some confusion over the use of the Protected Area Management Effectiveness Tracking Tool, in part due to the ambiguous instructions in places and the fact that the protected area system in Cape Verde is starting from zero
5. Community Development, Ecological Monitoring, and Ecotourism Development team workplans vary between groups and sites and have no clear (documented) monitoring and reporting mechanisms to feed results into the redesign of management activities and programming

### ***Recommendations***

1. Strengthen project monitoring, reporting and evaluation system through developing a standard model and provide training for the entire project team
2. Involve local stakeholders in the Project monitoring and evaluation process of the site teams
3. Reduce the number of indicators to no more than 2-4 for each Outcome (20 indicators - 80% = 16 indicator targets to be met by end of Phase I, compared to 52 in original list)
4. Financial data for protected areas should be incorporated into Tracking Tool exercise, or through use of UNDP "Financial Sustainability Scorecard for National Systems of Protected Areas"

### **Assessment of Project risk**

#### ***Key issues***

1. Project has been in high-risk category in Atlas due to a variety of Operational, Organisational and Political risks, with 4 remaining 'critical' risks:

- i. Project coordination management capacity weak (date risk identified 12/10/2005)
- ii. Limited UNDP Country Office support capacity in administrative, financial and technical support (12/10/2005)
- iii. Project management setup allows Project Coordinator and CTA very little influence on project activities (12/10/2005)
- iv. Government implementing agency (DGA) not yet sufficiently understanding of and responsive to the adoption of an entirely new approach to training strategy (12/10/2005)

2. The creation of a micro-credit facility by the Project (Outcome 5) is viewed as a potential high risk

3. Process of identifying risks and assigning risk status within Project is not transparent and does not build trust

4. Several issues identified by the MTE Team have the potential to become project risks, including: failure to secure agreement on co-management of land with landowners within the Parks (especially important at Monte Gordo); over-spending on infrastructure costs at Parks leading to reallocation between budget lines; Project executing agency (DGA) has low technical and managerial capacity to support the Project (on development of PA system and PA management) with very limited personnel input (could affect delivery of remainder of Phase I and entry to Phase II); UNDP CO has low capacity to cope with increasing demands from Project

### **Recommendations**

1. Undertake future risk assessments jointly between UNDP CO, UNDP-GEF and the Project's senior management team and the CTA

2. The MTE team recommends removal of critical risk status from existing risks ii and iv above, although risk i is still relevant and risk iii needs to be addressed through delegation of authority by the Director of DGA to the Project Coordinator and CTA, and for signing of cheques it is recommended that the Project accountant is made a signatory rather than the Planning Specialist (who is employed on a contract basis)

3. Rather than establishing a micro-credit facility within the Project, use funds to facilitate access (applications) to existing micro-credit facilities offered by other groups and institutions, instead the Project should provide training and support in small business development and proposal writing to local stakeholders (e.g. local craft development for sale to tourists, farming and livestock associations for sustainable land use management in the buffer zone)

4. Address the potential risks before they become actual risks, e.g. through prioritising development of co-management agreements at Parks, identifying and documenting clear strategy for funding of infrastructure development, building capacity of DGA to strengthen protected area management and support to Project, increasing staffing within the Environment and Natural Disasters Prevention Unit of the UNDP CO

5. Regular weekly briefings should be provided to the Director of DGA (more frequently is not necessary) and these should be programmed as fixed events in both the calendar of the Director and the Project's senior management team.

### **Extension of Phase I**

#### **Key issues**

- There have been a number of significant delays on the delivery of the Project (e.g. disbursement issues; establishment of PSC, PTC, and LPMCs) and as a result the Project is roughly one year behind where it was envisaged to be at this stage
- The MTE is taking place almost a year late and the Final evaluation is currently scheduled for a little over a year's time
- Under the current timetable the Project will need to spend 64% of its budget in 18 months
- A number of key activities need to take place before December 2008, e.g. infrastructure development and particularly community participation and development activities (e.g. in development of management plan) that are likely to take much longer to achieve their targets

#### **Recommendations**

- Host discussion between Senior Project Management Team, DGA, UNDP, UNDP-GEF and other Project Partners on a 1-year extension to Phase I to end December 2009

- MTE recommends extension as, even though the Project has performed well over the last year, judging on past performance over the last two years the Project is unlikely to reach its targets by December 2008

## **H. Overall preliminary conclusion of MTE**

The MTE evaluation is generally positive – much has been achieved and some excellent work produced, particularly in the past 12 months. The MTE recognises the dedicated commitment and efforts of all the Project staff in their achievements so far. However, there are a number of weaknesses in project design, management and operation that need to be addressed in order to increase the likelihood of reaching the targets for Phase I.

This Project still has the potential to achieve its objective and goal, but it will require a significant amount of adjustment and re-orientation and therefore require more time than is currently available.

A decision on whether or not to extend the Project should be made prior to developing the Annual Work Plan for 2008 and be subject to a review of progress and compliance with the agreed recommendations and conditions set out in this Mid-Term Review.

## **I. Milestones after Aide Management**

Present <i>Aide Memoire</i> (Portuguese)	– 29 June 2007
Feedback on <i>Aide Memoire</i>	– 6 July 2007
Draft MTE Report submitted	– 16 July 2007
Comments received	– 10 August 2007
Final Report submitted	– 17 August 2007

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## Annex 4: Itinerary of MTE, Cape Verde 5-28 June 2007

Date	Time	Place	Purpose
Tue, 05 June	pm	Airport  Hotel in Praia	Mr Nigel Varty (NV) arrives Praia Airport  Meeting between NV and national consultant, Sonia Moreno (SM) for project briefing
Wed 06	am	UNJO	Project briefing for NV and SM by Mr. Jose Levy (Head Environment Unit, UNJO) and Dr Abdelkader Bensada (CTA)
	pm	UNJO  Hotel	Continued mission briefing with Mr. Jose Levy and Mme Eunice Gomes (UN Office Programme Assistant for Environment)  Meeting between international and national consultants to discuss and agree on mission strategy and plan
Thu 07	am/pm	Hotel  Cidade Velha	Meeting with Fabiana Issler (UNDP-GEF RTA) to discuss MTE and Project Steering Committee (PSC) meeting  NV and SM participated as observers in the 3 <sup>rd</sup> meeting of the PSC  Discussion on provision of Peace Corps volunteers to Project with Dr Yonis Reyes (Associate Director - Education), Peace Corps, Praia
Friday 08	am	DGA	NV and SM meet with Ivone Lopes (Director of DGA) to discuss project
	pm	UNJO  Hotel at Tarrafal, Santiago	NV and SM meet with Jose Levy and Fabiana Issler  Travel to Tarrafal for Project Retreat
Saturday 09 & Sunday 10	am, pm	Hotel in Tarrafal, Santiago	NV and SM participate as observers in Project Retreat
	am, pm	Hotel in Tarrafal, Santiago	NV and SM participate as observers in Project Retreat
		Travel back to Praia	NV and SM both have informal meetings with project staff including Project Coordinator and CTA
Monday 11	am	UNJO	NV meets with Fabiana Issler to discuss CVPAP performance issues
	pm	DGA	NV and SM meet with Marie-Teresa Vera Cruz (Project Coordinator), Joao Cardoso (Communication Specialist) and Manuel Carvalho (Planning Specialist) - the senior members of NPCU team - and the CTA
Tuesday 12	am	UNJO	Collection, collation and review of project documents  Meeting with CTA
Wednesday 13	am	UNJO	Meeting with Jose Levy (UNJO) team to discuss UNDP contribution to project
	pm	DGA	Meeting with Dinastella Curado of Associação Comercial de Sotavento, employed as a national consultant for capacity and training needs analysis of CVPAP  Meeting with senior members of NPCU team
Thursday 14 & Friday 15	am/pm	SMNP	Visit to Serra Malagueta Natural Park  NV interviews project's Site Coordinator on project and park management issues and visits visitor trail and campsite, with Jose Levy, project's Management Planning Specialist and CTA  SM interviews Community Development, Ecological Monitoring and Ecotourism Development teams, and international consultants (as a group) and coordinates workshop on local community participation

Date	Time	Place	Purpose
			in and perception of PAP at SMNP and visits local school
Saturday 16	am	Hotel in Praia	NV and SM writing up notes
	pm	Hotel in Praia	NV and SM meet with Jose Levy to discuss plans for following week and continue interview on UNDP's contribution to project
Sunday 17	am/pm	Hotel in Praia	NV and SM writing up notes
Monday 18	am/pm	UNJO	NV and SM interview with Eunice Gomes (UNJO), on financial management of CVPAP and risk analysis within Atlas
		Hotel, Sao Nicolau	NV meeting with Jeanne Gouba, Deputy Resident Representative, Programme Coordinator
			NV, SM and CTA travel from Praia to Sao Nicolau SM luggage missing
Tuesday 19	am/pm	Monte Gordo Natural Park	NV and SM meet with site team staff, with visit to the Park with CTA
			NV interviews Project Site Coordinator on project and park management issues, with CTA
			SM interviews Community Development, Ecological Monitoring and Ecotourism Development teams, and coordinates workshop on local community participation in and perception of PAP at MGNP
Wednesday 20	am/pm	Monte Gordo Natural Park	NV and SM meet with site team staff
			NV continues interview with Project Site Coordinator on project and park management issues, with CTA
			SM continues interview with Community Development, Ecological Monitoring and Ecotourism Development teams
Thursday 21	am/pm	Monte Gordo Natural Park	NV and CTA review PIRs and Tracking Tools forms
			SM meets with local Poverty Alleviation Group (CRP), tourism operator, Municipal Council, and Catholic Church in Ribeira Brava
Friday 22	am	Praia airport	Return to airport. SM luggage eventually found at Praia airport
	pm	Praia hotel	NV and SM writing up notes
Saturday 23	am/pm	Praia hotel	NV and SM drafting of preliminary conclusions and recommendations of MTE
Sunday 24	am/pm	Praia hotel	NV and SM writing draft <i>Aide Memoire</i> (in English)
Monday 25	am	UNJO	NV and SM meeting with Jose Levy (UNJO) and CTA
		INIDA headquarters	NV meeting with Isildo Gomes, President of INIDA
	pm	Peace Corps Office	SM meeting with Aguido Cabral at Peace Corps
Tuesday 26	am	WWF office	NV meeting with Celeste Benchimol WWF with CTA
		DGASP office	SM meeting with Gilberto Silva, DGASP
	pm	DGA	NV and SM meeting with Ivonne Lopes, Director DGA
		Hotel	Drafting of preliminary conclusions and recommendations of MTE
Wednesday 27	am	UNJO	NV and SM preparation of presentation to PTC
			Brief discussion of CVPAP issues with Patricia de Mowbray, Resident Representative
	pm	UNJO	NV presentation of preliminary findings and recommendations to PTC and Director of DGA
			NV and SM have follow-up discussion with Jose Levy and CTA

Date	Time	Place	Purpose
Thursday 28	am		NV returns to home base (UK)

## Annex 5. List of people interviewed during MTE mission

Name	Position	Institution
<b>NPCU/DGA/MAA</b>		
Maria Ivone Lopes	Director	DGA/MAA
Maria Teresa Vera Cruz	Project Coordinator	NPCU
João Manuel Cardoso	Communication Specialist	NPCU
Manuel Leão Silva Carvalho	Planning Specialist	NPCU
Abdelkader Bensada	Chief Technical Advisor	UNJO/NPCU
<b>UNJO</b>		
Patricia de Mowbray	Resident Representative	UNJO
Jeanne Gouba	Deputy Resident Representative, Programme Coordinator	UNJO
Adama Daou	UNV Programme Analyst	UNJO
Jose Levy	Head, Environment and Natural Disasters Unit	UNJO
Eunice Gomes	Programme Assistant for Environment	UNJO
Issac Kim	JPO	UNJO
<b>UNDP-GEF</b>		
Fabiana Issler	Regional Technical Advisor for West Africa	UNDP-GEF
<b>Members PSC/PTC</b>		
Gilberto Silva	Focal point for the Fogo project	DGASP
Celeste Benchimol	National Coordinator, MCCP	WWF WAMER
Isildo Gomes	President	INIDA
Yonis Reyes	Associate Director (Education)	Peace Corps
Aguido Cabral	Community Development Officer	Peace Corps
<b>Other relevant Praia-based interviews</b>		
Dinastella Curado	Staff management consultant	Associação Comercial de Sotavento
Ricardina Andrade	Facilitator of project retreat	
Hélder Lopes	Facilitator of project retreat	
<b>Serra Malagueta</b>		
José Luís Elba Martins	Project Site Coordinator	SMNP site team
Anita Carvalho	Ecological Monitoring Team	SMNP site team
Amândio Furtado	Ecological Monitoring Team	SMNP site team
Florisvindo Furtado	Ecological Monitoring Team	SMNP site team
Nelida V. Goncalves	Administrative assistant	SMNP site team
Paula Dias Monteiro	Community Development	SMNP site team
Liliana fernandes	Community Development	SMNP site team
José Evaldino Varela Pereira	Ranger	SMNP site team
Lúcia Varela de Pina	Ranger	SMNP site team
Marcelino Mendes Furtado	Ranger	SMNP site team
Luca Bernisconi	International consultant (forestry)	SMNP site team
Melanie Reed	International consultant (Peace Corps)	SMNP site team
Alexandra Alper	International consultant (Peace Corps)	SMNP site team
Iacopo Forte	International consultant	SMNP site team
Flaminia Antonini	International consultant (ecotourism)	SMNP site team
José E. V. Pereira	International consultant	SMNP site team
Lúcia V. de Pina	International consultant	SMNP site team
Marcelino M. Furtado	International consultant	SMNP site team
Dário Cesarini	International consultant (planning)	SMNP site team

