



Terminal evaluation for UNDP-supported GEF-financed project *Creation of the Marine Protected Areas (MPA) in Angola*

PIMS# 6051 – GEF ID: 9748

Terminal Evaluation Report



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Acronyms

CO	County Office
EBSAS	Ecologically or Biologically Significant Marine Areas
EQ	Evaluation Question
FGD	Focus Group Discussion
GEF	Global Environmental Facility
GEF	Global Environmental Facility
INBC	National Institute of Biodiversity and Conservation
INC	Iona National Park
MINAGRIF	Ministry of Agriculture and Forests
MINAMB	Ministry of Environment
MPA	Marine Protected Area
NBSAP	National Biodiversity Strategy and Action Plan
METT	Management effectiveness tracking tool
NDC	Nationally Determined Contribution
NGO	Non-Governmental Organisation
OECD / DAC	Organisation for Economic Co-operation and Development / Development Assistance Committee
PA	Protected Area
PIR	Project Implementation Report
PMU	Project Management Unit
ProDoc	Project Document
SDG	Sustainable Development Goal
TE	Terminal Evaluation
ToC	Theory of Change
ToR	Terms of Reference
UNDP	United Nations Development Programme
USD	United States Dollars

Executive summary

Project information table

Project title	Creation of Marine Protected Areas in Angola		
UNDP Project ID (PIMS)	6051	PIF approval date	05/07/2017
GEF project ID (PIMS)	9748	CEO endorsement date	11/01/2019
Atlas business unit award Project ID	00111123	Project document signature date	05/07/2019
Country	Angola	Inception meeting date	30/07/2019
Region	Africa	TE dates	17/04/2024
Focal area	Biodiversity	TE completion date	17/06/2024
Trust Fund	GEF TF	Planned closing date	05/07/2023
Executing agency / implementing partner	Ministry of Environment - MINAMB)	If revised, proposed op. closing date	30/06/2024
Other executing partners	National Institute for Biodiversity Conservation (INBC)		
Project Financing	At CEO endorsement (USD)		At TE review (USD)
1 GEF financing	1,776,484		1,383,484
2 UNDP contribution	0		0
3 Government	5,218,440		350,000
4 Other partners	1,150,000		N/A
5 Total co-financing	6,368,440		350,000
PROJECT TOTAL COST	8,144,924		1,733,484

A brief description of the project

The fast economic growth of Angola prompts the intensification of environmental degradation and biodiversity loss and places an extra demand on the capacity of government, in particular on the Ministry of Environment (MINAMB), to ensure that environmental impacts are adequately met and properly managed.

The GEF-6 has directly supported the *Creation of Marine Protected Areas in Angola project* that contributes to its Strategic areas: *A: Research and Information Dissemination, C: Biodiversity Management in Protected Areas, and E: The Role of Communities in Biodiversity Management.*

The project objective: *to expand the protected area network into the marine environment through the creation of Angola's first marine protected area* is articulated in three Outcomes: 1: Strengthened policy, legal and institutional framework for creation and management of Marine Protected Areas (MPA); 2: Integrated management plan implemented for a priority high biodiversity marine protected area to protect endangered marine species and reduce threats; and 3: Lessons learned through knowledge management, monitoring and evaluation, and equitable gender mainstreaming available to support the creation and implementation of MPAs nationally and internationally.

The project is implemented along the National implementation modality from 5/7/2019 four years, later extended one year until 30/06/2024 with a budget of USD 1,776,484 granted by GEF-6. UNDP is the Implementing Agency for GEF. The Project board supervises the project implementation. The MINAMB is the Implementing partner, acting through the National Institute for Biodiversity and Conservation (INBC).

Evaluation Ratings Table

1. Monitoring and evaluation (M&E)	Rating
M&E design at entry	MU
M&E plan implementation	MU
Overall quality of M&E	MU
2 Implementing Agency (IA) Implementation & Executing Agency (EA) Execution	Rating
Quality of UNDP Implementation/Oversight	S
Quality of Implementing Partner Execution	MU
Overall quality of Implementation/Execution	MU
3. Assessment of Outcomes	Rating
Relevance	S
Effectiveness	MS
Efficiency	MS
Overall Project Outcome Rating	MS
4. Sustainability	Rating
Financial sustainability	UL
Socio-political sustainability	MU
Institutional framework and governance sustainability	MU

Environmental sustainability	ML
Overall Likelihood of Sustainability	UL

Findings

The project Results framework elaborates in detail the project strategy by establishing a straightforward connection between the activities, outputs and outcomes of the project. The analysis of the Results framework shows that its elements are well connected, although the definition of the indicators is sometimes imprecise. Thus, the Project objective indicators are measured in terms of achievement of the Outcomes.

The fast rotation of elected officials and managers produced discontinuity in the interaction with UNDP and follow up of the activities entrusted to the INBC and in the effectiveness of the national coordination. The technical coordination mechanisms were effective in the sharing of information although the institutional partners were little engaged in steering the project strategy, not revising their sector approaches in relation to MPA and thus marginally contributing to the project impact. For instance, co-financing was marginal in the project economy and not evident in its documents (that record USD 350,000). Such situation reflects the limited engagement of the institutional partners – reflecting the weak leadership of the MINAMB - as confirmed by the discussion with UNDP CO staff.

The project has mobilised local resources along a top down approach (contractual) as local partners have been unable to take the lead in promoting and managing local initiatives and contributions. As a result, its high level management functions have devolved to UNDP that anyway had to restrict its strategic role to the elaboration of solutions overcoming operational hurdles rather than to the broader revision of the project design, a task requiring a more active role of the local partners.

The Field coordinator has been especially effective in leveraging contribution of the local partners also thanks to the support of INP / African Parks expertise and logistics to the performance of field activities, and in engaging the fishers’ communities. As the project has recruited its staff whose assignments expire with its end, the continuation of such arrangements and expertise is at risk because it is unlikely that it will remain inside INBC / MINAMB.

Monitoring has been confined to the recording of activities by INBC and their systematisation by UNDP Country office (CO). The reporting of indicators has often been made as lengthy description instead of significant, synthetic digits, thus making them little effective in presenting the project progress to the external parties.

The achievement of the expected results is uneven, with processes that depend on high level institutional decision not yet completed and the revision of some key political documents that is now in final stage.

Under Outcome 1, the project has progressed in the elaboration, validation and submission of strategic and planning documents and build capacities of MINAMB and INBC relevant to the establishment of a regulatory framework fitting the peculiarities of the MPAs and management of Iona MPA.

Under Outcome 2, the project progress made concerns the drafting of the key documents for the establishment of the Iona MPA. Also in this case, the achievements obtained at the local level have to be incorporated in decisions taken at the national level that are not yet taken for the reasons already mentioned.

Under Outcome 3, the project has tested positively the engagement of local actor that have learnt from the process and summed their expectations in the formulation of a Climatic resilience project in line with the priorities of the proposed Iona MPA.

The progress made in the achievement of the Project objective is restricted to the formulation of the documents for establishing the MPAs system , building core knowledge and skills, and testing partnerships and best practices in collaboration with the local actors and final beneficiaries. The design and set up the

national approach to the conservation of MPAs has produced tentative and often partial solutions that have been tested but not yet adapted to the local situation / stakeholders' needs. Indeed, the achievements produced until now are important but theoretical, i.e. unlikely to trigger the engagement and mobilisation resources by institutions and private sector.

The project sustainability is centred on the enhancement of capacities, the improvement of the legal and regulatory framework and the networking of the organisations that provide the expertise necessary for the management of the MPAs, implementation of the National Strategy to expand MPAs, regional partnership and promotion of alternative livelihoods inside communities. The project has also set the baseline for the establishment of the Country Blue Economy Strategy by the Ministry of fishery that concur with the MINAMB in the planning of the access to the MPA natural resources.

Conclusions

EQ1. Are the Angola institutional framework and regulations conducive to the tackle the peculiarities of biodiversity conservation in Marine protected areas and surrounding environment?

The revision of the Angola institutional framework and regulations is underway thanks to the project assistance. The proposed changes are conducive to tackle the peculiarities of the biodiversity conservation in MPA and surrounding environments. The MINAMB still faces great hurdles to establish its leadership at the national level and INBC, its operational branch, is at odds in rallying partners that complement its skills in dealing with the management of the MPAs.

EQ2. Does Iona marine protected area preserve its main marine ecosystems and biodiversity?

The establishment of the Iona MPA is slowly progressing through insufficient institutional support and difficulties in defining the operational aspects of its management. The planning documents elaborated face several problems that have delayed their approval. Indeed, the support raised among local authorities and partners is among the present achievements of the project but it is not enough to change the mindset of the institutional decision-making process. This hurdle is accrued by the weakness of the coordination mechanisms that don't ensure an effective collaboration of national and local level.

EQ3. Does the Integrated management plan of Iona marine protected area ensure the contribution by and achievement of benefits for its stakeholders?

The proposed Iona MPA management plan has been locally validated and its approval is under way. Its specific provisions are appropriate for the preservation of natural resources. Its implementation requires the establishment of stronger management capacities to deal with the local development issues and to manage the relations with the vested interests interested in the exploitation of the proposed MPAs natural resources.

EQ4. Is the administration of Iona marine protected area financially sustainable?

The achievement of the financial sustainability of the Iona MPA has been insufficiently dealt with by the project resulting in the absence of a realistic business model to manage in an integrated way the conservation, recreation and income generating activities forecast / regulated in and around the proposed environmentally sensitive sites.

EQ5. Are the lessons learned from Iona marine protected area exploited to support the creation and implementation of MPAs nationally and internationally?

The project has created strategic and planning documents that have not been approved have still to be put in place, including the proposal for establishing Iona MPA. The pilot initiatives undertaken with local authorities, Namibe university, NGOs and fishers' communities have produced some lessons that have been used to design the Climatic resilience project, that is the first attempt to utilize the knowledge and operational outputs of the project. The engagement of the local stakeholders is assured but still dependent on external aid.