Name	Position	Institution
<b>Monte Gordo</b>		
Lazaro António Sá	Project Coordinator	MGNP site team
Maria A. Nascimento	Ecological Monitoring Team	MGNP site team
Ivani Jussara Duarte	Ecological Monitoring Team	MGNP site team
Silvana Monteiro Roqu	Ecological Monitoring Team	MGNP site team
Daniel Cabral	Community Development Team	MGNP site team
Nelson Santos	Community Development Team	MGNP site team
Emiliano Delgado Araújo	Administrative Assistant	MGNP site team
Tailesin Jessamine	International consultant (ecotourism)	MGNP site team
Nelson Jose Fortes Ramos	Ranger	MGNP site team
Franciscana M. Da Luz Sequeira	Ranger	MGNP site team
Mara Sandra Viana Duarte	Ranger	MGNP site team
Florian da Cruz Duarte	Ranger	MGNP site team
Sivlinoda Graca Brito	Ranger	MGNP site team
José Manuel Monteiro	Ranger	MGNP site team
<b>Ribeira Brava, São Nicolau</b>		
Armando Oliveira	Staff member	Comissão Regional de Parceiros (CRP)
Odeth Monteiro	Staff member	Comissão Regional de Parceiros (CRP)
Alexandro Lima	Staff member	Comissão Regional de Parceiros (CRP)
Cecília Moreno	Staff member	Comissão Regional de Parceiros (CRP)
José P. V. Santos	Travel agent	Agencia Santos, Ribeira Brava
Amilcar Spencer	President	Câmara municipal, Ribeira Brava
Sr. Orlando	Environmental Officer	Câmara municipal, Ribeira Brava
Frei Samuel	Representative of the Catholic Church	Church of São Nicolau

## Annex 6. Short Profiles of the MTE Evaluators

**Nigel Varty**, BA (Oxford), PhD (London) has over 20 years experience of conservation, including 6 years as a Programme and Projects Manager at BirdLife International, and 2 years as a consultant for the World Bank. He has particular experience in strategic conservation policy and planning (e.g. NBSAPs); biodiversity and wildlife issues (both marine and terrestrial systems) and the sustainable utilisation of natural resources (including sustainable land management, fisheries, hunting and ecotourism). He has worked on many protected area projects, including the development of a Management Plan for the Morne Diablotin National Park, Dominica in the Caribbean, that included island tourism development, sustainable natural resource management and building capacity of the government protected area department.

He has worked on projects in over 20 developing countries, particularly in Latin America and the Caribbean, Africa, the Middle East and the former Soviet Union, including Brazil, Colombia, Dominica, Jamaica, Azerbaijan, Belarus, Georgia, Cameroon, Egypt, Somalia, and the Seychelles, as well as regional projects covering the Mediterranean, the Middle East, the Red Sea, Africa, the Caucasus, Central Asia, the Southern Ocean, and the wider Caribbean.

He has long experience in project design, development and planning, preparation and coordination of successful funding proposals to major bilateral, multi-lateral and private sector donors, including GEF (Biodiversity, International Waters and Land Degradation Focal Areas) and EU (LIFE, Tropical Forest and Environment, other budget lines) and undertaken many project evaluation and supervisory missions. He has good multi-cultural and interpersonal abilities with proven diplomatic and leadership skills, and his NGO background has provided considerable experience of participatory approaches to the management of natural resources and to solving environmental problems and conflicts.

**Sonia Elsey Merino**, MSc (Odessa, Ukraine), MSc (London), has lived in Cape Verde for most of the last 26 years. She has wide experience of participatory approaches to natural resource management in Cape Verde. She has worked with the Regional Programme for the Conservation of the Marine and Coastal Environment (PRCM) for 5 years, during which she received training in Co-management and Social Communication for the Management of Marine and Coastal Resources. She is a member of the Steering Committee for the 'Bilan Prospective' research component of the PRCM. She is an active member (and Focal Point) of the RAMAO network in Cape Verde, which aims to develop the capacity of local communities for the conservation and management of biodiversity and marine resources in the West Africa sub-region.

Between 2000 and 2007, she participated in the implementation of the National Environmental Action Plan (NEAP), in the development of a guide for the implementation of the National Biodiversity Strategy and Action Plan (NBSAP) and the development of a strategy and action plan for national capacity building for the management of the environment in Cape Verde under the GEF National Capacity Self Assessment programme, all of which involved working directly with the Direção Geral do Ambiente. She is also a member of the national committee for UNESCO's 'Man and the Biosphere' programme, a member of the Working Group for the National Strategy for Protected Areas.

She currently works for the Instituto Nacional de Desenvolvimento das Pescas (INDP) in Mindelo, São Vicente where she is responsible for aspects of its marine biodiversity conservation and sustainable use programme and for coordinating the Institute's work on marine turtles and marine protected areas. She is also the coordinator of a group that is developing an interdisciplinary approach to marine research with special emphasis on the integration of social sciences and economics into marine conservation, with the involvement of local communities and partners (particularly fishermen, schools, NGOs) in the management of marine natural resources and the development of alternative livelihood options. She is INDP focal point for the PRCM and for the regional strategy on marine turtles conservation (TOMAO) and is also a member of the Santa Luzia MPA Consultative Commission.

## Annex 7. Report on local community workshops at SMNP and MGNP

### 1. Introduction

Two workshops were held at SMNP on 14 June 2007 and MGNP on 19 June 2007, to assess local stakeholder perceptions of the impacts of the CVPAP to date.

### 2. SMNP workshop

#### 2.1. Methodology

The workshop was held at the Serra Malagueta Natural Park Headquarters (the office for the local CVPAP project team). Eighteen people – 9 men, 9 women (Table 2) of varying ages participated in the 4-hour meeting. Representatives from 8 communities around the Park - Gongon, Hortelão, Varanda, Serra Malagueta, Principal, Pedra Comprida, Aguadinha and one NGO – OASIS – attended the workshop. In many cases, the participants who attended were chosen through a public election process. The participants had been well briefed prior to the meeting on what was being asked of them.

**Table 2 Serra Malagueta Natural Park workshop participants, SMNP Office 14/6/2007**

Name	Institution
Nasolino Miranda	Presidente associação Agro-Hortelao
Claudia Berns	Voluntaria Agro-Hortelao
Isabel Martins Silva	Presidente associação Agro-Gongon
Olimpio Furtado	Varanda
Marcelino Varela Tavares	Associação Amigos Des. Comun.Serra Malagueta
Narcisa Lopes Gomes	Vice-presidente Associação Sao Miguel
Saturnino Lopes Gomes	Serra Malagueta
Bernardina Oliveira	Aguadinha
Maria Isaura de Pina Monteiro	Serra Malagueta (membro associação ADCSM)
Onildo José de Brito	Serra Malagueta
Gabriel Estevao Varela Tavares	Serra Malagueta
Lucia de Pina	Serra Malagueta
Marcelino Furtado	Pedra Comprida / Presidente da Associação
José Evaldino Varela Pereira	Serra Malagueta (ex-presidente associação ADCSM)
15Mario Sergio Tavares	Principal (Presidente Associação Agro-Principal)
Fernanda Lopes Tavares	Serra Malagueta (Tesoureira da associação ADCSM)
Aguida Leal Borges	Serra Malagueta (presidente Associação ADCSM)
Domingas Gonçalves	Serra Malagueta

The workshop followed a modified SWOT analysis of the project, with an emphasis on encouraging the participants to describe the project's strengths and successes, and weaknesses and failures, as well as benefits and impact of the project. After an initial briefing the group was divided into three sub-groups, each working with a different issue for two hours before reporting back on their conclusions to the whole group. These sub-groups were: the project's approach to community participation; the project's approach to communication; and the perception of the benefits from the project.

The meeting was organised and facilitated by the CVPAP local site Community Development Team, with the National Consultant acting as a co-facilitator.

#### 2.2 Results of workshop

The results of the workshop are summarized in Table 3. In addition to the three subgroup topics, the group was also asked to give their opinion on the role of women in the project and in the community, and asked how they defined 'poverty'.

**Table 3.** Summary of perceptions of local participants of the CVPAP at SMNP workshop (14 June 2007)

<b>Group 1 - Community participation</b>		<b>Group 2 – Project communication</b>		<b>Group 3 – Impact of project</b>	
<i>Strength/Success</i>	<i>Weaknesses/Failure</i>	<i>Strength/Success</i>	<i>Weaknesses/Failure</i>	<i>Strength/Success</i>	<i>Weaknesses/Failure</i>
<ul style="list-style-type: none"> <li>- High community involvement (e.g. community focal points and representatives on the Local Site Committee were democratically elected)</li> <li>- Equal right for women to participate in the project life</li> <li>- Perception that the community and the project share same environmental and community development objectives</li> </ul>	<ul style="list-style-type: none"> <li>- Delays in implementing accords and proposals</li> <li>- Poor punctuality</li> <li>- More environmental education is needed in the surrounding communities</li> </ul>	<ul style="list-style-type: none"> <li>- Strong emphasis on sensitization and awareness work</li> <li>- Well-designed and produced educational material</li> <li>- Environmental education particularly strong</li> <li>- Project technicians usually available to community</li> <li>- TV programmes on the Project viewed as very successful tool for informing the community about the project and park activities</li> </ul>	<ul style="list-style-type: none"> <li>- Marking of trails and park is very poor</li> <li>- No general information panels in the park</li> <li>- Communication effort is not equal for all the communities</li> <li>- Site team does not participate in the community association meetings</li> <li>- Inadequate sensitization and awareness among agriculture and animal husbandry groups</li> </ul>	<ul style="list-style-type: none"> <li>- Project has facilitated job opportunities<sup>87</sup></li> <li>- Project provided water supply to community school<sup>88</sup></li> <li>- Improved nutrition of local school children</li> <li>- Greater leisure time of some women as don't need to spend as much time fetching water</li> <li>- Endemic species nursery</li> <li>- Electricity generator installed helping 20 families</li> <li>- Increased awareness of environment among local community</li> <li>- Increased opportunities for learning and cultural exchange</li> <li>- Political profile of Serra Malagueta community increased through project</li> <li>- Increased community involvement of community in protection against environmental degradation</li> <li>- Cleaner local environment with less litter and rubbish</li> <li>- Perceived change in attitudes and behaviours of local people due to intensive education and awareness-raising campaigns<sup>89</sup></li> </ul>	<ul style="list-style-type: none"> <li>- Insufficient awareness raising</li> <li>- Lack of a park authority building</li> <li>- Very poor project intervention on soil protection</li> </ul>

<sup>87</sup> 35 temporary jobs working in the endemic plants gardens and the invasive species initiative; 15 permanent jobs including guards and eco-tourism monitoring

<sup>88</sup> A 20-tonne water recovery system using nets and storage tanks built at local school providing water to 229 people (and 40 families directly benefiting), with water for drinking, toilets and school kitchen and to supply a school vegetable garden where the children grow some of their vegetables for lunches.

<sup>89</sup> An example given was that people in the community instruct outsiders to keep their village clean and not leave litter or rubbish, and they now coordinate with the local authorities on rubbish collection. Another example given was that women have spent less time searching for fuelwood after an anti-logging awareness campaign run by the Project, although none of these could be verified by the MTE and have not been quantified by the project team.



### 2.2.1 Gender issue

The 9 women participants stated that the project had sought to facilitate their involvement and that they had been a direct beneficiaries for some activities (provision of electricity to some 20 families) and indirectly for others (provision of water to the local school which had created more time for the women as they spent less time collecting water for their families each day). The women claimed that they do not feel discriminated against within the project. The women did recognise that they still have inequality within the family setting, where they have responsibility for all housework, cooking and looking after their children. The provision of the electricity generator appears to have benefited women the most. For them it has meant:

- Access to information through TV and radio through which they learn about life and issues of the project;
- Increased leisure time as household chores can be done quicker;
- An opportunity to develop small businesses, e.g. small bar or café for visitors, which can be done at home.

### 2.2.2 Poverty – the local view

The participants defined poverty in various ways with three major aspects of poverty:

- Lack of information
- Lack of knowledge, skills and experience
- Lack of money

The first they believed could be partly remedied by provision of electricity so that they could run a television and radio and so gain access to information about the world, and the second they saw as a means to obtaining a job which would provide the third.