EQ6. How have environmental and social safeguard contributed to the welfare of the communities nearby the Iona marine protected area, including in terms of gender equality and women's empowerment?

The project has streamlined environmental and social safeguards in dealing with the communities nearby the proposed Iona MPA through the collaboration of local authorities. These have been active in engaging community leaders and ensuring that inclusive criteria in the selection of the beneficiaries be put in place, making possible the engagement of women. This approach however is only partly effective because the community members have participated to the project as individuals, also when assisting to the local technical committee meeting, without organizing themselves to express collective exigencies.

Recommendations

Rec. #	TE Recommendation	Entity Responsible	Time frame
A	<i>Strengthened institutional framework</i>		
A.1	<i>National biodiversity strategy and Iona MPA management plan approval.</i> Organise a meeting of the Institutional coordination committee to discuss the key issues for their approval: (a) linkages between sector development planning and the MPA system, (b) definition of the boundaries of the Protected area, (c) modalities of collaboration with the private sector in the investments for income generation at the local level. Submit the National biodiversity strategy and Iona MPA management plan to MINAMB for approval.	INBC	1 month
A.2	<i>National-local coordination.</i> Ensure the participation of local authorities to the meetings of the Institutional coordination committee and other national instances when the topics relevant for the Iona MPA are discussed.	MINAMB, INBC	Without date
A.3	<i>Regional information management.</i> Discuss with the representatives of the regional Large marine ecosystems commission collaborations in the management of knowledge on MPA and ecosystem related issues and identify the opportunities of linking to their information management platform for optimizing the different phases of data management.	INBC	6 months
A.4	<i>Co-financing.</i> Update UNDP on the materialised co-financing until the end of the project (June 2024).	MINAMB	1 month
B.	<i>Iona MPA integrated management</i>		
B.1	<i>Capacity development.</i> Deploy the staff trained by the project on conservation, management, financial issues to perform a 1-3-months internship in the Iona national park to test and maintain the skills developed and make acquaintance with the topics at stake in the Iona coast conservation.	INBC, INP	6 months
A.2	<i>Iona MPA management.</i> Discuss with potential private partners with experience and interested in the management of MPA the opportunities of collaboration and to elaborate the business plan for the cost recovery of its functioning.	INBC	2 months
C	<i>Knowledge management</i>		

C.1	<i>Best practices.</i> Organise a validation workshop to present and discuss the results of the best practices tested by the project and ensure their diffusion among interested parties.	INBC	2 months
C.2	<i>Experience exchange.</i> Organise the visit of groups of fishers from Iona coast to a national park where alternative income generating activities have been put in place, possibly in the fishery and agricultural sectors, to facilitate their understanding of the issues at stake in sustainable development.	INBC	3 months

Lessons learnt

1. *Advocacy.* The innovation of development patterns such as the creation of Protected areas mobilises interests and opportunities across a whole country. Decisions taken at the local level should be backed by consensus building processes.
2. *Implementation arrangements.* The adoption of the National implementation modality often faces hurdles that are structural and overcome the managerial capacities of the more endowed Implementing partners. Improvement in such respect can be achieved by organizing familiarization events that involve financial officers not only from these entities but also from the Ministry of finance and apical institutions representatives that influence the former's actions.
3. *Capacity building.* Formulate a comprehensive knowledge management and capacity building plan to tackle the knowledge and capacity needs of the diversified groups of people participating to a project that involves institutional building. This should ensure the identification and tackling of gaps across the partners, beneficiaries, etc. through a comprehensive learning plan.
4. *MPA governance and finance.* The creation of management skills should strengthen the technical, planning and operational capacities of the staff in charge of the MPAs along with the governance and financial management of such initiatives. For such reason, the creation of MPA should be addressed also by elaborating business plans consider the creation and use of such capacities along with the mobilization of the financial resources necessary for managing such processes.
5. *Ownership.* The strengthening of local communities is a requirement for their pro-active and effective collaboration with MPA authorities. Projects supporting the establishment of MPAs should include a component strengthening the leaders / governance of such communities and community-based organisations to ensure that they represent the interests and viewpoints of their members and to maximize their ownership of the project results.
6. *Experience sharing.* The knowledge developed by a development project is specific to its context, purpose and issues at stake. However, the patterns of access to technology, innovation, capacities are quite similar as they concern the understanding of new ideas, processes practices.
7. *Co-financing.* The co-financing committed by the beneficiary institutions at the stage of project identification has to be reflected in a specific target of a Result framework indicator that has to be monitored during the project execution. The Project steering committee has to discuss its progress and in case of low co-financing rate should consider corrective actions or changes in the project strategy and action plan that UNDP has to discuss at the higher level with the beneficiary institutions.

1. Introduction

1.1 Purpose and objective of the Terminal Evaluation

The purpose of the Terminal Evaluation (TE) is to assess the achievement of project results against what was expected to be achieved and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

1.2 Scope of the Evaluation

The TE scope is to assess project performance against expectations set out in the project's Logical Framework/Results Framework.

To achieve the objectives described above, the TE evaluators reviewed relevant sources of information including documents prepared during the preparation phase (i.e. PIF, UNDP Initiation Plan, UNDP Environmental & Social Safeguard Policy, the Project Document, project reports including Annual Project Review/Project Implementation Reports, Mid Term Review, project budget revisions, lesson learned reports, national strategic and legal documents and any other materials useful for this evidence-based review), and summarized assessment methodologies, results, and recommendations in this report.

The Evaluation concerns the duration of the project from the CEO endorsement (11/01/2019) to the field survey (17/04/2024) that has covered UNDP, partner institutions, local authorities, project partners and beneficiaries, including interviews in Luanda and the field visit to Namibe province.

The TE followed the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for Global Environmental Facility (GEF) Financed Projects. The TE report promotes accountability and transparency and assess the extent of project accomplishments.

1.3 Methodology

The TE combined the analysis of the project documents with the feedback provided by key informants through interviews to the main stakeholders and field visits cross-checking the progress made by the project from different viewpoints. This approach incorporated in the assessment the contribution of the participants to the project implementation and sped up the survey. The Evaluators have interviewed key informants in Luanda and visited Namibe province, meeting local authorities, project partners and beneficiaries in a fishers' community. The first-hand information collected by the experts provided the evidence that corroborates the content of the documents and identified the influence of the context on the partners' and beneficiaries' contribution to the project activities.

At the start of the mission, the experts studied the project documents in detail and identified key elements for the survey and interview of the informants. The result of this exercise was used to finalise the Evaluation questions and to elaborate the Evaluation matrix (Annex 12 and survey questionnaire (Annex 13). The experts developed the interview guide with open-ended questions that capture the viewpoints of informants and the information necessary to answer to the Evaluation questions. Such format expanded their object to the context and factors that influence the behaviour of the informants.

The Evaluation questions include a specific one about Gender equality and women's empowerment. Environmental sustainability and knowledge management are central topics of the project strategy. Thus, their analysis is part of that of the project impact and sustainability. The compliance of UNDP environmental and social safeguards was object of the analysis in relation to the access to the natural reserves, interaction with the surrounding communities and the Covid-19 restrictions.

1.5 Data collection and analysis

The interview plan was based on a list of informants selected in collaboration with the National institute of biodiversity and conservation (INBC) for their relevance to the topics addressed by the project. They included project partners as well as other entities that are active at the national level and in the intervention areas in the conservation and sustainable use of the Iona Marine Protected Area (MPA) resources. The experts analysed the evidence collected through the interviews and visits to a sample of the project sites representing the different kinds of actions of the project and triangulated it with the project data of the documents/reports and with the target values of the Logical framework to formulate the conclusions, lessons learnt and recommendations. The results of this exercise are completed and validated during the restitution workshop whose inputs are used to finalise the Evaluation report.

The TE is made of the following phases:

Inception, establishing the methodology and arrangements for the survey. The Kick-off meeting with the Reference group to clarify the Terms of reference and chronogram of the TE was held remotely on 15/4/2024. The inception report was completed on 23/4/2024.

Survey, including the interviews remotely conducted by the Team leader and visit to Namibe province by the experts (see Annex 10). A few interviews of informants not available during the field visits were interviewed remotely.

Synthesis, consisting in the elaborates of the Draft report and Tracking tool and incorporation of the comments made by stakeholders to finalise the TE report and Audit trail.

Ethics. The TE is performed along the principles stated in the UNDP Ethical evaluation rules. The experts have anonymised the answers of the interviewees before citing them in the text.

1.6 Limitations

The available documents relate to the main elements of the project identification and reporting of the activities done. Some technical documents issuing from the performed activities have been collected from the informants during the survey (see Annex 3). The observations made during the survey, complete the evidence collected through meeting, interviews and the information extracted from the available documents. The information on co-financing has been provided by the progress reports and it has been confirmed through discussion with UNDP staff.

1.7 Terminal evaluation report structure

This report is made of the following sections:

Executive Summary

-
1. Introduction, presenting the methodology of the Terminal evaluation
 2. The project description, presenting the key features of the GEF project
 3. Findings, analysing the collected information
 4. Conclusions, Lessons Learnt and Recommendations, presenting the evaluation key outputs
- Annexes

2. Project description

2.1 Development context

Angola is one of the most biodiverse richest countries in the continent with the greatest diversity of terrestrial biomes and ecoregions in Africa. Its protected area system totals an area of km² 162,642 (nine National Parks, two Strict Nature Reserves and two Partial Reserves). The imbalance of representation of biomes and ecosystems in Angola's protected area network is of concern. While arid savannas and desert systems are well represented, lowland, escarpment, and montane forests, which together include the major portion of Angola's biodiversity, have no formal protection.

The fast economic growth of Angola prompts the intensification of environmental degradation and biodiversity loss and places an extra demand on the capacity of government, in particular on the Ministry of Environment (MINAMB), to ensure that environmental impacts are adequately met and properly managed. Furthermore, the export of non-renewable resources such as oil and diamonds does not generate sufficient employment opportunities, forcing a large proportion of the population to live from the natural resources' exploitation. Scarcity of human, financial and institutional capacity severely hampers the development and enforcement of environmental and biodiversity conservation legislation. Insufficient qualified personnel and poor exacerbate the environmental challenges faced in the preservation of the country ecosystems and biodiversity.

Key barriers to effective marine biodiversity conservation include:

- The research and information management;
- The biodiversity management in Protected areas;
- The engagement of communities and local institutions in biodiversity management;
- Limited financial resources;
- Limited technical and institutional capacity

The *INBC* has direct oversight authority for Protected areas (PA) through the extinct National Directorate for Biodiversity.

The *National Biodiversity Strategy and Action Plan* (NBSAP, 2007-2012) recognises that '*The organisation of effective management in existing protected areas and the creation of others are important strategic interventions for the conservation of important biodiversity components.* The NBSAP 2019-2025 links the conservation of ecosystems and biodiversity to the *ecosystems provision essential services that contribute to the eradication of extreme poverty and the well-being of the population.* The National Policy on Forest, Wildlife and Conservation Areas was approved (2010) promotes the conservation and sustainable use of natural resources as a mean to improve the welfare and livelihood of rural communities. Its Strategic goals include: *2 strengthening the network of conservation areas including representations of the different Biomes and Ecosystems in Angola; and 6 reinforcing the role of local communities in the management of Biodiversity.*

The *National Policy on Forest, Wildlife and Conservation Areas* defines the mandates of the MINAMB and of the Ministry of agriculture and forests (MINAGRIF) that concur in the management of landscapes and natural resources. The *Nationally Determined Contribution* (NDC, 2021) recognizes the capacity of terrestrial ecosystems to capture and sequester large quantities of carbon through the accumulation of aerial and underground biomass, and the deposit of organic matter accumulated in ground. The NDC promotes reforestation as a mitigation measure and the improvement of the management of existing conservation areas and continue the process of creating new areas as an adaptation measure, also through

community-based development projects.

2.2 Problems that the project sought to address, threats and barriers targeted

The environmental degradation is progressing in Angola due to reckless resource exploitation and insufficient environmental management capacity, the impact of the conflict-triggered social displacement and the widespread poverty, food insecurity and the over-exploitation of alternative sources, coupled with unproductive agricultural practices.

The establishment, and effective management, of a representative system of Protected areas is an integral part of the country's overall strategy to address the threats and root causes of biodiversity loss. However, the inadequate capacity at the central level coupled with underdeveloped financial frameworks for managing this system limits PA expansion.

At the same time, low operational capacity and resources hamper the management and mitigation of the threats are critical for the conservation of the biodiversity of Iona MPA. So far there are no Marine Conservation Area although coastal ecosystems of existing Protected areas cover the immediate belt of ocean with high ecosystems value.

2.3 Immediate and development objectives of the project

GEF-6 has directly supported the *Creation of Marine Protected Areas in Angola project* with respect to its contribution to the Strategic areas:

A: Research and Information Dissemination, in particular to conduct mapping and zoning of ecological sensitive coastal and marine zones.

C: Biodiversity Management in Protected Areas, namely to identify and create protected areas to include samples of important ecosystems, habitats and species not yet covered; formulate management plans in view of the respective rehabilitation, consolidation and enhancement of protected areas; zoning of current space, creation of buffer zones, protection fencing, etc. involving the communities in the participatory management and adequate use of existing biological resources in the protected areas; and ensure that Environmental Impact Assessments are conducted for projects that are prone to have negative effects on biodiversity-

E: Role of Communities in Biodiversity Management, particularly implementation of awareness programs to ensure maximum involvement of communities and local bodies in the making of decisions related to the management of biological resources and environmental conservation; and implement Study mechanisms of community participation in biodiversity management.

The project has been directed to establish the national approach to MPA thus answering to the immediate threats to their integrity and continuation in the delivery of their ecosystem services. The project objective: *to expand the protected area network into the marine environment through the creation of Angola's first marine protected area* (Iona marine protected area (MPA) adjacent to the Iona national park (INP)), is articulated through three inter-related and complementary strategies that tackle the key barriers:

Table 1. Projects components and outcomes

<i>Component</i>	<i>Outcome</i>
1: National framework for integrated marine spatial planning and management to mainstream biodiversity across sectors	1: Strengthened policy, legal and institutional framework for creation and management of Marine Protected Areas (MPA)
2: Operationalization of a marine protected area in a location of high biodiversity priority	2: Integrated management plan implemented for a priority high biodiversity marine protected area to protect endangered marine species and reduce threats
3: Project learning, knowledge sharing, communication and M&E	3: Lessons learned through knowledge management, monitoring and evaluation, and equitable gender mainstreaming available to support the creation and implementation of MPAs nationally and internationally

The project is implemented along the National implementation modality for four years from 5/7/2019, later extended one year until 30/06/2024 with a budget of USD 1,776,484 granted by GEF-6. UNDP (through its Energy, environment and climate change unit) acts as the Implementing agency for GEF. The MINAMB is the Implementing partner, acting through the National Institute for Biodiversity and Protected Areas (INBC). The Project board, comprising UNDP, MINAMB and INBC supervises the project implementation by providing strategic and technical guidance and approving work plans, budgets, documents and the other outputs. The MINAMB / INBC, the Ministry of Fisheries and Sea (MINPESMAR) and the Namibe provincial administration, and implicitly the Tômbwa and Moçâmedes municipal administrations are the direct beneficiaries. The INBC has established the Project management unit, under the aegis of the Project coordinator, to implement activities contracting consultants and other external services. The UNDP Country, Regional and Global Offices ensure the monitoring of this initiative.

2.4 Project start and duration, including milestones

The MPA Project supports the establishment of Angola’s first marine protected area as well to improve political support and capacity for establishment of a marine protected area network in Angola is aligned with the strategic priorities of the NBSAP 2019-2025, and Long Term Development Strategy 2050. It specifically addressed the negative impacts of unsustainable sector-led development practices on biodiversity-rich marine seascapes of Angola, while considering inclusive and equitable social and economic development for dependent communities and local economies, thereby contributing towards poverty alleviation, food security and sustainable fisheries, tourism and commercial industrial development and gender equality.

The inception workshop for the Project preparation grant was held on 1/11/2017 at UNDP Country office (CO) in Luanda with the participation of MINAMB, INBC, the Ministries of Fisheries, of Mineral Resources and Oil, NGOs Kissama Foundation, Holísticos and National Geographic and the consultants recruited for designing the project, Malcolm Jansen and Verónica Guerrero, MARISMA/GIZ project, followed by a visit to the proposed Iona MPA site and to a fishers’ community, meetings with local authorities and local and national stakeholders. The Social and environmental screening report was prepared in November 2017 and the National Validation Workshop presenting the Project documents (ProDoc) to the stakeholders was held on 7/3/2018 and this document was signed on 5/7/2019. The Iona MPA profile, PA Management effectiveness tracking tool (METT, Risk assessment report (low to moderate), Knowledge management and communication strategy, Action plan on gender analysis and integration, Procurement plan and Terms of reference for the key project management staff and committees (Project board and Multi-sectoral MPA coordinating committee) were prepared along with the ProDoc.

UNDP Angola Country office signed the Letter of agreement with INBC, the implementing partner, on 10/4/2018. The GEF communicated the approval of the project grant to UNDP on 11/1/2019 (GEF CEO endorsement date) that delegated its implementation to the UNDP Angola resident representative on 23/4/2019.

The project formally started on 05/07/2019 with the signature of the Project document and a planned duration of four years, the first disbursement was done on 24/7/2019 and the inception workshop was held on 30/7/2019. The 2019 Annual work plan was signed on 23/7/2019, followed by the 2020 one (12/12/2019) and 2021 one (27/11/2020). The INBC presented the project and local technical committee to the local authorities and communities in Tômbwa during two workshops held on the 18 and 20/11/2019, followed by the visit to a fishers' community on 21/11/2019. Project coordination meetings were held on 16/7/2020, 3/8/2020 and 4/9/2020. The local technical committee met in Tômbwa on 23/2/2021.

Activities formally started with the recruitment of the project staff in March 2020 but due to the Covid-19 restriction, field work field work effectively started in November 2020. The Government of Angola restructuring process, recurring changes of the Minister of environment have further delayed the performance of activities. UNDP released the 2021, 2022 and 2023 Project implementation reports (PIR) in June of the respective years.

Milestones of the project implementation include the elaboration of the National strategy and Action plan for the marine and coastal conservation in Angola (12/2020),

The implementation of the project has been extended by one year from 5/7/2023 to 30/6/2024 along the Mid term review (8/5/2022) recommendation in consideration of its late operational start, Covid-19 restrictions, stoppage of priority activities such as finalization of consultancies due to the lack of funds during UNDP transition from ATLAS to Quantum, short halt due to the election and post-election period (8/2022). By the time of the terminal review, the unspent USD 383,000 had been allocated to complete the ongoing activities.

The project has carried out activities in the Namibe province coastal area, adjacent to Iona Nacional Park (INP). The selection of the project area took into consideration several criteria of remoteness, urgency of protection in view of marine resource degradation, population density and potential for collaboration with other protected entities. Annex 13 presents the map of the INP/proposed Iona MPA.

2.5 Description of the project Theory of Change

The Objective of the MPA project was to expand the PAs network into the marine environment through the creation of Angola's first marine protected area (MPA), with due consideration for its overall sustainability, including ecological, institutional and financial sustainability. To achieve this objective, the GEF project aimed at removing the barriers to the long-term solution through strengthened policy, legal and institutional measures for MPAs. This includes the integrated planning, sustainable management and governance of the proposed Iona MPA marine and coastal biodiversity by involving management. The project recognized the importance of marine and coastal biodiversity to ecological balance, economic and social development, and the fact that it underpins the lives and livelihoods of a large number of people who depend on artisanal and large-scale fishery activities for local food security and employment, particularly in areas of limited alternatives.