### 2.3 Overall evaluation of the CVPAP by workshop participants

At the end of the workshop, the individuals of each sub-group were asked to give (anonymously) an overall evaluation of the issue they were asked to consider. For each of the sub-groups, there was a high level of satisfaction with the project activities and achievements to date (Table 4).

**Table 4. Final anonymous evaluation of findings of meeting by the workshop participants**

Rating	Community participation	Communication	Project results
Sad	0%	0%	0
Normal	11%	30%	11%
Happy	88%	70%	88%

### 2.4 Recommendations by the participants

The participants strongly recommended the project should consider/provide the following:

- Increased awareness-raising on environmental problems and solutions in the local communities
- Increased livelihood options for single mothers with families
- Enlargement of garbage recovery programme to other neighbouring communities<sup>90</sup>
- Increased community meetings with project
- Increased effort from the project into working with agriculture and livestock groups
- Targeted awareness-raising among agriculture and livestock groups
- Participation of site teams in local community association activities
- Provision of more general information on the SMNP to the local communities and visitors
- Increased time spent working with communities by the CD team
- Greater and more active role for the local community in project activities at the SMNP
- Initiation of the Small Grants Programme and Micro-credit Facility schemes
- Provision of professional training through the project, e.g. (cooking)
- Support for improving organizational skills within the community through targeted training
- Expansion of small-scale electricity generation and water provision through project to other communities
- Increased opportunities to meet and share experiences and learn from other communities in the area
- Provide greater opportunities for ecotourism
- Increased emphasis by the project on control of invasive species
- Development of initiatives for the use of invasive plant species for artisanal crafts
- Increased emphasis by the project on information/training on protection against soil erosion

<sup>90</sup> At present, only the community at Serra Malagueta is benefiting from this

- Joint development of community-based income-generating activities, e.g. endemic plant gardens to provide a stock for habitat restoration within the park, production of aloe vera
- Research into pharmaceutical potential of local medicinal plants (in association with international partners)
- Increased effort from the Community Development team to help include, retain and better involve local association members in the project

## 2.5 Community expectations of the project

From the above list of recommendations, it is clear that community expectations of what the project will deliver are high at SMNP and these will need to be managed.

There was a particular expectation from the workshop participants that the project at SMNP will help develop job opportunities for people in the community as the unemployment rate is very high in the region (according to the project Site Coordinator this is at 47%). This will necessitate considerable investment of the project in providing training to local groups and individuals and is likely to require time and significant capacity within the site team. This would also require direct involvement of several of the groups represented on the PTC (e.g. DGASP, INIDA) and the private sector, e.g. Associacao Comercial de Sotavento and the Camera de Comercio de Sotavento.

## 3. MGNP workshop

### 3.1 Methodology

The workshop was held at Hortelã, and 50 people, comprising 23 men and 27 women (Table 5), of varying ages participated in the 90 minute meeting. Participants represented 8 communities around the Park - Cachaço, Cabeçalinho, Palhal, Hortelã, Ribeira dos calhaus, Fragata, Lompelado e Faja - and 5 community organisations - Cachaço, Cabeçalinho, Hortelã, Palhal e Fragata. The representatives of the communities were identified with the help of local NGOs and the two municipal councils (Camaras Municipais), but local communities had the final say on who would be the focal point for the project (in most cases through an local process).

**Table 5. Monte Gordo Natural Park workshop participants, Assembleia Comunitária, Hortelã, 19/6/2007**

Name	Institution
Daniel Cabral	CVPAP – Monte Gordo
Nelson Santana	CVPAP – Monte Gordo
Floryan Da Cruz Duarte	MG
Manuel Zeferino Reis	
José Manuel Ramos	Ass. Com. Des. Fragata
Manuel Dos Santos da G. Monteiro	
Francisco Conceição	
Mª Jesus D. Brito	
Luciano Neves da Cruz	
António Rosário da Cruz	
Augusto A. Ramos	
Carla C. dos Santos Viana	
Domingos J. S. Viana	
Sónia Merino	Consultora nacional
Antónia Ramos Santos	
Antónia R. Cardoso	
Lucialena F. Santos	
Jão R. Oliveira	
Euclides Dos Santos Brito	
Francisca Mª S. Brito	
Mª Luz da Cruz	
Claudina Soares Silva	
Francisca A. Santos	
Mª Auxiliadora Gomes	Ass. Monte Cintinha
Mª Antónia Conceição	
Mª J. Almeida Gomes	
Adelaide da Luz dos Santos	
Idalina Soares Araújo	Ass. ARBE d`Font
Mª de Paixão Santos	Ass. ARBE d`Font
Carolina Maria Silva	Ass. ARBE d`Font
Lenira Helena Silva	Ass. ARBE d`Font

Name	Institution
Suelí Do Rosário	
José Soares dos Santos	
Germana Rosa Cabral	
Rosalina Rosa Cabral	
Rosa Júlia Rosário	
José A. Da Luz Santos	
José S. Do Rosário Ramos	Ass. Monte Cintinha
Antónia M <sup>a</sup> da Cruz	
Idalina A. Brito	
M <sup>a</sup> dos Anjos Duarte	
Carlos A. Duarte	
Alfredo Miguel dos Santos	
Nuno Miguel Brito Silva	Ass. Monte Cintinha
Jorge António da Cruz	Ass. Monte Cintinha
Celestino Silva do Monte	
João Vicente Cabral	Ass. ARBE d'Font
Ângela A. Santos	
Manuel Cardoso	
José Cabral	CICMT
Additional person whose name could not be read	

Due to lack of time and the limited experience of the site's Community Development team with participatory methods, and because the meeting was held late in the early evening (after many of the participants left work), the workshop did not follow the same approach employed at Serra Malagueta Natural Park with three sub-groups with specific themes. Instead the participants were encouraged to talk in an open group about the strengths (positives) and weaknesses (negative) of the project, and to identify specific benefits they had received from the project.

The Community Development team organised and facilitated the meeting with relatively little direct input from the national consultant (she only gave direction on the issues of gender and poverty).

### 3.2. Results of workshop

The results of the workshop are summarized in Table 6. It is important to note that the meeting took place in a very relaxed atmosphere, but the participants found identifying the weaknesses and failures of the project difficult<sup>91</sup> and as a result did not identify many weaknesses and failures of the project or suggest many recommendations for corrective action (unlike the SMNP workshop).

**Table 6.** Summary of perceptions of local participants of the CVPAP at MGNP workshop (19 June 2007)

Strength/Success	Weaknesses/Failure
<ul style="list-style-type: none"> <li>- Considerable amount of environmental education undertaken by the CVPAP</li> <li>- Support for local associations, involving the poverty alleviation local group CRP (CRP is helping with legal advice to constitute their community associations)</li> <li>- Campaign to keep communities free of rubbish and litter</li> <li>- Project has had a lot of meetings with the community which they value</li> <li>- School visits and support in environmental education</li> <li>- The park has provided to some people jobs, e.g. through the endemic and native plants gardens</li> <li>- The project's technical studies</li> <li>- Project technical presentations are good</li> </ul>	<ul style="list-style-type: none"> <li>-The project's biodiversity conservation effort is not producing results as logging and extraction of rock for building is still occurring in the park, there is serious erosion problem and overgrazing by goats</li> <li>- Community involvement in the biodiversity conservation activities is very low</li> <li>- Direct development benefits to the local communities is still low (haven't achieved so much) with little work by the project with and in the local communities in the buffer zone</li> <li>- Poor return of information from socio-economic and ecological studies to local communities</li> <li>- Overall, the project's environmental education and communication is good but effort has been weak in some areas of the park</li> </ul>

The workshop participants questioned why development activities have to wait until the management plan for the park is completed (their view is that the development activities have taken second place to other activities). This indicates that the rationale for the management plan (or even what a management plan is) is not understood by the local people, and suggests that they have not been involved in the management planning process but urgently need to be. It should

<sup>91</sup> The national consultant interpreted this as a cultural resistance to discussing negative issues.

also be noted that the project's message of how development and environmental are linked (and how they are integrated within the project) is not getting through, evidenced by a lack of understanding of these issues at the workshop.

### **3.3 Gender issue**

As at the SMNP, there was a general opinion among the men that men and women are equal in society, so no special preference is needed to promote women's involvement in society. However, the majority of the group believed that the project has to give special attention to women, especially to improving the opportunities for single mothers to develop income-generating activities.

### **3.4. Poverty – the local view**

The participants identified five aspects of poverty:

- Lack of a home and good living conditions
- Lack of a job and job security
- A dirty environment
- Lack of training opportunities and poor sources of information to help develop skills and experiences and knowledge needed to get a job
- Lack of rain (leads to poor food supply and little opportunity for agricultural work)

### **3.5. Recommendations by the participants**

The participants strongly recommended the project should consider/provide the following:

- When employment and other opportunities arrive, the project should ensure that they are equitably distributed among the different communities
- Increased transparency and equitability in the disbursement of project funds at the site
- Increased effort from the project to provide more activities and training to local communities and groups in order to develop increased alternative livelihood opportunities such as ecotourism, bed-and-breakfast, handicrafts.

### **3.6. Community expectations of the project**

The communities around the MGNP, especially those to the south of the Park, e.g. Hortelă, are very poor, and most of the young people are either unemployed or have left the area to find work elsewhere. Therefore, the communities have high expectations of the project providing increased employment opportunities to lift people out of poverty. Literacy rates in the communities around the Park are high and the people are relatively well informed and know what they need to better their lives.

It should be noted that several of the recommendations for both the SMNP and MGNP, e.g. provision of electricity generators to other communities at the SMNP, have little direct connection with BD conservation, and the project needs to be careful of being seen as a solution for all the local community social problems and needs. The project needs to maintain a focus on achieving its biodiversity goals and promoting alternative livelihood options that will directly benefit the achievement of those goals, whilst forming partnerships with those groups (e.g. CRP) with the capacity, experience and comparative advantage to deliver these other social goals. This should be discussed at a much wider level within the project – nationally as well as locally – to build a consensus on the way forward, as it is particularly important that the project delivers on the (revised) targets set out in the project logframe and that GEF funds are not used for inappropriate activities.

## Annex 8. Project SWOT Analysis

The MTE Team undertook a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis of the Project at the end of the mission, which is presented below.

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Enthusiastic, committed and generally capable team at both Serra Malagueta NP and Monte Gordo NP</li> <li>• Core PAP team at national and site levels employed by government</li> <li>• UNDP CO, CTA and some members of NPCU have good network of technical contacts which has provided some excellent long-term international consultants</li> <li>• Mentoring and training to national staff provided by the long-term international consultants</li> <li>• Most of baseline data now collected and available for development of management plans</li> <li>• Good relations and high credibility among local population at SMNP due to early success in providing direct benefits to local communities (e.g. water for school, electric generator supplying 18 families)</li> <li>• Good support from UNDP CO and CTA</li> <li>• Good network of contacts for technical support among senior staff and CTA</li> <li>• Good consideration of gender aspects on project with high proportion of women among project staff</li> <li>• Establishment of Local Site Committees as a platform for negotiation and agreement on protected area management</li> <li>• Good understanding among stakeholders of the ecological function of the two parks, particularly in terms of watershed protection</li> <li>• Most of site teams comprise people from around the park area, particularly at MGNP, so have connection with the community</li> <li>• Financial commitment of GoCV through payment of project staff salaries</li> <li>• Good equipment and working offices at sites</li> <li>• Good team ownership of project</li> <li>• Good financial management capacity now within the project team</li> </ul>	<ul style="list-style-type: none"> <li>• Senior Project Management Team (NPCU and site coordinators) lacking key skills and areas of expertise required for effective leadership and personnel management</li> <li>• Core PAP team at national and site levels only employed on yearly contracts and guards on 3-monthly renewable contracts</li> <li>• DGA capacity and input to project very limited</li> <li>• Peace Corps Volunteer scheme not providing the most appropriate people for the task</li> <li>• Poor project monitoring and evaluation systems at all levels</li> <li>• Absence of staff evaluation and training plans</li> <li>• Complex and unmanageable original logframe</li> <li>• Weak integration between site technical teams (Community Development and Ecological Monitoring) on synergistic activities</li> <li>• Poor orientation by line managers with line management (chain of command) often disrupted which can seriously disrupt weekly work plans and targets</li> <li>• Centralisation of project decision-making within Project Coordinator-Director of DGA link</li> <li>• Despite ToRs, strategy and plan for use of international consultants is not clear</li> <li>• Weak Communications Strategy and knowledge management at national level and inadequate documentation and dissemination of project results and successes</li> <li>• Slow and bureaucratic financial management due to overly complicated financial procedures (although recently UN system has been simplified)</li> <li>• Limited government capacity at all levels to initiate, implement and monitor conservation activities</li> <li>• Community involvement in parks is still fragile, and the level of organisation of community input to the project is weak (notably from community associations)</li> <li>• Very slow appointment of replacement CTA</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>• Most of the two site teams are still relatively young and many can play a key role in future development of the protected area system</li> <li>• Strong opportunities for collaboration and information sharing with two other existing protected area projects operating in Cape</li> </ul>	<ul style="list-style-type: none"> <li>• Potential overspending on infrastructure budget at Serra Malagueta with the risk that other project budget lines (activities) will need to be cut if additional new funding cannot be found</li> <li>• Perception among some stakeholders, especially locally, of little participation in PAP (e.g.</li> </ul>