The long-term impact (or Global environmental benefit) of the project is the conservation of marine ecosystems, protection of endemic and threatened species and improved and sustainable livelihood opportunities for local communities. This requires the reduction of direct threats from over-fishing, environmentally un-friendly gas and oil exploration and unsustainable coastal developments. To this effect, the *project sets up integrated seascape governance, planning and management and enhances environmental safeguards across the key sectors that impinge on marine ecosystems is done to*

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mainstreaming biodiversity conservation. The reduction of direct threats is achieved under a set of outcomes, which are described below along with their respective outputs.

The project tested a holistic and well-integrated multi-sectoral and multi-stakeholder marine spatial planning approach to manage the Iona MPA, underpinned by mechanism(s) that address current limitations in multi-stakeholder integrated development planning and effective coordination between key stakeholders. This entailed the bringing the first area in Angola under integrated planning and management that incorporates biodiversity protection, cultural preservation, habitat restoration, climate change adaptation and sustainable natural resources use (improved fisheries, tourism and coastal and marine resource use practices) bringing increased benefits to local communities and economies from coastal and marine resources management and reduced pressures on marine biodiversity of Angola.

The project three inter-related and complementary strategies (Project Components comprising Outcomes and Outputs) focus on removing the three key barriers to accomplish main objective by means of intervention pathways:

- *Outcome 1: Strengthened policy, legal and institutional framework for creation and management of Marine Protected Area*

Outcome 2: Integrated MPA management plan implemented for a priority high biodiversity marine protected area to conserve endangered marine species and reduce threats; and

- *Outcome 3: Lessons learned through knowledge management, monitoring and evaluation, and equitable gender mainstreaming are available to support the creation and implementation of MPAs nationally and internationally.*

The project's incremental value lied in bringing together several activities that produce concurring effects:

demonstrating new tools, technologies, capacities, using the Iona MPA as an experimental / training site, refining integrated and multi-stakeholder and multi-sector marine resources management, promoting enterprise based sustainable tourism practices, and ensuring sustainable livelihoods for local communities,

strengthening the conservation of marine biodiversity, maintaining the ecosystem values of these MPAs, and ameliorating climate change impacts.

This action has focused on developing capacities and enabling conditions through "learning-by-doing" approaches in the Iona MPA. Sustainable marine seascape management approaches will be based on the assessment of key biodiversity and ecosystem services and build on capacities and concepts established during the interventions of other GEF and donor projects in Angola and the region. The project developed and demonstrated a matrix of best practices for Angola's marine ecosystem and biodiversity conservation for scaling up and replication in future MPAs nationally and regionally. A series of publications and workshops supported the achievement of these targets.

The project has intended to strengthen the legal, planning, policy, institutional and financial frameworks for establishing the Iona MPA also in connection with the improvement of INP management. The MPA establishment reduces the erosion of biodiversity in several vegetation groups of the marine and coastal area of Iona, and bird and other critically endangered species live. The project tackles a shortfall of the PA system, that is its incomplete bio-geographic representation—with marine ecosystems being under-represented, and lack of appropriate management practices to deal with the peculiarities of the MPA in relation to the threats to ecosystems, flora and fauna. By improving the marine ecosystem representation in the PA system and developing the capacities for managing the Iona MPA it unlocks the potential of the MPAs, including indigenous and community participation to conserve biodiversity while contributing to sustainable development of fishers' and other villagers' economy.

The project has aimed at improving the Iona MPA and its coverage of the protected habitats to along the provisions of the priorities established by the *Plano Estratégico da Rede Nacional de Áreas de Conservação de Angola*. Its Component 2 strengthened the capacities of the INP in relation to the legal, planning, policy, institutional and financial frameworks, the institutional capacity to plan and implement a MPA and its financial sustainability. The regulatory, operational and financial improvements make sustainable the management of Iona MPA and ensure the continuation of the equitable access to their ecosystem services by the fishers, other residents and private sector. This achievement is especially relevant in relation to the socio-economic and not only environmental threats faced by the Angolan habitats that come from within (poor fishers and other villagers residing inside or near the Iona MPA) and around the Iona MPA. By building these capacities the project expects that the MINAMB as well as the INP authorities collaborate with other Angolan institutions, local authorities, fishers' communities and private sector in harmonising the Iona MPA management with local and national development actions. The participation of the local residents in the coastal spatial planning and surveillance of the Iona MPA is especially important to reduce conflicts on the access to their ecosystem services as it involves these communities in the surveillance. In practice, this component is intended to integrate the governance of the national- and MPA-level actions through the participation of the MPA stakeholders in their design, implementation and monitoring.

External conditions that influence the success of Iona MPA management range from environment, demography and professional expertise to the socio-economic conditions in the Iona MPA and surrounding areas. The access to technology, is especially important in relation to the Iona MPA surveillance. Bus socio-economic factors are the paramount concern of the project strategy. Dialogue and participation are the underlying condition for the planning of the conservation, sustainable use and equitable access to the ecosystem services of the PA. Information sharing, discussion, negotiation and collaboration make possible the creation of consensus and facilitate the implementation of the Iona MPA management in the frame of the INP along sustainability criteria thus ensuring the participation of external stakeholders to the coastal spatial planning exercise. This process allows the integration of the action of the stakeholders, starting with the MINAMB and national institutions in coherent strategies and their contribution to create consensus, mobilize financial resources and efficiently merge the contribution of local, national and foreign partners in the understanding of the issues at stake in the running of the Iona MPA.

In fact, the proposed coastal spatial planning approach to the MPAs system management is broadly articulated in environmental, economic, social and governance fields that have a great potential of leveraging resources to produce mutual understanding and shared benefits among the people living in and around the MPA and their local, national and regional counterparts.

MPA system governance

The build-up of capacities to plan and coordinate the strategies and actions involves *political and operational or technical aspects*. This implies the elaboration and adoption of *business models* conducive to the sourcing of financial resources and to the participative budget planning (budget planning) of the access to the Iona MPA ecosystem services (communities' integration in their resources sustainable use, investments in tourism, preservation of the natural resources (e.g., water springs, biodiversity, coastal protection) that is the basis of the sustainable development of other areas of the country. The establishment of cost recovery mechanisms, sharing public and private sources of funds, is essential for the effective governance of the Iona MPA. Building the MINAMB and its partners capacities in this field is essential to ensure that the sector governance effectively canalizes the stakeholders' expectations and contributions to improve the sustainability, climate resilience and inclusion ant thus to produce the concurring contribution of stakeholders to the management of the Iona MPA natural resources and preservation of their ecosystem services. In this way the multi-sector benefits provided by the Iona MPA habitats are expected to raise the engagement of their direct beneficiaries and the high-level support to conservation policies by public authorities, the private sector and civil society.

Challenges. The project activities are well targeted and conducive to achieve mutually reinforcing conservation and development goals through the sustainable management of the Iona MPA and their

integration in the national system, by linking the conservation of their natural resources to the national socio-economic development priorities. The scale of this multi-sector undertaking is the main challenge of the project design. The involvement of each socio-economic sector requires not only the participation and strengthening of the understanding of the value of the Iona MPA natural resources by institutions and local authorities but also their commitment of resources, time and capacities to be effective. The performance of advocacy and communication actions is needed to sensitize the decision makers. These actions support the capacities building and ensure the high-level engagement in the sound management of the Iona MPA after the project end.

The success of this action also depends on the availability of and mobilization of private resources, as economic actors can play a positive or negative role in the conservation of the Iona MPA natural resources. Thus, the project has to ensure the broader dissemination and discussion of early benefits it is producing in the socio-economic field to involve not only the fishers, local communities but also entrepreneurs the governance of the MPA system, to invest and harvest benefits from their long-term existence and reduce the search for fast profits at the expenses of their natural resources. Especially challenging is the protection of the mangroves and coral habitats at large from incursion of external actors – as fishing enterprises and their local counterparts – that endanger the reproduction of sea- and coastal-life.

The advocacy and communication actions are essential to create a consensus on the joint goals and to harmonize the actions of the stakeholders and of course to smoothen the political problems that are intermingled to the management of Iona MPA, notably, making possible the equitable access to their ecosystem services and to make possible that the full benefit of the national policies are generated. Overall, bringing together the stakeholders to contribute to the Iona MPA system governance and to collaborate in the establishment of the Iona MPA spatial planning approach to the management of natural resources is the greatest challenge the project is contributing to solve.

2.6 Expected results

The three components, each with its outcome, characterise the achievement of outputs and implementation of activities through:

- the adoption of a marine and coastal spatial zoning approach,
- the support to and implementation of a participatory/consultative bottom-up MPA planning and implementation approach,
- the support to decentralized planning and management provincial and municipal government institutions, and community-based organizations,
- the strengthening of capacities of all stakeholders in effective enhancement of conservation and sustainable use of marine and coastal biodiversity and improving coordination and collaboration between municipal, provincial and national governments,
- the adoption of an integrated multi-sectoral approach,
- the creation of an effective knowledge base building on successful lessons and experiences,
- the ensuring of an adaptive management approach,
- the ensuring that key defining activities (regulations, safeguards, implementation and administrative arrangements) provide the basis for ensuring that management of the MPA is based on effective, efficient and coordinated use of existing national, provincial and sector capacities and resources.

The following table presents the intended measurable results stated in the project document.

Table 2. Project indicators

<i>Objective / Outcome</i>	<i>Indicator</i>
Objective. To expand Pas network into the marine environment	1: Area of sustainable management solutions at sub-national level for conservation of biodiversity and ecosystem services that benefit from integrated landscape and seascape planning and management approaches (Mandatory Indicator 1.3.1)
	2: Number of households participating in improved and sustainable marine resources use and best practice (Mandatory Indicator I 1.3.2)
	3: Extent to which legal and regulatory frameworks enabled to ensure conservation and sustainable marine resource management (Mandatory Indicator 2.5)
Outcome 1. Strengthened policy, legal, institutional framework	4: Level of institutional capacities for planning, implementation and monitoring integrated MPA planning and management as measured by UNDP's capacity development scorecard
	5: Extent to which MPAs are integrated and coordinated with marine spatial planning and sectoral planning and to which institutional responsibilities and collaboration in the creation and management of MPAs has been established and formalized
Outcome 2. Integrated management plan for a priority marine PA	6: Extent to which Institutional frameworks are in place for integration of conservation, sustainable marine resource use, control and management of biodiversity and ecosystems and improved livelihoods into integrated seascape planning and management
	7: Level of improvement of management effectiveness of MPA as measured by METT tracking Tool
	8: Level of transboundary collaboration in managing cross-border marine conservation, marine resource use and control of threats
Outcome 3. Lessons learned available to support the MPAs	9: Increase in community and stakeholder awareness of conservation and sustainable use and threats to marine biodiversity

2.6 Total resources

The GEF contributed USD 1,776,484, with total co-finance commitment of USD 6,368,440, including Government USD 5,218,440 and other parties USD 1,150,000, for a total budget of USD 8,144,924.

2.8 Main stakeholders

2.8.1 National and international actors

The MINAMB and the other national institutions shape, negotiate and harmonise the development priorities with the natural resources protection ones and represent the interests of the local authorities, communities and private organisations interested in their equitable access and use. The MINAMB supervises the MPA management to ensure that the other stakeholders don't pose threats to the biodiversity. The compatibility

of the endeavours and actions of the national and local stakeholders is central to its mandate and actions. Thus, it shapes and implements the political, legal and technical provisions for management of the MPA management that should ensure that the MPA biodiversity and other natural resources are preserved and sustainably used. It facilitates the dialogue among institutions, fishers, businesses, local authorities and civil society organizations that are interested in the access to the ecosystem services and other benefits of the PAs. This implies that the MINAMB contributes to the dialogue and plays a leading role in orientating the decision making of Governments and the private sector such as fishers, farmers, residents and other socio-economic stakeholders. The governance of the resources of the MPAs is critically linked to sustainable development policies but also to the local human preferences for the cheap exploitation of natural resources. Thus, the action of the MINAMB is also linked to that of enforcement agencies other than the MPA management. Its dialogue with and assistance to police include the capacitation on environmental issues and establishment of communication and collaboration in the performance of surveillance, inspection and interventions in case of infringement of the PAs and natural resources conservation rules.

Governments institutions are in charge of the elaboration and implementation of the provisions of the development policies. Their perception of the MPAs value is influenced by their sectoral interests and priorities. They collaborate with the MINAMB in ensuring the compatibility of development and environmental rights. They negotiate their different needs and expectations inside the national policy making process. The MINAMB sensitizes and involves other institutions in targeted collaborations that political confrontation of concurring interest and priorities.

The fishers and private sector (notably, the processors and traders of fish and other sea products) is interested in the economic exploitation of the natural resources of the MPAs. It coordinates its action with the institutions and local government authorities to frame its businesses in the conservation and development policies and regulations. It is especially active in relation to the development of tourism, infrastructure and transport.

Several few initiatives (MARISMA, GIZ-run) operate in the MPA. They fund activities connected to the management of the MPA. They are sources of expertise and innovation and contribute to the deployment of the national conservation policies inside and around the MPA.

The Academia is engaged in the study of the natural resources of the country and builds the knowledge used in taking decisions on the management of the MPA and equitable access to their ecosystem services.

Several private organizations (DMK Eco-Consultoria, ADPP, AJAC, ACOPAMAD) have provided their expertise contributing to the achievement of the project.

2.8.2 Local actors

State and non-state actors, including business, communities, civil society organisations, fishers and other individuals are the final beneficiaries of the sustainable management of the MPAs. They contribute to the conservation and sustainable use of their natural resources as far as their interests are respected. Thus, their access to the ecosystem services of the PAs is often conflictive. The MINAMB and INP management promote the dialogue and ensure the collaboration of the local authorities, private sector and fishers' / farmers' communities. Their level of aggregation, capacities and interests are very diversified and require the adoption of flexible approaches. As they are mainly concerned with their livelihoods and wellbeing, their conflicting interests require the guidance of institutional actors through policies, legislation and support by public services. They expect to be closely engaged in the formulation of policies and legislations governing the conservation and access to the natural resources of the Iona PMA.

The Local government authorities (provincial and municipal councils) and traditional authorities represent the local population and organize their participation to local development planning. They act as interface between the interest of the people living in or around and the Iona MPA management. Through their often-

friendly offices the interests of the fishers and other residents are negotiated and integrated in the INP/MPA management plans. In practice, they contribute to create the consensus on the conservation of the MPA natural resources and the equitable access to their natural resources. By implying the resident population in the PAs dynamics, they also play a central role in smoothing and resolving disputes among conflicting parties.

The Non-governmental organisations (NGOs) are especially active in linking the MPA conservation and community socio-economic development priorities at the local level. They collaborate with Provincial and municipal authorities that represent the interests of the population and liaise with the Traditional Authorities and Community based organisations in dealing with their beneficiaries.

Community based organisations are entities that organise the people involved in socio-economic activities – e.g., farmers’ groups, women’s saving groups, market sellers, health and solidarity groups – at the village level. They are often directly involved in the management of the natural resources of the territory, that is the basis of the livelihood and welfare of the resident population. They represent the interests of their members in dealing with LGAs, traditional authorities, NGOs and INP management, thus actively contributing to the planning, implementation and surveillance of the Iona MPA and surrounding areas natural resources. As they are made of organised groups of resident people, they are often directly involved in the management of the equitable access to the PAs natural resources.

2.8.3 The partners of the project

The project was executed along the National implementation modality (NIM). UNDP (through its Energy, Environment and Climate Change Unit) acts as the Implementing Agency for GEF. The Ministry of Environment was designated as the Implementing Partner. This was later changed by July 2020 to the Ministry of Tourism, Culture and Environment, and from December 2022 it went back to Ministry of Environment again.

At the technical implementation level, the National Institute for Biodiversity and Conservation Protected Areas (INBC) under the Ministry of Environment was the main executive partner for project activities on the Government’s side.

The project included three main Institutional Beneficiaries: the INBC under the Ministry of Environment, the Ministry of Fisheries and Sea, the Namibe Provincial Government Administration, and implicitly the Tômbwa and Moçâmedes municipal administrations.

The Project Management Unit under INBC implemented the activities on a day-to-day basis supported by contractors, consultants and other service providers.

The three-tier quality assurance system was ensured through UNDP CO, Regional and Global Offices.

The Project Board comprised the Project Supplier, the Project Beneficiary and the Implementing Partner. Its main tasks were to provide policy and technical guidance and direction towards the implementation of the project, to provide input/endorse/approve changes into work plans, budgets and implementation schedules, to approve project implementation schedule, annual work plan and indicative project budget, to provide guidance and to agree on issues to address specific project risks and/or raised by the Project Coordinator, to monitor project implementation and provide direction and recommendations.

3. Findings

3.1 Project Design/Formulation

3.1.1 Analysis of the Results framework: project logic and strategy, indicators

The Results framework elaborates in detail the project strategy by establishing a straightforward connection between the activities, outputs and outcomes of the project. The project objectives and outcomes aim at the adaptation of Angola biodiversity conservation and PA areas management framework to allow the creation and running of MPAs. This is achieved through a three-pronged strategy that revises the National biodiversity Strategy and Action Plan by incorporate the topics at stake in the biodiversity sector and MPA management, raises the awareness and capacities of the MINAMB and relevant ministries to deal with them, and creates the Iona MPA to spearhead and finetune the revised framework. Consequently, the project strategy envisages both changes in the biodiversity conservation framework at the national level and in the field in an area where the issues or MPA management are paradigmatic due to:

- a) the importance for the conservation of local and migratory biodiversity;
- b) the value of the ecosystem services provided to the population (fish reproduction areas);
- c) the growth of corporate interests (oil, transport, industrial fishery as well as tourism).

Indeed, such concerns had already been partly considered in the creation of the INP whose PA sea border coincide with the land border of the Iona MPA. In this respect, the field survey ascertained that the INP administration is active in patrolling the sealine up to the coastal *ilha dos tigres* and km 5 inside the sea, due to the fact that such areas are part of the coastal land habitats and are threatened by the same interests that are active in the sea. In such respect it should be noted that the Continental platform of Angola extends to approximately km 30-50 from the coastline and that its Exclusive economic zone reaches km 370 (200 nautical miles). The biodiversity value of the coastal seawaters depends on:

- 1) the unique habitat harbouring local species, as well as
- 2) their nutritional content (accrued by rivers and sea streams) that catalyse the passage of migratory species, and of course not only of the fish but also of the birds depending on them for feeding.

Such value has been recognised by the establishment of the Benguela current convention (BCC) in 2007¹ that promotes the governments of Angola, Namibia and South Africa coordinated approach to the conservation of the Benguela Current Large Marine Ecosystem.

Angola has established several land PAs bordering with the sea (the largest being Quiçama and Iona) along with a integral natural reserve in the Ilhéu dos Pássaros (to protect sea and water bird species) outside Luanda coast. None of these PAs has covers sea areas beyond a few miles from the coast and only in relation to such water surface value for the conservation of land areas.

Thus, the establishment of PAs focusing on the marine ecosystems requires the adaptation of the policy and institutional framework as they deal with specific aspects that are marginal to the protection of land area:

¹ The creation of the BCC was created by the signature of the interim Agreement between the governments of Angola, Namibia and South Africa. This document was later expanded into the Benguela current convention that sets out the countries' intention to promote a coordinated regional approach to the long-term conservation, protection, rehabilitation, enhancement and sustainable use of the Benguela Current Large Marine Ecosystem in order to provide economic, environmental and social benefits on 18/03/2013. Its Secretariat - dealing with fishery, biodiversity, pollution and the impact of economic activities, is based in Swakopmund, Namibia.