<sup>92</sup> Importantly, the CRP considers local income generating activities and environmental conservation and valuation as priorities

<p>Verde, particularly for specialised training on PA management with the WWF-Marine and Coastal Conservation Project in a partnership with PRCM members (IUCN, WWF, FIBA and WI)</p> <ul style="list-style-type: none"> <li>• São Nicolau Comissão Regional de Parceiros (CRP)) team has developed a community participation process for the development of Poverty Alleviation Plans (PLLP) which could usefully inform the development of alternative livelihood options at both parks</li> <li>• Project contributes to the decentralisation policy and decision-making of central government by supporting local community groups to take part in a participatory management arrangement at both parks</li> <li>• Potential for increased project impact if representation is broadened to include NGOs and private business sector</li> <li>• Existence of existing micro-credit schemes and local poverty alleviation campaigns and groups (e.g. CRP<sup>92</sup> and Catholic Church initiatives) that offer potentially important partnerships for delivering project aims related to development of alternative livelihoods</li> <li>• Cape Verdean diaspora may be potential sources of funding for the development of the protected area system, either through donations and fund-raising or through tourism targeted at this group</li> <li>• Project has the potential to lead on implementation of key recommendations of National Biodiversity Conservation Strategy and Action Plan of action at government, institutional and local levels in Cape Verde</li> <li>• Three important initiatives within DGA that could provide strong synergy with the project: Sistema de Informação Ambiental (SIA); the development of GIS and the National Capacity Self Assessment for the global environmental management (NCSA)</li> </ul>	<p>Church), poor coordination of activities (e.g. CRP), and weak ownership of PAP, which may isolate stakeholders from development of the protected areas and turn local communities against the sites</p> <ul style="list-style-type: none"> <li>• Perceived limited support from NPCU felt among project staff at MGNP (evidenced by relatively few site visits and delays over support from communication team) is giving rise to a feeling of isolation in the team which may impact performance</li> <li>• Motivation a problem due to low salaries and benefits and no career structure, which could lead to staff leaving for better paid posts (e.g. WWF marine and Coastal Conservation Project) once some experience gained</li> <li>• Most private land owners not involved in decisions on boundaries and use of protected areas, especially important at MGNP</li> <li>• High project overhead costs due to Cape Verde being an island nation, particularly transportation and communication</li> <li>• Absence of national strategy for sustainable tourism development leading to uncontrolled ecotourism development around parks</li> <li>• DGASP-DGA agreement doesn't work very well as guards are not involved (transition done on paper but in reality and a potential source of conflict/confusion)</li> </ul>
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## Annex 9. Original Project logframe

Note: there is a formatting problem with the original logframe that starts at Outcome 3. This is not corrected here

Project Objective and Components	Verifiable Indicators	Source of Verification	Assumptions
<b>Project Development Objective:</b> The conservation of globally significant biodiversity and the reduction of land degradation and desertification in priority ecosystems of Cape Verde.	Populations of endemic and native species within project areas are maintained at stable levels and native vegetation ecosystems are maintained or expanded  Soil and water resources within project areas are conserved	Biological monitoring  Resource monitoring	Endemic and native species populations have capacity to maintain or recover
<b>Project Immediate Objective :</b> The Government of Cape Verde, in partnership with local communities, will conserve globally and nationally significant biodiversity in six newly established protected areas, and in surrounding landscapes, by developing and applying new strategies for ecosystem protection and sustainable resource management.	1. National system for protected areas and six protected areas operating 2. Long-term funding for protected areas system operations is ensured 3. Local communities sustainably manage soil, water, and flora/fauna resources and participate in PA planning and management	1. Regulations and management plans  2. Budget allocations and fund accounting records 3. Project reports and independent evaluations	Government resources to finance long-term recurring PA systems costs are provided
<b>Outcome 1:</b> Policy, legal framework and capacities in place for conservation of biodiversity and management of protected areas	Law on Protected Areas and Law on Protection of Fauna and Flora enacted within first 6 months Various media (television, radio and newspapers) have disseminated information on new laws within six months of legislation being enacted At national level, at least one advocacy group (lawyers, artists, businessmen, civic clubs, etc.) for biodiversity conservation created by end of year 1 At least one meeting held and one agreement of collaboration with each relevant ministry signed within first 6 months New land tenure systems in place on private lands around parks by end of year 2 (for first two PAs) and by end of year 6 (for remaining four PAs) At least 20 decision-makers educated on importance of biodiversity and protected areas by end of year 2 ½	Legal documents  Media monitoring report  Advocacy group meeting notes  Signed agreements with relevant ministries  Project documents	Government development objectives continue to be supportive of conservation and sustainability  State resource management agencies cooperate with conservation/sustainable management

Project Objective and Components	Verifiable Indicators	Source of Verification	Assumptions
	<p>DGASP using native tree species in all reforestation projects in vicinity of PAs by end of year 3  MAP actively supporting biological pest control in adjacent landscapes to PAs by end of year 3  One national Germplasm bank and/or botanical garden managing program for native plant varieties established by end of year 5  Environmental impact assessment guidelines implemented by end of year 1</p> <p><b>Also, by end of phase 1 :</b>  Two new Laws (on Protected Areas and Law on Protection of Fauna and Flora) enacted;  Legal recognition of common property management achieved;  Incentives for appropriate private land tenure negotiated;  Joint Forest Management Policy Paper formulated;  Policies on forest and rangeland protection outside PAs adopted;  EIA guidelines established and applied by DGA to all activities requiring EIA;  Halving of cases where Sectoral Ministry promote non-sustainable programs</p> <p><b>And by end of phase 2 :</b>  Consolidate implementation of legal and institutional frameworks;  Any new issues and policies related to BD conservation and LD covered that may arise;  Joint Forest Management Policy Paper adopted;  No cases where Sectoral Ministries promote non-sustainable programs.</p>	<p>Training and seminar reports</p> <p>DGASP reforestation workplans and evaluations  MAP pest control workplans and evaluations  Germplasm bank/botanical garden reports  Guidelines published; monitoring reports  Training and seminar reports</p>	<p>objectives</p>
<p><b>Outcome 2:</b> Institutional framework in place for participatory management of ecosystems</p>	<p>At least 2 long term training initiated by end of year 1, and at least 10 short training completed by end of phase 1.  PACU (Protected Areas Coordination Unit) formally established and operational by end of year 2  At least 4 strategic plans developed by PACU (BD, SLM, tourism, and monitoring and enforcement) by end of year 2, and operational by beginning of phase 2  Information sharing and coordination mechanisms in place between PACU and PAs, state resource agencies, and international partners by end of year 2  Policies and regulations on visitor/user fees and penalties/fines in place by end of year 2  Long-term state budget support secured by end of year 6  Framework for long term sustainable financial mechanism developed by year 4, and funding mechanisms in place and operational by end of phase 2</p>	<p>DGA capacity assessment report</p> <p>Report on PACU organizational development (admin., fin., tech.)  Strategic plans</p> <p>Signed agreements with partners</p> <p>Training and seminar reports  PACU documents</p> <p>GoCV budget  PACU documents</p>	<p>Sufficient numbers of professional PA staff with long-term commitment to PA system are found</p>



Project Objective and Components	Verifiable Indicators	Source of Verification	Assumptions
<b>Outcome 3:</b> Two natural parks created and under participatory community management	<p>Natural parks formally established, staff hired, infrastructure in place (2 by end of year 3, 4 by end of year 5 ½)</p> <p>At least 30 Natural parks managers and staff trained in PA management by end of phase 2</p> <p>Baseline studies on ecological factors completed by end of year 1 and end of year 5</p> <p>Baseline studies on socio-economic factors completed by end of year 1 and end of year 5</p> <p>Zoning classification completed and implemented in the 6 PAs by end of year 5</p> <p>Steering committee for community participatory management of PAs established and operating at the beginning of establishment of each PA</p> <p>Revenue sharing system with local communities and municipalities negotiated and established by end of year 4.</p> <p>Capacities and institutional mechanisms for local government and communities enhanced, showing concrete instances of joint management and important decision making in all PAs by end of year 6</p> <p>6 PA master plans and sub-plans implemented by year 5</p> <p>Regular bi-yearly inventories of flora and fauna conducted in 6 PAs, and data base created by end of phase 1</p> <p>Modeling of erosion and land degradation in all projects sites and baseline rates of LD established by end of phase 1</p> <p>Regular inventorying of BD and LD show impact of project by end of phase 2</p> <p>At least 10 instances of sharing of experiences with others outside Cape Verde by end of phase 2</p> <p>PA systems for visitor/user fees and penalties/fines implemented in all PAs by end of year 5</p> <p>Trust fund for PA system in place by end of year 7</p> <p>Long-term state budget support for PA management (staff, operations) secured by end of year 7</p>	<p>Legal documents</p> <p>Training and seminar reports</p> <p>Baseline reports</p> <p>Baseline reports</p> <p>PA planning documents</p> <p>Committee meeting minutes</p> <p>Planning documents</p> <p>Monitoring data</p> <p>Coordination agreement</p> <p>PA regulations</p> <p>Fund documents</p> <p>GoCV budget</p>	<p>Sufficient numbers of professional PA staff with long-term commitment to working in remote PAs are found</p> <p>Community members actively support and participate in PA planning and management</p>

Project Objective and Components	Verifiable Indicators	Source of Verification	Assumptions
<p><b>Outcome 4:</b> Strengthen capacity of local actors, and promote sustainable integrated, participatory ecosystem management</p>	<p>At least 12 Local farmer and herder associations able to engage in management decisions collectively related to BD and LD issues by end of year 4  At least 600 Local stakeholders trained and educated on sustainable resource management  At least 6 Mini-grant facilities for non-profit sustainable use of biodiversity operating in all local communities adjacent to all PAs, and giving clear evidence of sustainable use by end of year 5</p> <p><b>By end of phase 1 :</b>  At least 10% of farmers (conservation farming, composting, horticulture, etc.)  At least 4 Pasture Management Committees have adopted management plans, and facilitated implementation of land rehabilitation (vegetation enrichment, water catchments, grazing rotations) and pasture monitoring.  System of payment of grazing and watering fees in improved pastures developed and tested in at least 2 sites.  At least one community woodlot created in each project site using endemic or non-invasive species;  Rational techniques for charcoal and wood cutting demonstrated for communities around 2 PAs.  Soil and water conservation techniques (including bunding, windbreaks, live hedges) applied on 10% of farmland.  At least 6 local communities participate in State reforestation activities and are given sustainable use rights for wood and forest resources.  At least 5% of farmers test alternatives to agro-chemicals, including biological pest control.  At least 2 communities test techniques for control of <i>Fulgcraea</i>, and eradication of Lantana including use as crafts and tools.  Children in at least 4 schools in project zone aware of problem of hunting of threatened species and pledge not to hunt them.</p> <p><b>By end of phase 2:</b>  Testing and fine-tuning of at least 5 appropriate techniques with the local communities for grazing, sustainable use, and adaptive management of natural resources;  More intensive and diversified farming systems adopted among at least 50% of farmers  All Pasture Management Committees have adopted and implemented management plans.  System of payment of grazing and watering fees in improved pastures</p>	<p>Signed agreements and meeting reports</p> <p>Education curricula and training reports</p> <p>Pasture management committee minutes and monitoring reports  Project resource monitoring reports  Project resource monitoring reports</p> <p>DGASP resource monitoring reports</p> <p>Farmer surveys and field analysis</p> <p>Monitoring reports</p> <p>Local population surveys; species monitoring reports  Grant facility reports</p>	<p>Global warming will not worsen long-term weather conditions or extreme events (e.g. droughts) to a degree that prevents effective resource conservation</p> <p>State resource management agencies cooperate with conservation/sustainable management objectives</p>

Project Objective and Components	Verifiable Indicators	Source of Verification	Assumptions
	<p>operational and receipts feed into community micro-funds.</p> <p>All community woodlots produce enough fuelwood to cover 30% of rural energy needs.</p> <p>Adoption of rational techniques for charcoal and wood cutting result in a savings of 20% of woody biomass.</p> <p>Soil and water conservation techniques applied and erosion reduced by 50% in all project areas.</p> <p>All local communities have sustainable use rights in State Reforestation plots in project zone.</p> <p>At least one successful environmentally friendly pest management technique adopted among 20% of farmers in project zone.</p> <p>Density of <i>Fulgcraea</i> reduced by 20% in project zone, and incomes increased as a result.</p> <p>Hunting and harvesting pressure on threatened species reduced by 40%.</p>		
<p><b>Outcome 5:</b> Local communities benefiting from alternative livelihood opportunities</p>	<p>At least 6 communities have developed a Strategy and Options for Alternative livelihood programs, including training and awareness raising by end of year 4</p> <p>At least 6 Community-based Credit and Savings Schemes adapted to local conditions designed, capitalised and operating by end of year 4</p> <p>Regulations and models for rural tourism and local involvement applied in all PAs by end of year 6.</p> <p>Ecotourism regulations and programs are in place at each PA at the creation of each PA</p> <p>Income from tourism visits have increased by 50% (compared to Fogo in 2002), by end of year 7</p> <p>Local incomes from tourism (crafts, lodging, etc.) increased by 50% by the end of the project.</p> <p>Credit and savings system for profit-generating micro-projects operating in all requesting communities, with no micro-projects showing negative impacts on the environment, by year 6</p> <p>Local NGOs, private sector, and/or Municipalities have created and are operating an “investment advice facility” and a public environmental information service to ensure environmental sustainability, in each PA zone, by the end of year 6</p>	<p>Strategic plans</p> <p>Project documents/reports</p> <p>Project documents/reports; marketing plans and materials</p> <p>Project documents/reports</p> <p>Credit/savings system reports</p>	

Project Objective and Components	Verifiable Indicators	Source of Verification	Assumptions
<b>Outcome 6:</b> National stakeholders aware and supportive of environmental conservation goals	<p>At least two major public awareness campaigns on environment and PAs completed by year 3, including two training sessions for journalists, dissemination of print/audio/video media materials, creation and sales of PA field guides and maps, and promotion of PAs in public and private tourism publications</p> <p>Sales of PA field guides and maps for all PAs generates at least \$4000 per year in revenue starting in year 4</p> <p>Education curriculum and demos/competitions for biodiversity conservation developed for High School and elementary School by year 3, and applied in at least 20 schools all over the country by year 6</p> <p>At least 10 Parliamentarians and decision-makers educated on and supporting biodiversity conservation and sustainable resource use by year 4, and the majority of Parliamentarians and decision-makers supporting biodiversity conservation and sustainable resource use by the end of the project.</p> <p>NGO partners for conservation supporting project activities, with at least one NGO at each project site actively promoting project environmental objectives by year 2</p>	<p>Training session reports; publications and media materials</p> <p>Teaching materials/curricula; project reports</p> <p>Seminar reports; policy and legislative documents</p> <p>Cooperation agreements with NGOs; NGO plans and reports</p>	<p>Legislative and policy decision-makers support conservation and resource management goals</p> <p>Effective local NGOs emerge that are supportive of environmental goals</p>

<b>Outcome 1</b>	1.1 Enact and implement Law on Protected Areas and Law on Protection of Fauna and Flora
	1.2 Implement changes to land tenure system to support sustainable use of biological resources
	1.3 Biodiversity conservation and sustainable resource management concepts adopted in targeted sectoral policies and programmes
	1.4 Establish programmes to encourage sustainability of actions of Government resource management agencies
	1.5 Establish policies for the use of environmental impact assessments
<b>Outcome 2</b>	2.1 Strengthen technical and coordination capacity of DGA, including an institutional diagnostic study
	2.2 Develop and implement restructuring, strategic plan and partnership mechanisms for Protected Areas Coordination Unit (PACU)
	2.3: Training and capacity development of PACU managers and staff
	2.4 Identify and develop viable long-term financing mechanisms for PACU
<b>Outcome 3</b>	3.1 Formally establish natural parks (PAs) in six identified sites (2 in phase I, 4 in phase II)
	3.2 Inventory baseline environmental conditions
	3.3 Establish mechanisms for joint management of PA natural resources with local populations
	3.4 Elaborate and implement master plans and zoning classification systems for each PA
	3.5 Establish monitoring and evaluation system for natural resources in PAs
	3.6 Establish mechanisms and conditions to increase revenues to PAs
<b>Outcome 4</b>	4.1 Establish cooperation mechanisms between stakeholders
	4.2 Implement education and training programs for local stakeholders for sustainable management of resources

	4.3 Develop & implement management plans for livestock grazing activities (in and around PAs)
	4.4 Intensify and diversify rural production systems
	4.5 Establish sustainable systems for exploitation of fuelwood
	4.6 Apply effective soil and water conservation techniques
	4.7 Increase participation of local communities in forest management activities
	4.8 Establish systems for environmentally friendly pest management
	4.9 Identify, test and disseminate techniques for harvesting invasive species for crafts and tools
	4.10 Raise awareness to prevent hunting of threatened species
	4.11 Provide mini-grant for non-profit generating activities in sustainable use of biodiversity
<b>Outcome 5</b>	5.1 Elaborate and implement strategy for site-specific alternative livelihood activities
	5.2 Develop and implement ecotourism strategy and mechanisms for community participation
	5.3 Develop and implement credit and savings schemes for profit-generating micro-projects
<b>Outcome 6</b>	6.1 Undertake a public awareness campaign on the new protected areas system in Cape Verde
	6.2 Raise awareness and lobby among parliamentarians and high-level decision makers
	6.3: Support local NGOs and institutions with relevant objectives to undertake education and awareness activities

## Annex 10. Suggested Revised Logical Framework and Objectively Verifiable Indicators

Project Strategy	Objectively verifiable indicators
Goal	Conservation of globally significant biodiversity in priority ecosystems of Cape Verde

	Indicator	Baseline	Phase I target	Sources of verification	Risks and Assumptions
<b>GEF Project Objective</b> <i>Sustainable system of six new protected areas created and operational in a partnership between the Government of Cape Verde and local communities delivering ecosystem protection, sustainable natural resource management and enhanced local livelihood opportunities</i>	Area occupied by 4 endemic and native plant species within Project areas	Get from baseline surveys from start of project	10% increase in area of 4 plant species at selected sites at SMNP and MGNP above baseline		Stable political and socio-economic environment in country  External pressures on Cape Verde biodiversity remain within projected threat analysis  Populations of endemic and native species have capacity to maintain or recover  Climate change does not destroy ecological conditions that support the endemic species
	Illegal activities (fuel wood extraction, grazing, hunting, settling, medicinal plant collecting) at SMNP and MGNP, as assessed by the Park guards and police reports	Get from Luca's Forestry study or from socio-economic study.	50% reduction in reports of illegal activities below baseline figures	- Park guard reports - Police reports of illegal activities occurring within SMNP and MGNP	
	Populations of endemic species and subspecies of birds and reptiles at SMNP and MGNP	See 2006 studies	Populations of 2 species of bird and 2 species of reptiles (give the species) remain stable or increase - no decline compared to baseline	- SMNP and MGNP site monitoring reports - Annual project reports	

	Indicator	Baseline	Phase I target	Sources of verification	Risks and Assumptions
	% of parks and buffer zone area under sustainable natural resource and land management practices (defined as under sustainable grazing regimes, biological control for pest management, composting, horticulture, etc) at SMNP and MGNP	GIS data and analysis?	10% by end of Phase I (50% by end of Phase II?)	- Annual Park reports - Municipal Council statistics - Farmer and Livestock Association reports	
	GEF BD1 Tracking Tool score	Score at beginning of year 1 (Project will need to reconstruct the baseline but should be easy)	Increased score at MTE over baseline and Final Evaluation score over MTE	- UNDP and UNDP-GEF project evaluation reports - Annual PIRs - MTE Report - Final Evaluation Report - Annual Project reports	
<b>Outcome 1</b> <i>Policy and legal frameworks and mechanisms for conservation of biodiversity and management of protected areas and buffer zones, developed, adopted and in place</i>	Regulations defining boundaries and areas of each PA and their associated buffer zones	Law of Protected Areas (2003) but 0 regulations specifying location, boundary or size of PA or surrounding buffer zones	Regulations on SMNP and MGNP agreed with local communities and legally approved	- Copy of Regulations for each NP published in official government bulletin - Approved minutes of meetings between DGA staff and local communities to agree on boundaries	Political instability (including changes in government administration) does not cause major changes in policy priorities
	Scores of surveys of awareness of biodiversity conservation, protected areas and sustainable natural resource management among decision makers at local, municipal and national levels	?	Increased scores over baseline	- Reports of Community Development teams at SMNP and MGNP - Independent survey reports - Ministry of Education statistics	
	Number of new and revised country sector policies incorporating PA concerns approved by national government	0 policies at start of Project	A total of at least 3 sector policies approved	- Government sector policy documents - Annual Project reports	

	Indicator	Baseline	Phase I target	Sources of verification	Risks and Assumptions
	Joint Forest Management Policy Paper (JFMPP)	Policy does not exist	JFMPP developed and agreed between DGA and DGASP	- Copy of JFMPP - Annual Project reports - Minutes of meetings between DGA and DGASP staff on development of JFMPP	
	Development projects in protected areas and associated buffer zones that carry out a transparent EIA and then implement mitigation measures	0 projects undertaking EIA	All new development proposals undertaking an EIA and project approval dependent on implementation of recommendations	- Documentation of EIA processes by DGA unit - Company reports	
<b>Outcome 2</b> <i>Institutional and financial frameworks and capacity developed to deliver sustainable and participatory management of protected areas and their buffer zones</i>	Frameworks and capacity of local groups to participate in decision-making and management processes at SMNP and MGNP as indicated by Project-UNDP framework and capacity assessment scores	0 institutional frameworks and capacity	Both SMNP and MGNP with framework and capacity assessment scores of over X	- Capacity assessment score reports at years 1 and 5 - Project reports	Government contributions (finances, counterpart staff) and co-financing contributions are forthcoming in a timely manner
	Technical and coordination capacity of DGA to support protected area system and biodiversity conservation activities in Cape Verde, measured through Project/UNDP capacity assessment scores	?	Increased capacity assessment score	- Project reports - NSAC report on DGA - Project assessment reports - UNDP and UNDP-GEF capacity assessments	
	Strategy and Plan for sustainable financing of Protected Area System of Cape Verde	No strategy or plan	Strategy and Plan developed and approved by Government and sources of financing identified (target for Phase II will be to implement the Plan and achieve resource mobilisation)	- Copy of Strategy and Plan - Documentation on meetings held to develop Strategy and Plan	
<b>Outcome 3</b> <i>Six new protected areas with associated buffer zones established on the</i>	Regulations defining boundaries and areas of each PA and their buffer zones	Law of Protected Areas (2003) but 0 regulations specifying location,	Regulations on SMNP and MGNP agreed with local communities and legally approved	- Copy of Regulations for each NP published in official government bulletin - Approved minutes of	Level of public and government interest in the project is maintained throughout and beyond the project period



	Indicator	Baseline	Phase I target	Sources of verification	Risks and Assumptions
<i>ground and operational under participatory community management</i>		boundary or size of PA or surrounding buffer zones		meetings between DGA staff and local communities to agree on boundaries	
	Memorandum of Agreement between DGA and private land owners on management of private land within each Park	0 MoAs	MoA with 10% of landowners at MGNP and 50% with landowners at SMNP by end of year 4 (100% by end of Phase II for these Parks)	Copies of MoAs	
	Participatory management plans for each Park, including zoning plan, produced in partnership between government and local communities	0 plans	Management and development plans completed for SMNP and MGNP and implementation started	- Copies of Plans - Minutes of meetings of management planning committees detailing local participation in process	
	% of forested land within Park and in buffer zones planted with native species	? – see Luca’s report	10% increase in land forested with native species (either as new plantations or replacing former plantations of exotics)	- Baseline forestry resource study by Luca (2006)	
<b>Outcome 4</b> <i>Local capacity for sustainable natural resource management and development of alternative livelihoods built or strengthened</i>	Area (ha) of new encroachment within SMNP and MGNP	Area of encroachment in year 1 of Project	50% decline in area by end of Phase I	- GIS maps and analysis - Annual Project reports	<p>The market for alternative livelihood products and services is created and maintained, even if economic instability occurs</p> <p>Adopting sustainable natural resource management practices brings an economic or social benefit or has minimal cost</p>
	Number of successful applications to small grants program (SGP) and micro-credit facilitation scheme (MCFS) for SNRM projects	0 (schemes don’t exist at beginning of year 1)	5 by end of year 3, 10 by end of year 4 at both SMNP and MGNP	- Copies of grant applications approved for funding	
	Livelihoods of beneficiaries of SGP and MCFS, as measured by income levels	Need baseline when SGP and MCFS starts (collect as part of award requirements)	Improvement in income over baseline (do we want to be specific here, e.g.10% increase?)	- Socio-economic survey reports - Community Development team reports on individual recipients of SGP and MCFS - Recipient reports on use	