- a. the ecosystems strict relations with those of neighbouring states and the ocean, notably due to the sea currents,
- b. the complexity of the surveillance tasks (illegal fishing, poaching, etc.), and
- c. the existence of vested interests that are little linked to local socio-economic development dynamics but rather to global interests (industrial fishery, oil and mining, transport companies, etc.).

The project strategy properly deals with all these challenges through its three components:

- Outcome 1: Strengthened policy, legal and institutional framework for creation and management of Marine Protected Areas;
- Outcome 2: Integrated management plan implemented for a priority high biodiversity marine protected area to protect endangered marine species and reduce threats; and
- Outcome 3: Lessons learned through knowledge management, monitoring and evaluation, and equitable gender mainstreaming available to support the creation and implementation of MPAs nationally and internationally.

Their joint impact is expected to lead to the broader effects of:

1. the adoption of Improved and sustainable biodiversity–friendly marine and coastal conservation practices;
2. the reduced risks and impacts of unsustainable exploitation of marine resources including on biodiversity, food security, economics, health, and culture.

The analysis of the Results framework shows that its elements (activities, results, objectives, indicators) are well connected, although the definition of the Project Objectives indicators is sometimes imprecise. For example, the target value of Indicator 1.3.1 mentions the formal establishment of 150,000 hectares of new MPA while Indicator 2.5 target is an MPA approval by the Government. A part the obvious issue that the two values are strictly linked (they measure two aspect of the same topic), it should be noted that using the word establishment and the approval misses the more recognisable milestone of the creation of a PA, i.e. its gazetting or formal recognition of its legal status. This is the converging result off all the studies, planning, negotiations, etc., performed and becomes the entry point for the mobilisation of resources and performance of conservation activities. A more precise and shared definition of such target values could have been adopted, e.g. a 150,000 hectares MPA gazetted. In the case of Indicator 1.3.2, the target value concerns the households using sustainable marine resources, that is more properly the measure of an Outcome or result than that of the project objective. A more proper definition of such value should have concerned the value of the sustainable marine resources production or their level or restoration.

Thus, the Project objective indicators are measured in terms of achievement of the Outcomes (or Results), a fact reflected in the overlapping of Indicators 1.3.2 with Outcome Indicators 9 (the number of households that use conservation practice) and partly also with Indicator 9 (number of best practices used).

Overall, the Result framework indicators measure features that are recorded while performing project activities, except Indicator 7 (MPA management effectiveness measured by METT Tracking tool) that requires surveying the Iona MPA but that has not been recorded because it has not yet been established. Practically, the indicators concerning the use of best practices by households, institutional capacities, coordination and collaborations, and awareness are intended to measure the people that are exposed to project activities in such field rather than to perform surveys of their progress in the respective field. In short, there are not directed to assess the change in the context and condition of the beneficiaries but to track the delivery of the project activities.

The project design is appropriate in terms of technical aspects to tackle to expand the PAs system to the marine ecosystems but it is insufficiently considering the difficulties faced in creating the political consensus that alone can push the Government to assign a strong mandate to implement such policy. Thus, the project design has overestimated the commitment of the MINAMB that would have been essential to keep on track

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the project implementation. It is also important to mention that the connexion among the Result framework elements is essential for the project activities producing mutually reinforcing effects. As it depends on the sequencing of activities, i.e. on the project planning process, the factors that disrupt it are the most critical threat to the achievement of the project objective. The Results framework main weakness consists in the fact that the MINAMB (and implicitly the INBC) have weak planning and financial management capacities, according to the UNDP Micro-assessment performed in 2017. The Assumptions of the Result framework recognise such situation – they often mention the capacities of government, local authorities, communities –. As the chances of disruption of the organic implementation of the planned activities produces the delivery of a fragmented, disarticulated results, their joint effects (achievement of the outcomes) can't be expected before the project end.

3.1.2 Assumptions and risks

The project design has assumed the existence of the conditions for the effective engagement of the MINAMB / INBC in its implementation. This assumption has been partly confirmed during the project implementation. The institutional weaknesses of the MINAMB - outside the control of the project - was accrued by incidental events such the elections, the Ministry of finance closure of project accounts, and the Covid-19. The fast rotation of elected officials and managers has produced discontinuity in:

- the interaction with UNDP and follow up of the activities entrusted to the INB,
- the creation of the institutional framework and capacities, along with the effectiveness of the national coordination.

Although these conditions have no direct implications with the implementation of the planned actions (and direct disbursement of funds by UNDP, following the Ministry of finance decision, it has deeply affected the decision-making process that steer the delivery of activities. Weak MINAMB leadership means that the national coordination is loose and that the INBC lacks the backing for undertaking activities that affect entities and bodies outside its own structures. Of course, the specific mentioned factors had been generically identified during the project setup, but this didn't forecast their combined effects that are summed in the disruption of their sequence. As mentioned before, this was a critical element for the project success: building institutional capacities positively affects the revision of the legal framework and the reverse; both impact on the creation of the Iona MPA; and the latter provides lessons for the finetuning of the capacity building of institutions staff and revision of the legal framework.

3.1.3. Lessons learnt from other projects incorporated into project design

The project has started three-four years after a larger GEF initiative that has assisted the Government of Angola in revising and improving the PAs system as a whole.² Lessons learnt include the partnership with MINAMB and assignment of the execution tasks to INBC, as they are the institutional players in the management of PAs and direct beneficiaries of the project. Indeed, the project emphasis on their strengthening and coordination with other institutional actors are direct consequences of difficulties incurred by the previous project in sourcing the capacities of such actors.

The protracted process that has not yet achieved the establishment of Iona MPA (unlikely before the project end) and slow progress in the approval of the national planning and legal documents show that such problems still exist. Indeed, the MPA project was also active at the local level where lessons learnt from the

² *Expansion and strengthening of Angola's Protected Area system (PIMS#: 4464; GEF ID: 4589), 18/5/2016-18/11/2022.*

previous ones were little elaborated on. Indeed, the organisation of the communities should have been more focused to create the conditions for the assistance to fishers in the adoption of sustainable income generating activities. In short, the lack of systematisation of the outputs of the previous project have not made possible to incorporate its lessons in the project strategy.

3.1.4 Planned stakeholders' participation

The project design includes the development of an interinstitutional coordination mechanism at the national level – involving relevant institutions – and a technical coordination with local authorities at the local level. Further coordination instances include the national technical committee in charge of the revision of strategic and legal documents, as those elaborated with the project assistance, and the BCC technical work groups meetings INBC participate to.

The interviewed local residents and representatives of producers are well aware of the project, confirming that it has actively raised the local awareness on its activities. Indeed, the project action concerning Marine spatial planning was performed under the leadership of the Ministry of agriculture that presides the National Coordination Group for Marine Spatial Planning. The INBC has strictly collaborated with it in the identification of marine and coastal areas of great ecological importance (Ecologically or Biologically Significant Marine Areas or EBSAS).

The technical coordination committees have been effective in the sharing of information although the institutional partners are little engaged in steering the project strategy, not revising their sector approaches in relation to MPA and thus marginally contributing to the project impact. Thus, the national coordination and technical bodies met infrequently (once per year) and the local ones acted as transmission belts for sharing information with local authorities and reaching people in the communities (selection of beneficiaries of training and assistance). These coordination's have produced dialogue, raised new topics but have little contributed to decision making as they have not acted as platforms for the participation to the steering of the project strategy and implementation.

3.1.5 Linkages between the project and other interventions withing the sector

The project has dialogued not only with institutions (including the BCC) and local authorities but also with other initiatives active in the field of MPAs. These include the INP management – where African Parks NGO plays a fundamental role in assisting the PA authority, and GIZ run MARISMA project. Indeed, the INP has been very supportive to the project, advising, sharing information and logistic resources and assisting staff in the performance of field work. Less evident is its contribution to the steering of the project strategy that should have a central topic of its implementation. Indeed, the Iona MPA, independently from its legal status, is going to closely interact with INP due to the shared interest in the coastal area.

Many work lines will be overlapping or identical – as supporting administration services -, performing studies, patrolling, dealing with local authorities and communities, etc. The consolidated approach and practices performed in the management of the INP are clearly a reference for shaping those of Iona MPA. Thus, more collaboration at the project management level would have made possible to clarify the issues at stake and options to be adopted by the project. The relations with MARISMA were related to the interaction with BCC that is the beneficiary of such GIZ funded project. The INBC and the Project management unit (PMU) participated in a regional meeting in Namibia where they presented and discussed the National Strategy and Implementation Plan for Marine and Coastal Conservation in Angola was discussed. In both cases, the partnership has been very focused and, apparently, has not become a strategic asset in the steering of the MPA project.

3.1.6 Gender responsiveness of project design

The project strategy to anchor Iona MPA management to the participation of the population surrounding the MPA was expected per se to promote gender equality and economic empowerment. Thus, no specific gender strategy was elaborated. The PMU has actively involved women in the performance of training, elaboration of income generating activities, etc. but not as part of a structured approach facilitating their engagement through, for example, actions, approaches reducing their ordinary work burden – the main obstacle to their effective, long term involvement in the PA management -. Gender was not expressly addressed in the design of the project except as a cross-cutting consideration to be included in the implementation of actions addressing the economic needs of local communities in line with with, GEF, UNDP as well as national inclusiveness priorities. As a consequence, such dimension of project inclusiveness is reflected in the Result framework that records the community beneficiaries by gender rather than in terms of improvement of the women's socio-economic welfare.

3.1.7 Social and environmental safeguards

The project identification has included the customary social and environmental assessment³. Its findings properly recognise the importance of community mobilisation in identifying and performing safeguard actions. The improvement of the capacities of the Iona MPA and participation of the surrounding communities in management are aligned to social inclusion and compliance of environmental standards⁴. However, the project implementation has dealt with communities as recipients rather than as partners, the weak point of such approach being that activities directed to strengthen community organisations were planned in very end and with no planning or sustainability, to ensure the representation of the people's consideration in designing actions in these fields. As the weakness of the fishers' communities is a critical aspect for the success of field work, such gap has negatively affected the design and performance of social and environmental safeguards.