	Indicator	Baseline	Phase I target	Sources of verification	Risks and Assumptions
<b>Outcome 5</b> <i>Knowledge management, monitoring, adaptive feedback and evaluation increased</i>				and impact of SGP and MCFS - Municipal Council statistics on poverty alleviation in the targeted communities	
	Area of community managed woodlots established for soil erosion control and sustainable fuel wood production in buffer zones around Parks	0ha woodlots under community management	At least 3ha under community management in buffer zones at both SMNP and MGNP	- Copies of land-management agreements - Minutes of meetings with forestry authorities	
	Scores from Participatory Poverty Assessments of selected communities at SMNP and MGNP and associated buffer zones	Socio-economic studies carried out at each Park?	Needs discussion	- Assessment reports	
	Positive monitoring and evaluation reports, both internal and external	First evaluation report (first PIR report)	UNDP Mid Term Evaluation and Final Evaluation reports show positive reports	- Project progress reports - Monitoring and evaluation reports by UNDP and UNDP-GEF (PIRs) - MTE and Final Evaluation reports - Minutes of PSC, and other advisory meetings	
	Targets for Project entry into Phase II verified	1. Baseline of 0 at start of year 1  2. Baseline of 0 at start of year 1  3. Baseline values at end of year 1	1. 80% of indicators for Outcomes 1-5 meet Phase I targets  2.1:3 GEF:co-financing ratio secured for Phase II  3. Minimum score of 2 for each of 9 capacity measures identified by Capacity Assessment during year 4	- M&E reports - Project progress reports - Written guarantees for required co-financing levels - Project partner capacity assessment report - UNDP-GEF review reports	Qualified, experienced and affordable project and technical staff are available in the region

	Indicator	Baseline	Phase I target	Sources of verification	Risks and Assumptions
	Number of articles in specific national newspapers highlighting the NPs and PA system and importance for biodiversity conservation and sustainable land management	? articles	At least 50% increase in articles/year over baseline at end of Phase I	<ul style="list-style-type: none"> <li>- Copies of national newspaper articles</li> <li>- Project progress reports</li> <li>- Documentation (letters, emails, etc) on requests for information on Project</li> </ul>	
	Number of government and private sector requests to Project for PA information, sustainable land management practices, and related materials	0 requests for information at start of year 1	At least 20 requests by end of Phase I	<ul style="list-style-type: none"> <li>- Documentation (letters, emails, etc) on requests for information</li> <li>- Project progress reports</li> </ul>	

## Annex 11. Progress Towards Project Objective and Outcomes

Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
<b>Project Objective</b> The Government of Cape Verde, in partnership with local communities, will conserve globally and nationally significant biodiversity in six newly established protected areas and in surrounding landscapes, by developing and applying new strategies for ecosystem protection and sustainable resources management	1. National system of protected areas and two protected areas operating	- PA Law approved 2003 during PDF-B phase, revised in 2006 to remove inaccuracies - 2 protected areas (Serra Malagueta and Monte Gordo Natural Parks) demarcated on ground but regulations showing size and boundaries of parks and buffer zones still under review by government - Ongoing activities due to PAP, with most of baseline studies undertaken and management planning process began
	2. Long-term funding for protected areas system operations is ensured	- Basic Country Assessment for the financial sustainability of PAs completed in 2005 - Feasibility study for creation of Protected Area Authority discussed at 3 <sup>rd</sup> PSC meeting, but development of mechanism for long-term funding still not initiated
	3. Local communities sustainably manage soil, water, and flora/fauna resources and participate in PA planning and management	- Management planning process begun at the two sites but not in a participatory process (up to the MTE) - Local Site Committees established but not yet operational, nor ToRs and decision-making capacity in terms of management of Parks well defined
<b>Outcome 1</b> Policy, legal framework and capacities in place for conservation of biodiversity and management of protected areas	1. Law on PAs and on protection of Flora & Fauna enacted within first 6 months	- PA Law approved 2003 during PDF-B phase, revised in 2006 to remove inaccuracies - Project drafted regulations for the SMNP and MGNP, submitted to legal department of Ministry in April 2007, reviewed and being amended with inclusions of 1:50,000 protected area and buffer zone boundary maps - Boundaries agreed with local communities but process did not include most private owners of land within the two parks (most important at MGNP)
	2. Various media disseminated information on new laws within six months of legislation enacted	- 5,000 booklets on protected area system printed distributed by PAP to relevant national and municipal government agencies and other institutions - Limited TV and radio campaign to promote the new law (at national level) - Copies of legislation available to public through the MAA and on project website
	3. At national level, at least one advocacy group	- No progress - No mechanism for cooperation on protected area and ecosystem management issues between relevant government

Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
	for biodiversity conservation created	ministries and agencies yet created
	4. At least one meeting held and one agreement of collaboration signed with each relevant ministry within first six months	<ul style="list-style-type: none"> <li>- Agreement with INIDA for production of endemic plants in place</li> <li>- Agreement signed with DGASP for use of endemic species for reforestation in and surrounding PAs</li> <li>- Agreement with DGASP for the management of Fogo Natural Park drafted</li> <li>- All of the above are within the MAA, but no signed agreements (protocolos) with other ministry agencies</li> </ul>
	5. New land tenure system in place on private land around two pilot parks by end of year 2	<ul style="list-style-type: none"> <li>- Baseline assessment of land tenure issues around PAs completed</li> <li>- Land tenure study produced by consultant in December 2006</li> <li>- No discussion with landowners on co-management arrangements within the two parks as yet</li> </ul>
	6. At least 20 decision-makers educated on the importance of biodiversity and protected areas by mid-project	<ul style="list-style-type: none"> <li>- Project website (<a href="http://www.areasprotegidas.cv">www.areasprotegidas.cv</a>) established and widely advertised</li> <li>- Contribution to national exhibition on biodiversity setup and now touring the country's main districts</li> <li>- Wide range of educational materials published (educational comic books, T-shirts w. message, birds guide)</li> <li>- Workshop to launch project held March 2005 with over 60 participants from relevant ministries</li> <li>- Briefing meetings to 20 parliamentarians on project activities and objectives at SMNP on 6 December 2006</li> <li>- Briefing meeting to the minister of economy on project activities and objectives</li> <li>- Visit of Prime Minister to MGNP with presentation by staff on PAP and Park aims</li> <li>- Visit by 12 women parliamentarians involved in environmental issues to Fogo arranged by PAP on 2 May 2007</li> </ul>
	7. DGASP using native tree species in all reforestation projects in vicinity of PAs by end of year 3	<ul style="list-style-type: none"> <li>- Target achieved. Only native species are now used in new reforestation schemes in and surrounding the 2 parks</li> </ul>
	8. MAA (Ministry of Environment and Agriculture) actively supporting biological pest control in adjacent landscapes to PAs by end of year 3	<ul style="list-style-type: none"> <li>- Contacts with INIDA specialist established</li> <li>- Surveys undertaken by project in communities around parks which show that pesticide use is not a problem around either park</li> </ul>
	9. One national Germplasm bank and/or botanical garden management programme for native plant varieties established by end of year 5	<ul style="list-style-type: none"> <li>- INIDA expert contracted, but only activity is establishment of tree nurseries as part of reforestation effort in and around the parks</li> </ul>

Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
	10. EIA guidelines developed and being implemented	<ul style="list-style-type: none"> <li>- EIA section established by MAA and staff being trained</li> <li>- EIA legislation was improved in March 2006 with input from project team and DGA</li> <li>- Legislation being expanded with by-laws</li> <li>- First EIAs being overseen by MAA, but significant capacity constraints (only 3 members of staff)</li> </ul>
	11. Legal recognition of common property management achieved	<ul style="list-style-type: none"> <li>- Legal advisory team recruited by DGA</li> <li>- Land tenure report completed in December 2006 but conclusions not yet implemented</li> </ul>
	12. Incentives for appropriate private land tenure negotiated	<ul style="list-style-type: none"> <li>- TOR for legal advisory team developed and submitted to MAA</li> <li>- Ongoing implementation of first experimental case of incentive for appropriate private land tenure in one of PAs (but no information provided to MTE on this and indeed CTA told MTE that not yet developed)</li> </ul>
	13. Joint Forest Management Policy Paper formulated	<ul style="list-style-type: none"> <li>- No activity</li> </ul>
	14. Policies of forest and rangeland protection outside PAs adopted	<ul style="list-style-type: none"> <li>- Consultant on rangeland management contracted to provide a study on livestock management and sustainable grazing in buffer zone</li> </ul>
	15. Halving of cases where sectoral ministries promote non-sustainable programs	<ul style="list-style-type: none"> <li>- DGA EIA team in place</li> <li>- EIA procedures being implemented</li> <li>- MAA capacity being strengthened through parallel project funding</li> <li>- However, no monitoring of other government department programmes for environmental impact by DGA team</li> <li>- No EIA guidelines yet, although planned for 2007 with support from an international consultant</li> <li>- Three DGA staff trained in EIA in Portugal in 2006 and 2007</li> </ul>
<b>Outcome 2:</b> Institutional framework in place for participatory management of protected areas	1. At least 2 long term training initiated by end of year 1, and at least 10 short term training completed by end of project	<ul style="list-style-type: none"> <li>- PAP supported some costs for two DGA staff for MSc degrees in environmental sciences at universities in Brazil</li> <li>- Short training courses on: GIS in 2006; 14 field surveyors for socio economic data collection</li> <li>- Short-term courses in US for DGA staff member on natural resource management in 2006 and for Project Coordinator on project management in 2007</li> <li>- Training needs analysis carried out in April and May 2007 of all PAP staff</li> <li>- 3-month training course for guards and 6 months for rangers provided through EU-funded project</li> </ul>
	2. PACU (PA Coordination Unit) Established by year 2	<ul style="list-style-type: none"> <li>- National Project Coordination Unit and two site offices established in Praia and Serra Malagueta and Monte Gordo, but PACU (dealing with <u>all</u> the protected areas) not yet established (confusion over relationship between NPCU, PACU and PAA among some stakeholders)</li> </ul>
	3. At least 4 strategic plans developed by PACU (Biodiversity, Sustainable Land Management,	<ul style="list-style-type: none"> <li>- Joint plans developed with other government agencies, e.g. Tourism have not yet been developed</li> <li>- Several ongoing field activities carried out by local team and international consultants in PAs were finalized by early 2007 with outline recommendations that can be used to develop strategic plans for each protected areas (but these should be set within the site management plans)</li> </ul>

Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
	Tourism, and Monitoring and Enforcement) by end of year 2	
	4. Information sharing and coordination mechanisms in place between PACU and PAs, state resource agencies, and international partners	<ul style="list-style-type: none"> <li>- NPCU and site offices have computer equipment with high speed internet line in NPCU and at MGNP, but only limited and slow access at SMNP. High speed connection via satellite has a high equipments and installation cost (US\$15,000) so probably not economically viable</li> <li>- GIS system with A3 plotter and project databases established at SMNP and MGNP but not available at NPCU in Praia</li> <li>- No regular coordinated exchange of information (e.g. weekly) between the NPCU and the two site teams</li> <li>- Internet forum for the project (recommended at first Project Retreat in May 2006) but not used very much</li> <li>- Project website established with many project documents available for download (although not accessible when checked by MTE team)</li> </ul>
	5. Policies and regulations on visitor/user fees in place by end of year 2	- Not yet developed
	6. Long-term state budget support secured by mid of project phase 2	- Not yet agreed but assumed that this will continue for Phase II. However, this needs to be confirmed by the government as a trigger for Phase II entry.
	7. Framework for long term sustainable financing mechanisms developed, and funding mechanisms in place by end of project	- Basic Country Assessment Report completed. Report available online at <a href="http://www.areasprotegidas.cv">www.areasprotegidas.cv</a> but national system not yet developed
<b>Outcome 3:</b> Two natural parks created and under participatory community management	1. Parks formally established, staff hired, infrastructure in place at 2 pilot sites by end of year 3	<ul style="list-style-type: none"> <li>- Core staff for the two parks recruited through the PAP but some specialist staff still needed</li> <li>- Architect plans for park headquarters and associated structures designed for SMNP March-July 2006 but no infrastructure yet built</li> <li>- Land purchase for park headquarters at SMNP being negotiated</li> <li>- PAP project currently renting 2 offices at both SMNP and MGNP</li> <li>- US\$20,000 spent on renovation of office at SMNP as part of rent agreement but now using other building</li> <li>- Logo for each park designed and entrance signs for the parks erected</li> <li>- A campsite on government land with minimum trails and tourism services identified for SMNP and MGNP but not yet built</li> <li>- Guard station at MGNP is currently maintained by DGASP, and no formal agreement on its future maintenance with DGA</li> </ul>
	2. At least 30 park managers and staff trained by end of phase 2	- Some training of PAP staff at both parks, e.g. bird, plant and reptile identification and establishment of a herbarium at each site, mostly through mentoring and more formal training by visiting short-term international consultants undertaking specific baseline studies and long-term international consultants as part of their ToRs, but not in a

Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
		coordinated fashion so far (needs to be identified and built into the management plans for each park) - Specific training on collection of meteorological data and GIS provided by international consultants - Study visit to the Canary Islands in December 2006 for 3 members of the NPCU staff and 6 from the two project sites
	3. Baseline studies on ecological factors completed by end of year 1	Most baseline activities started end 2005/early 2006 Most baseline studies now complete, but still lacking geomorphology study and visitor/tourism studies Ongoing reports finalization and data analysis for first management plan drafting
	4. Baseline studies on socio-economic factors completed by end of year 1	- Various baseline studies completed including birds and reptile, socio-economic studies at both parks, with forest inventory and mapping, invertebrate and vegetation surveys ongoing but largely complete (undertaken by mix of international volunteers, consultants, national experts and PAP staff) - Ongoing data entry into Excell databases at sites and GIS analysis and mapping - Herbarium established at both parks (excellent, with training provided by international botanical consultant) - Specialists in zoology contacted for data collection and interpretation review - Study of functional relationships between ecosystem structural components and services near completion - Research agenda for two parks not yet developed although some ecological studies (above baseline inventories) have been undertaken (e.g. bat ecology)
	5. Zoning classification completed and implemented in all pilot PAs by end of project	- Boundaries of parks and buffer zones agreed with local communities (documented) Line of park boundary demarcated on ground - Soci-economic, ecological and land-use data needed to develop zoning plan almost complete - Zoning plan to be developed as part of development of management plans for both parks
	6. Steering Committee for community participatory management of PAs established and operating at the beginning of PA set-up	- Local site committees (LSCs) established at SMNP and MGNP but role, level of decision-making over management of the sites, membership and ToRs are still not fully defined, although process of appointing representatives from communities around parks comprehensive - Two meetings of LSC at MGNP in 2006, no meetings in 2007 up to MTE; Two meetings of LSC at SMNP in 2007 - LSCs not involved in management planning process up to MTE (Planning Specialists considers their input into planning process only valuable at an advanced stage)
	7. Revenue sharing system with local communities and municipalities negotiated and established by end of project	Not yet established
	8. Capacities and institutional mechanisms for local government and communities enhanced, showing concrete	- No training for local communities to strengthen the capacity for participatory, community based ecosystem management by MTE - Local site committees (LSCs) established at SMNP and MGNP but role, level of decision-making over management of the sites, membership and ToRs are still not fully defined and need greater representation from NGOs, land owners and the private business sector to be effective



Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
	instances of joint management and important decision making in all Pilot PAs by end of project	<ul style="list-style-type: none"> <li>- During PDF-B phase and beginning of implementation, PAP staff worked with local people including Forestry Guards to identify key areas and water resources at both parks, also involved local groups in socio-economic, land tenure and livestock studies</li> <li>- PAP provided advice on proposal writing to Society of Serra Malagueta for (successful) application to French Embassy for a grant to construct 20 water storage tanks for the community</li> </ul>
	9. PA management plans and sub-plans implemented by end of project	<ul style="list-style-type: none"> <li>- Management planning process begun in late 2006 with appointment of Management Planning Specialist for NPCU</li> <li>- Planning Specialist developed series of (largely theoretical) overviews of how to undertake management planning process</li> <li>- 2 technical staff from SMNP and MGNP attended training course in management planning organized by the WWF-MCCP</li> <li>- No active community involvement in management planning process to date and excluded from early stages suggesting that process is not fully participatory and could create tensions later with local community as limited 'ownership' of plans</li> <li>- Limited capacity and experience within PAP to develop community based participatory protected area management plans</li> <li>- Baseline data collection to develop plans largely complete and GIS system fully operational with small group of staff largely trained in data analysis and mapping techniques</li> </ul>
	10. Regular bi-yearly inventories of Flora and Fauna conducted in all pilot PAs and data base created by end of project	<ul style="list-style-type: none"> <li>- GIS in place in both protected areas with ongoing biological and sociological data entry</li> <li>- Specific and comprehensive biodiversity and soci-economic monitoring system yet to be developed at either park</li> </ul>
	11. Modelling of soil erosion and land degradation in all project sites and baseline rates of LD established by end of project	<ul style="list-style-type: none"> <li>- Consultant from INIDA undertook study in Nov-Dec 2006 at both parks developed recommendations for soil and water conservation but not yet implemented</li> </ul>
	12. Regular inventorying of BD and LD show impact of project by end of phase 2	<ul style="list-style-type: none"> <li>- GIS in place in both protected areas with ongoing biological and sociological data entry</li> <li>- Specific and comprehensive biodiversity and soci-economic monitoring system yet to be developed at either park</li> </ul>
	13. At least 10 instances of sharing of experiences with others outside Cape Verde by end of phase 2	<ul style="list-style-type: none"> <li>- Ministerial agreement developed between MAA and Canary island government partner (2006)</li> <li>- Contacts established between the Environmental Department of Fuereventura in Canary Islands and the project (2006)</li> <li>- Contact began with International Institute for Environmental Awareness, Spain (2006)</li> <li>- Liaison with botanist at University of Edinburgh/University of Coimbra</li> <li>- National Project Coordinator participated in the 6<sup>th</sup> Conferencia Atlantica de Medio Ambiente and gave presentation</li> </ul>

Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
		on PAP project in Cape Verde (2005)
	14. PA systems for visitor/user fees and penalties/fines implemented in all pilot PAs by end of project	Not yet initiated
	15. Trust Fund for PA system in place by end of phase 2	Not yet initiated
	16. Long-term state budget support for PAs management (staff, operations) secured by end of phase 2	Not yet agreed
<b>Outcome 4:</b> Strengthen capacity of local actors, and promote sustainable integrated, participatory ecosystem management	1. At least 12 local farmers and herder associations able to engage in management decisions collectively related to BD and LD issues by end of project	- 15 village meetings conducted at both parks focusing on the biodiversity conservation, sustainable development and environmental problems and their solutions - Local communities and associations have responded positively to interactions with PAP staff
	2. At least 600 local stakeholders trained and/or educated on sustainable resource management by end of project	- 4 workshops on water and soil conservation held in Nov and Dec 2006 at both parks, attended by 60-80 people (fog-collecting nets established at SMNP) - More than 350 local stakeholders have attended workshops and training sessions on biodiversity conservation and sustainable resource management - Fire management and first aid training offered at SMNP in May 2007 and MGNP planned for July 2007 with places for at least 15 local people to attend - GIS training and support provided to technical department in the Municipality of Tarrafal by PAP consultant - Technical support, e.g. maps, by the Ecological Monitoring Teams to local partners and private sector e.g. Millenium Challenge Account, DMAA, Empreite Figueiredo) - Specific training and capacity building strategy and plan needs to be developed to ensure local community groups can effectively manage their natural resources in a sustainable way
	3. At least 6 micro-grant facilities for non-profit sustainable use of biodiversity operating in all local communities	- Not yet developed but should be seen as a priority because expectations are high for delivery of significant financial and other benefits among local stakeholders - GEF Small Grants Programme likely to be initiated in Cape Verde and could provide a valuable link to the PAP's SGP

Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
	adjacent to all PAs, and giving clear evidence of sustainable use by mid phase 2	
	4. At least 10% of farmers (in PA-adjacent areas) use conservation farming, composting, horticulture etc.	- Socio-economic study in 2006 showed that 3-5% of farmers supported by local association and DGASP are using sustainable farming with no chemical fertilizers throughout terraces
	5. At least 4 pasture Management Committees have adopted management plans, and facilitated implementation of land rehabilitation and pasture monitoring	- Not yet initiated - Study on pasture and livestock management completed in 2006 by INIDA expert
	6. System of payment of grazing and watering fees in improved pastures developed and tested in at least 2 sites	- Not yet initiated
	7. At least one community woodlot created in each project site using endemic or non-invasive species	- Not yet initiated - Forest resource and management study completed in 2006 - 8 people from local community employed as PAP workers at MGNP to remove invasive species - 3,000 endemic plants were planted at SMNP in 2006 - Both parks now have well-managed endemic plant nurseries, which provide source materials for the replanting programmes. The nursery at MGNP was particularly well organised
	8. Rational techniques for charcoal and wood cutting demonstrated for communities around 2 PAs	- Not yet initiated - Model for sustainable wood cutting developed as part of forestry resources and management study at MGNP (Oct 2006 – Mar 2007) - Training in woodlot management techniques provided by long-term international consultant to staff at MGNP in 2006, now being replicated at SMNP but not yet to local groups and individuals - Design and use of fuel-efficient stoves not yet initiated (requires international consultant) - Locals offered cut wood from forest plantation management programmes at MGNP and can keep invasive species e.g. <i>Lantana</i> cleared as part of exotic species control programme at SMNP for use as fuelwood
	9. Soil and water conservation techniques applied on 10% of	- Socio-economic study shows that at least 20% of local farmers use water conservation techniques (so target already met before PAP started) but these need to be improved and financially supported - Little technical capacity, training or know-how within PAP team so best undertaken in conjunction with MAA

Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
	farmland around PAs	agricultural extension workers (best not to create a new structure)
	10. At least 6 communities participate in state reforestation activities and are given sustainable use rights for wood and forest resources	- 13 rangers from local communities participated in the first reforestation activities producing more than 3000 endemic seedlings in 2006, and totalling an estimated 10,000 seedlings by MTE
	11. At least 5% of farmers (in areas around PAs) test alternatives to agro-chemicals, including biological pest control	- Socio-economic study showed that local farmers do not use chemical pesticides (so target already met before PAP started)
	12. At least 2 communities test techniques for control of <i>Fulcraea</i> , and eradication of <i>Lantana</i> using crafts and tools	- Two eradication campaigns implemented by local communities and Scouts Club in February 2006 involving c.50 people - Park (PAP) rangers from local communities are engaged on eradication campaign of <i>Fulcraea</i> - 8 people from local community employed as PAP workers at MGNP to remove invasive species - Craft development not yet initiated and requires specialist consultant - GEF money used to clear this species used to pay locals to carry out the clearance campaigns (gives work to the community, and could be higher profile)
	13. Children in at least 4 schools in project areas are aware of problem of hunting on threatened species and pledge not to hunt them	- 25 visits were made in 2006 to various schools around the two parks by PAP site staff, focusing on the role of students in biodiversity conservation and finding solutions to environmental problems including hunting - Presentation by National Project Coordinator on biodiversity conservation in Cape Verde at Instituto Superior de Engenharia e Ciencias do Mar Polytechnic (ISECMAR) - No information given to the MTE on activities in 2007
<b>Outcome 5:</b> Local communities benefiting from alternative livelihood opportunities	1. At least 6 communities have developed a strategy and options for alternative livelihood programs, including training and awareness raising, by end of project	- At very initial stages - 6 local eco-guides have been trained but no ecotourism programme developed at either site yet - 5 communities at MGNP and 10 at SMNP participated in educational and awareness-raising training workshops on sustainable resource management, including where alternative livelihood options were thoroughly discussed
	2. At least 6 community-based credit and savings schemes adapted to local conditions designed, capitalized and operating	- Not yet initiated - After several discussions, the PAP team and PAC is proposing that this activity should not encompass “micro-credit”, traditionally speaking, but rather ‘micro-grants’

Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
	by end of project	
	3. Regulations and models for rural tourism and local involvement applied in all PAs	- Not yet initiated
	4. Ecotourism regulations and programmes in place at each PA	<ul style="list-style-type: none"> <li>- Not yet initiated</li> <li>- Ecotourism strategy just beginning to be developed for each park but little data to base visitor predictions on or to determine carrying capacity, no national tourism strategy and very weak national capacity among government tourism agency</li> <li>- PAP staff at both parks collecting data on visitors and providing to national tourism agency</li> <li>- Identified initial visitor trails at both parks but not yet constructed</li> <li>- Some training of PAP rangers on conservation and tourism (expensive 6-month EU-funded course held on Boa Vista with training provided by consultants from Canary Islands)</li> </ul>
	5. Income from tourism visits have increased by 50% by end of phase 2	<ul style="list-style-type: none"> <li>- No income from tourism yet as fee system not developed</li> <li>- Data on tourists visiting site is beginning to be recorded, but still not systematically. During 2006, 345 tourists visited MGNP and 358 to SMNP, but not clear if these were 'tourists' or national 'visitors'</li> </ul>
	6. Local incomes from tourism (crafts, lodging etc.) increased by 50% by end of project	<ul style="list-style-type: none"> <li>- No income from tourism yet as fee system not developed</li> <li>- PAP staff at SMNP developed successful proposal with local craft association for weaving startup costs, including looms and training (due to start in late 2007), for total of 12 people (3 men and 9 women) from 3 communities in buffer zone, costing total of US\$9,000. Written agreement with group that the SMNP will serve as outlet to sell the craftwork to tourists (adding value to the attractions of the site and benefiting both parties)</li> </ul>
	7. Credit and savings scheme for environmentally-friendly profit-generating micro-projects is operating in all requesting communities by end of phase 2	<ul style="list-style-type: none"> <li>- Not yet initiated, and questionable whether establishing a project scheme is the right approach; linking with existing scheme more suitable</li> <li>- After several discussions, the PAP team and PAC is proposing that this activity should not encompass "micro-credit", traditionally speaking, but rather 'micro-grants'</li> </ul>
	8. Local NGOs, private sector and/or municipalities have created and are operating an "investment advice facility" and a public environmental information service to ensure environmental sustainability in each PA	- Not yet initiated

Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
	by end of phase 2	
<b>Outcome 6:</b> National stakeholders aware and supportive of environmental conservation goals	At least 2 major public awareness campaigns on environment and PAs completed by end of year 3	<ul style="list-style-type: none"> <li>- Project exhibition with posters held in Praia and at the two parks</li> <li>- One-week campaign inaugurated by the head of local municipality and held at sites</li> <li>- One-week campaign was inaugurated by the Minister of Environment and held in the Praia</li> <li>- Presentations given by PAP staff on Biodiversity Day (22 May 2007) and Environment Day (5 June 2007), and joint activities with local people at the two sites for 'Women's Day', 'Tree Day', 'Water Day', and others</li> <li>- Campaigns to clear up rubbish at both parks</li> <li>- 4 films on aspects of the project produced in cooperation with Austrian film-makers</li> <li>- No definite list of publications and reports resulting from project available</li> </ul>
	Sales of PA field guides and maps for all PAs generates at least 4000\$ per year in revenue at starting of phase 2	<ul style="list-style-type: none"> <li>- Small maps of the two sites produced showing trails and contours (using GIS system), given to municipalities, schools and visitors (although no records kept on how many distributed)</li> </ul>
	Education curriculum and demos/competitions for biodiversity conservation developed for elementary and high school by year 3	<ul style="list-style-type: none"> <li>- Package of educational materials (2000 booklets, 500 brochures, 2000 T-shirts, maps) developed by the project</li> <li>- First edition of project newsletter 'O Tortolho' published in 2006</li> <li>- Provision of water supply and storage equipment to school at SMNP has provided the opportunity for school children grow their own food (water supplies their vegetable garden) and to learn of value of ecosystem protection in a direct way</li> <li>- Not clear how many children or schools impacted as data not available to MTE (doubtful if properly documented)</li> <li>- Database of project photos established at sites and NPCU</li> <li>- All 6 schools in buffer zone around MGNP have visited at least once a year in last two years</li> </ul>
	At least 10 parliamentarians and decision makers supporting biodiversity conservation and sustainable resource use by end of project	<ul style="list-style-type: none"> <li>- Visit to SMNP and Delegation organized by MAA of the Head of German Assembly, head of CV Assembly and 10 parliamentarians in 2006 and briefing on the PAP's objectives and activities given by NPCU team</li> </ul>
	Majority of parliamentarians and decision-makers supporting biodiversity conservation and sustainable resource use by end of phase 2	<ul style="list-style-type: none"> <li>- Visit by another 12 parliamentarians to SMNP in 2007 and personal visit by Prime Minister to MGNP where he received project briefing</li> <li>- Targeted awareness building on protected area and biodiversity conservation issues within government agencies by the PAP team is piecemeal and uncoordinated without a formal strategy and plan (the Project Coordinator has had several meetings e.g. with Department of Tourism and the Director of DGA meets regularly with her counterparts in other departments but no documentation on the results and impacts of these meetings were available to the MTE)</li> </ul>
	NGO partners for	<ul style="list-style-type: none"> <li>- Very limited linkage made so far</li> </ul>

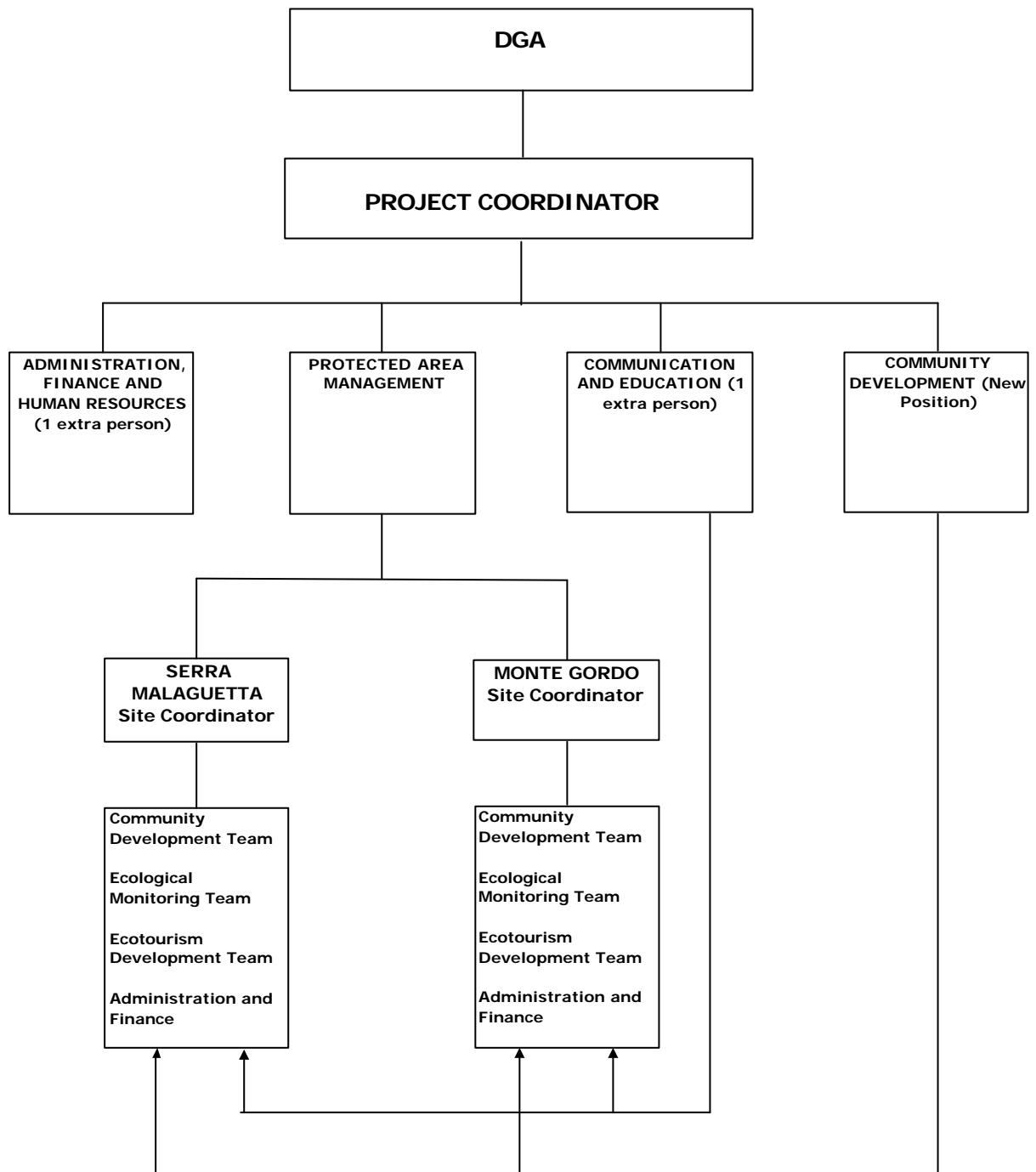
Project Objective and Outcomes	Indicator (from Project Document)	Status at MTE
	conservation supporting project activities, with at least one NGO at each project site actively promoting project environmental objectives by year 2	<ul style="list-style-type: none"> <li>- Contact established with local NGO promoting environmental friendly water collection (fog water collection)</li> <li>- Both sites have specific joint activities with the CRP, in MGNP with community organization advice and support</li> <li>- Very limited involvement of local associations and NGOs in project development and management of the two sites (few members on LSCs, no representation at national level on PSC or PTC)</li> </ul>
<b>Outcome 7:</b> Project Management		No indicators were defined for monitoring progress on Outcome 7 in Project Document, so no project management monitoring

## Annex 12. Representation on PSC, PTC and the two LSCS

	PAP – PSC (original list)	PAP – PTC (original list)	Local committees	
	Institution/community	Institution	Serra Malagueta	Monte Gordo
1	Project Coordinator	Project Coordinator	Project Site Coordinator	Project Site Coordinator
2	UNDP	UNDP CO	DMAA Tarrafal	Community Development Team rep
3	GEP - MAAP	ACP Investimentos	DMAA Santa Catarina	Ecological Monitoring Team rep
4	Peace Corps	PRNF (Fogo)	ETMA Tarrafal	DMAA
5	DG Património	Ministério de Educação	ETMA Santa Catarina	Vereador do Ambiente CMRB
6	Câmara Municipal de Santa Catarina	DG Pescas	ETMA Santa Miguel	Gabinete Técnico CMRB
7	Câmara Municipal de São Nicolau	INDP São Vicente	OASIS	ETMA RB
8	DMAA Park Natural de Fogo	INGRH	Escola EBI de Posto (Serra Malagueta)	Vereador Ambiente /ETMA CIMT
9	Plataforma das ONGs	WWF	Village of Xaxa	Gabinete Técnico CICMT
10	DGCI	DG Tourism	Village of Varanda	MEVRH
11	DGMAA de São Nicolau	DGA (chair)	Village of Aguadinha	INERF
12	DGMAA de Santa Catarina	INIDA	Village of Fundura	Associativo de Fragata
13	DGA	DGASP	Village of Pedra cumprida	Villages of Lompelado
14	DGA		Associação Mãe Sozinha	Village of Cachaco
15	DGA (chair)		Association Agro-Principal	Village of Cabecalinho
16			Village of Cah de Horta	Village of Palhal
17			Os Amigos para o Desenvolvimento da Comunidade de Serra Malagueta	Village of Hortelá
18				Village of Fajá



## Annex 13. Suggested Restructuring of NPCU



## **Annex 14. Review process of the draft MTE report and differences of opinion on issues and recommendations**

### **Comments on the draft MTE report**

The draft MTE report was produced on 30 July 2007 and sent to the Resident Representative at the UNJO in Praia, Cape Verde for distribution to relevant UNJO, government and project staff for review, according to the instructions in the evaluation Terms of Reference. The draft report was also sent to the UNDP-GEF Regional Technical Advisor (RTA) in Dakar, Senegal. Comments on the draft report were received from the RTA on 7 September 2007. Comments were not received from the UNJO until 16 November 2007. The Government of Cape Verde and project staff apparently reviewed the draft report and sent their comments to the UNJO, who incorporated some of them into the UNJO response to the draft MTE. However, the MTE did not receive any official written comments on the draft MTE directly from the Government of Cape Verde or the project team, and consequently could not be directly included in the revised, final MTE report.

### **Differences of opinion on the findings and recommendations of the MTE**

According to the evaluation Terms of Reference (ToR), the evaluation team is responsible for ensuring matters of fact are revised in the report, but matters of opinion may be reflected at their discretion (see Annex 1 under 'Resources, logistical support and Deadlines'). In the case of any unresolved difference of opinions between any of the parties, the evaluation team may set out the differences in an annex to the final report. This annex reflects two major differences in opinion over comments made on the draft MTE.

#### **1. Validity of the recommendations**

The UNJO comments on the review were generally very constructive, corrected some factual errors, and helped to strengthen and better balance the draft report. Most of the comments and suggestions were accepted by the MTE team. However, the UNJO reply asked for the following to be included at the beginning of the Recommendations section:

*“A number of recommendations concerning specific issues have been formulated with the full knowledge that initial reflexions (sic) or preliminary activities on those issues have started or are ongoing. These aspects have been safeguarded in the summary of key findings. It is simply with the purpose of providing overall guidance for project reorientation during the post MTE phase, that these recommendations are being presented.”* (email to Nigel Varty from Jeanne Gouba, 16 November 2007).

The MTE does not accept this statement. It does not have *“full knowledge that initial reflexions (sic) or preliminary activities on those issues have started or are ongoing”*. Indeed, the MTE team does not know what specific recommendations the UNJO text is referring to, and no details were provided to the MTE by the UNJO. The MTE report presents an analysis, conclusions and recommendations of information collected during extensive interviews during the evaluation mission and from project reports provided to the MTE team before, during and one month after the mission between the period 28 May and 30 July 2007. If there was evidence that some of the areas covered in the recommendations had already been initiated then it was not presented to the consultants before the draft report was submitted. Given that there almost 4 months between the submission of the draft report (30 July) and the receipt of official feedback on the draft MTE report from the UNJO, it is possible that some of the recommendations may have begun to be addressed, but these are after the period the MTE covers (up to 30 July), and the MTE does not deal with these (nor has any official knowledge of followup to the MTE).

#### **2. Infrastructure costs**

The MTE has a concern, based on extensive interviews during the mission and viewing of a set of infrastructure plans, that there is a danger that the cost of infrastructure for the Serra da Malagueta park, specifically the park headquarters and associated buildings, could be substantially more than that indicated in the budget. Consequently, one of the key recommendations of the MTE report is to carefully monitor construction costs at both parks to ensure that cost overruns do not negatively impact other important budget lines. The UNJO asked for the recommendation dealing with the infrastructure at the parks to be taken out or amended, under the argument that *“The UNJO would never allow, unless under total consensus, that additional GEF or UNDP funds were allocated to construction.”*

The recommendation has been retained in the final MTE report, but original wording of this recommendation has been rephrased, as the MTE team still feels that this is an issue that which needs to be monitored carefully, as construction costs almost always overrun, and it was not clear to the evaluation team where any additional funds would come from. This is identified as a potential risk in section 3.2.4 d, where it is worded as *“Over-spending on infrastructure costs at SMNP, which is currently over-budget, if it leads to less funding for other important budget lines”*, and is covered in the

Recommendations section of the report (Recommendation 10) ‘Monitor funding for infrastructure development to ensure that it does not go over budget and adversely impact other budget lines (**Priority**)’.