3.2 Project Implementation

3.2.1 Adaptive management

The project commitment to adaptive management was articulated through the strict relations that the Project Management Unit (PMU) has established with the MINAMB / INBC and good communication / with UNDP Country office although changes of the Angolan institutional representatives. As a result, smooth adaptation of the planned activities was performed while the project strategy remained unchanged notwithstanding the difficulties encountered in the mobilisation of stakeholders.

³ Social and environmental screening and template, 2017

⁴ The Protected Areas Law (April 2020) requires for communities to be represented in park management decisions. This law provides a basis for creating the necessary structures for community involvement in all PAs.

3.2.2 Actual stakeholders' participation and partnership arrangements

The project commitment to adaptive management was articulated through the strict relations that the Project Management Unit (PMU) has established within the MINAMB / INBC and good communication with UNDP CO notwithstanding the frequent changes of the elected officials. As a result, smooth adaptation of the planned activities was performed while the project strategy remained unchanged notwithstanding the difficulties encountered in the mobilisation of stakeholders. For instance, co-financing was marginal in the project economy and not evident in its documents, reflecting the limited engagement of the institutional partners. In practice, it has been limited to the funding of ongoing activities already budgeted by the MINAMB. Indeed, INBC has not held any coordination meeting to discuss it or implemented jointly funded activities with other partners and government entities. This is also made clear by the prolonged inactivity of the institutional coordination committee that should have promoted and the realignment of activities concerning the institutional strengthening – capacities and framework – by considering the limited engagement of the partner institutions.

The action of the local authorities has been more satisfactory in terms of participation to activities, but there were not systematic in terms of planning to aligned with guidance of project document. However, it should be noted that their role was rather of assistance in their execution, in assisting the project to reach the final beneficiaries, as fishers to train or NGOs in charge of the collection of waste. Thus, the project has remained strongly centred on the action of INBC with the assistance of UNDP, with partners acting on demand or as beneficiaries rather than as proactive collaborators.

3.2.3 Project finance and co-finance

The project expenditures have been delayed by the changes, restructuring and transitions that have happened at the Ministerial level. They have been exacerbated by the impacts of the COVID-19 pandemic which resulted in nationwide lockdowns that caused project activities to largely come to a halt in the first year of execution. Last, the Government decision to suspend local project's accounts and directing all resources to the Ministry of Finance, has resulted in UNDP switching from Advances payments (no longer possible) to Direct payment requests, submerging the UNDP Finance unit barely able to follow-up, resulting in longer time to process requests of payments.

The one-year no-cost extension of the project implementation has allowed to complete most activities, USD 383,000 remaining unspent at the time of the field survey but being already allocated for existing initiatives trying to engage communities, Sustainable initiatives with NGOs and monitor and evaluation. Thus, by project end all the available GEF finance has been spent.

The reported USD 350,000 co-financing is decidedly short of the USD 6,368,440 of total commitment at CEO endorsement. The low co-financing reported is mostly attributed by UNDP Country office to inability of the PMU to record and track commitment as well as limited Implementing Partner engagement with co-financing partners at national and local level⁵. No PSC meetings were devoted to discuss the weak engagement of partners and limited co-financing as their focus concentrated on the solution of operational issues. The Country office has provided guidance to the PMU on how to document co-financing but no feedback has been produced by the end of the project.

Table 3. Co-financing

⁵ Cfr PIR 2023 page 28.

Co-financing	UNDP financing (USD million)		Government (USD million)		Partner agency (USD million)		Total (USD million)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants								
Loans / concessions								
In-kind support			5,218,440	350,000			5,218,440	350,000
Other			1,150,000				1,150,000	
Total			6,368,440	350,000			6,368,440	350,000

Source: PIR 2023

In practice, the Government contribution to the project execution has centred on the mobilisation of the INBC and collaboration with INP staff, being decidedly lower than the funds that it committed to the project co-financing.

African parks, the NGO co-managing INP, has patrolled the Iona coast and performed studies, the Ministry of fisheries and marine resources, BCC and Local authorities have contributed information for the elaboration of documents, injecting in-kind contributions in the project execution. The PMU has not recorded the value of these in-kind contribution that however have facilitated the project implementation.

The low materialization of co-financing is mainly the result of the insufficient engagement of the MINAMB that was expected to invest in employing staff and material resources in the establishment of the Iona MPA and at the same time to bring together other institutions and private sector in the investments arising from sustainable fishery and tourism. The overall impact of the low engagement of the MINAMB was that such expectations were not concretised.

3.2.4 Monitoring and evaluation: design at entry, implementation, overall assessment of M&E

The UNDP CO is in charge of the project monitoring tasks, the PIR reports being its main outputs. This approach is consistent with the project indicators that concern features recorded in delivering the planned activities, as the production of documents, training and awareness raising of people, the best practices promoted. The only indicator properly requiring the measuring of an external issue through the METT Tracking tool (Indicator 7) has not been recorded because the Iona MPA has not yet been established. The other indicators are based on documentary information also when they could have been the result of surveys (as in the case of the coordination an institutional framework and of the number of users of best practices). In practice, the M&E of the project has resulted in the recording of the delivery of activities by UNDP CO with the support of INBC in recording and submitting project data – as in the case of the documents produced, people assisted, participation to coordination meetings -. For instance, also the recording of co-financing is short of planning due to the insufficient access to Government records by INBC.

Overall, monitoring has been confined to the recording of activities by INBC and their systematisation by UNDP CO. The reporting of indicators has often been made as lengthy description instead of significant, synthetic digits, thus making them little effective in presenting the project progress to the external parties. Indeed, the more effective illustration of the project progress consists in the graphic of the

Cumulative disbursement (section D. Implementation progress) of the PIRs that allows the tracking of such project feature along the time.

Evaluation ratings table

Monitoring and evaluation (M&E)	Rating
M&E design at entry	MS
M&E plan implementation	MS
Overall quality of M&E	MS

3.2.5 UNDP implementation / oversight, Implementing partner execution and overall assessment of implementation / oversight and execution

The UNDP commitment to the project implementation was constant along the execution of its activities. The dialogue between the INBC and the UNDP Country office was the core of the project management and allow to overcome some key challenges that project was facing, their dialogue has been more regular than that with the MINAMB due to the mentioned reasons. Of course, the direct disbursement by UNDP CO after the Government closed project accounts has increased the burden on such side rather than improve the Implementing partner engagement. With such limitation, no major problem was encountered in the execution the administrative and financial implementation procedures. The UNDP oversight has ensured that the planned activities be performed. The engagement of MINAMB and other institutions has clearly overcome such tasks as it would have required a steady dialogue with the elected officials that was discontinued by their repeated shift. Indeed, the clarification of the MINAMB commitment should have required high political level dialogue that overcame the discussion with this institution as it should have aimed at ensuring that the Government assigned a strong mandate to MINAMB itself in implementing the PAs policies.

Evaluation ratings table

Implementing Agency (IA) Implementation & Executing Agency (EA) Execution	Rating
Quality of UNDP Implementation/Oversight	S
Quality of Implementing Partner Execution	MU
Overall quality of Implementation/Execution	MU

3.2.6 Risk management

Risk management is strictly connected to the assessment of the fragility of the institutional context and limited capacity of staff. The change of political leaders and staff in MINAMB / INBC, its low capacity and insufficient level of co-financing, Covid-19 restrictions, weak involvement of communities have been delayed the implementation of field activities. In practice, these institutional weaknesses have multiplied the effects of the external constraints to the implementation of activities. For example, the process of approval of strategic documents is exceedingly long, as in the case of the National MPA Strategy and Implementation plan not yet approved notwithstanding its draft was ready at the end of 2020 and for which

a consultation meeting was held at provincial level in October 2022. The same can be said of the Iona MPA management plan and Tômbwa Bay Integrated Fisheries Management Plan finalised at the end of 2020 and object of the same public consultation in October 2022.

The INBC / MINAMB has implemented the planned activities through the PMU led by the Project coordinator, an arrangement that has not been affected by the Ministries' staff reshuffling - notably the splitting of the Ministry of fishery from the MoA -. Three coordination mechanisms have been devised to broaden the participation of internal and external partners to the project activities. The Inter-institutional coordinating committee that should have ensured the commitment of the relevant Ministries to the establishment of the MPAs system, it has been substantially inactive after its establishment in 2020, due to the scarce participation of its members. The Project board⁶ that has met one-two times per year since 2021, approving the annual work plans⁷ and progress implementation reports⁸ and providing advice on the modalities of implementation of the activities. The Namibe-based coordination committee, established in 2021, that has provided advice on the engagement of the local stakeholders starting the dialogue with NGOs, fishers' communities. No change in strategy has issued from their counsel and deliberations. The factors already assessed as constraints to the project design have had a direct impact on the commitment of the MINAMB to the project execution. Its substantially passive role has resulted in a weak support and slow pace of approval of the planning documents elaborated with the project support that have resulted in the low co-financing and lack of revision of the project strategy to adapt to such unfavourable institutional environment.

The National project coordinator has been contracted at the beginning of 2020 and posted at INBC in Luanda along with the later hired Finance and Administrative Assistant (UNDP staff). The PMU has been liaising with INBC Coastal and marine unit and acting in the field through the Local field coordinator embedded at INP. Specialistic expertise has been contracted externally to elaborate studies and plans with the support of the PMU / INBC. The Field coordinator has been especially effective in leveraging contribution of the local partners (local administrations, Namibe university, fishers' associations, NGOs) also thanks to the support of INP / African Parks expertise and logistics to the performance of field activities, and in engaging the fishers' communities. As the project has recruited its staff whose assignments expire with its end, the continuation of such arrangements and expertise is at risk because it is unlikely that it will remain inside INBC / MINAMB.

The UNDP CO has provided oversight for the preparation of an annual action plans, elaborated the PIRs and held regular coordination meetings with the PMU to solve administrative and operational problems. Following the Ministry of Finance decision to close project accounts and channel resources through the National treasury, the UNDP CO has undertaken direct payments to speed up activities and endorsed the one-year extension of the implementation period to complete the planned activities. The frequent changes in the Ministers and elected officials – as well as some rotation in the UNDP CO - have affected the dialogue with the MINAMB policy makers thus making unviable the revision of the project strategy to overcome the slowness of INBC procedures, the insufficient engagement of institutions and the delay in the strategic documents appraisal. Such events show the critical role played by UNDP CO in overcoming the hurdles created by the weak institutional engagement but also point to the sustainability challenges ahead at the end of the project.

In practice, the project has put in place a quite elaborated coordination mechanism (more complex than that envisaged for GEF-funded initiatives) that has effectively mobilised local stakeholders, as INB support to the action of the Local field coordinator, local authorities and fisher communities. The Project board has taken no decision affecting the project strategy, advising the PMU on operational issues of the planned activities.

⁶ Project board meeting participants have included to INBC and UNDP representatives and the project coordinator, confirming the limited engagement of the ministerial level (MINAMB, MoA, Ministry of fishery and water resources).

⁷ Starting with the 2019 one, approved on 23/07/2019, they have replanned the delayed activities without major changes.

⁸ PIR 2021 (12/2019-6/2021), 2022 (6/2021-6/2022) and 2023 (6/2022-6/2023).

3.2.7 Social and environmental safeguards

The Social and environmental screening report (2017) has provided guidance for integrating human rights, environmental and social measures in the project design and implementation. The project safeguards risk rating was categorized as moderate given the lack of infrastructural investments, centring on marginalised groups inclusion among the beneficiaries through the collaboration with the local authorities. Indeed, the project activities at the community levels have been very reduced – reaching some hundred households - through awareness raising, training and counselling on the adoption of sustainably fishing practices and have not required the undertaking of any specific social or environmental safeguard measure. The advisership and accompaniment of local authorities has been adequate to such task.

Furthermore, the design of the Iona MPA has requested several studies including the environmental and social impact assessment performed along the *National Legislation on Environmental Impact Assessment*⁹. Such exercise has involved the survey and interview of local fishing communities' members and women. The local stakeholders have also participated to the validation of the draft National Strategy for the conservation of marine coastal biodiversity, Tômbwa fishery management plan and Iona MPA management plan, with the boundary definition and zoning. At last, the project trained artisanal fishers, women and tour guides on sustainable fishing, tourism and other livelihood practices. Overall, the project limited progress in the engagement of stakeholders has resulted in the mainstreaming of social and environmental safeguards in the strategic planning exercise and raising of awareness of the final beneficiaries on the sustainability challenges of ensuring inclusion and protecting the environment, although the beneficiaries have still to put in place such achievements.

3.3 Project Results and Impacts

3.3.1 Progress towards Objective and expected Outcome

The performance of activities has been quite completed at the time of the Terminal evaluation. The one-year extension to the project implementation has compensated for the cumulative delays making possible their completion. However, the achievement of the expected results is uneven, with processes that depend on high level institutional decision not yet completed and the revision of some key political documents that is now in final stage. This situation, as more extensively analysed in the section Overall project outcome, has produced negative multiplication effects because it has hampered the contribution of the achievements under each outcome to that of the other ones.

Insufficient coordination has also produced some disruption in the coordination within other initiative. as in the case of the Ministry of fisheries that is formulating the Blue Economy strategy that includes Marine conservation areas that should be linked to the national biodiversity strategy and of course the EBSAS object of the project Object 2 study.

Outcome 1: Strengthened policy, legal and institutional framework for creation and management of Marine Protected Areas

⁹ Decree No. 51/04 on Environmental Impact Assessment, 2004

Under Outcome 1, the project has progressed in the elaboration, validation and submission of strategic and planning documents and build capacities of MINAMB and INBC relevant to the establishment of a regulatory framework fitting the peculiarities of the MPAs and management of Iona MPA.

The main obstacles to the achievement of the outcome consist in the of the disruption in the continuity of the MINAMB decision making processes (change of high-level staff) and low engagement of the sister institutions that has until now hampered the approval of the documents submitted by INBC. Indeed, the proposed solutions for the establishment of the Iona MPA exist and the inactivity of the interinstitutional committee makes difficult their resolution because the compatibility among vested economic interests and the conservation exigencies have not yet been addressed in depth. This is more evident in the lack of communication between the local authorities and coordination mechanism with the national institutions and instance. While some progress has been made at the local level, in absence of alignment with decisions taken at the national level on the access to the natural resources of the marine PAs, little can be expected in the establishment of an effective regulatory framework.

With reference to the Mandatory Indicator 1.3.1 that concerns the Marine area that is being protected, progress is partial as the borders of the Iona MPA and the Tômbwa Bay Integrated Fisheries Management Plan have been proposed but not approved. In absence of the gazetting of Iona MPA, it is unlikely that the best practices for sustainable management of the fishery resources that have been tested by the project will be implemented in a consistent way.

Overall, in the project outcome sum into the preparation of the conditions for the implementation of MPA conservation measures. Lack of formal approval of the Iona MPA – its gazetting – make difficult to progress in any of these fields beyond the planning level. And consequently, this situation hampers the mobilization of resources or expansion of the results of the activities already done. For such reasons, the progress toward Outcome 1 have been mostly limited to the drafting of solutions that are not yet accepted by key stakeholders and thus that have not triggered the utilization of the new capacities of MINAMB and INBC.

Outcome 2: Integrated management plan implemented for a priority high biodiversity marine protected area to protect endangered marine species and reduce threats

Under Outcome 2, the project progress made concerns the drafting of the key documents for the establishment of the Iona MPA. With reference to the Mandatory indicator 1.3.2 that concerns the local households adopting sustainable practices in the use of marine resources, the project has trained 172 fishers and raised awareness in a pilot community but it is unlikely that such experience be consistently performing the learning due to the lack of the regulatory framework and mobilisation of resources that is expected from the establishment of the Iona MPA and creation of technical assistance services.

Also in this case, the achievements obtained at the local level have to be incorporated in decisions taken at the national level that are not yet taken for the reasons already mentioned. Critical aspects for making further progress in this direction include strategic aspects of the proposed PA. The extension of the Iona MPA, its relations with INP and the role of local authorities in ensuring the implementation of its provisions require further discussion to produce solutions acceptable to all stakeholders and effectively implementable. This is not a small issue, because the project has not progressed in reducing the distance between the perception in Namibe on the potential value of the Iona MPA and the viewpoint of national and international vested interests on the access to the natural resources thereof. More precisely, the dialogue has gone on at the local level, some coordination has been done at the national one, but the two processes have not interacted. This is due to the hurdles faced in the performance of project activities – disrupting their sequences and feedback among different components / outputs - but also to gaps in the project design that has clearly overlooked the need to develop the Iona MPA business plan and thus to engage private actors in its formulation. For such reasons, the progress toward Outcome 2 has resulted in the production of a proposal for the Iona MPA that may require further discussion to be properly streamlined into the approval process.

Outcome 3. Lessons learned through knowledge management, monitoring and evaluation, and equitable gender mainstreaming are available to support the creation and implementation of MPAs nationally and internationally

Under Outcome 3, the project has tested positively the engagement of local actors – authorities, University of Namibe, communities, different local NGOs – that have learnt from the process and summed their expectations in the formulation of a Climatic resilience project in line with the priorities of the proposed Iona MPA. The main learning of this exercise consist in the willingness of the local stakeholders to collaborate for the conservation and sustainable use of the natural resource and in the difficulty to link such instances with the institutions and interests at the national level. The local partnerships have produced the engagement of the involved communities and mainstreamed innovative solutions for sustainability in pilot initiatives. There is however a gap in management skills that requires the collaboration with external actors, as international NGOs and development agencies. The local communities and traditional authorities are still too weak to guide their members in adopting best practices aligned to sustainability criteria and to properly interact with the proposed Iona MPA administration because of individualistic approaches to fishery that threaten the sustainability of such activity. Such situation reveals a gap in the project design that has not yet been addressed and that, notwithstanding the positive results of the tested solutions, should be tackled at the strategic level.

With reference to the Mandatory indicator 2.5 that concerns the legal and regulatory frameworks establishment, the project has made possible the elaboration of the National MPA Strategy and Implementation Plan that has not yet been approved and raised awareness among key stakeholders on its meaning and content. Such progress is unlikely to produce concrete effects in absence of formal enactment of the mentioned Strategy and Plan that, presently, are no binding value neither for the MINAMB and institutions nor for the private sector. For such reasons, the progress toward Outcome 2 is positive but still tentative because it has explored some solutions without incorporating the viewpoint of the final beneficiaries as driver of the design, testing and validation of best practices. Thus, lessons learnt concern specific best practice but not the conditions that ensure their adaptation and effective adoption in the conservation and sustainable access to the natural resources of the Iona MPA.

3.3.2 Relevance

The project was designed as the third GEF-financed intervention concerning the Angola PAs system. Its relevance is clearly embedded in the national strategy for biodiversity (2007-2012 and 2019-2025) that it contributes to update. The expansion of the PAs to the marine ecosystems is a challenging action due to the existence of vested interests, difficulty of patrolling and opportunities of collaboration transboundary. One critical aspect of this effort is to improve the planning and operational capacities of the INBC in this field to make possible the expansion of the PA to cover maritime ecosystems. This expands the scope of the previous GEF-financed intervention that could only concern land areas.

This action links the management of the PA system to the national development policies – notably the revision of the Biodiversity Strategy - that highlight the importance of biodiversity and ecosystems for the growth of the country. The intervention logic answers to both environmental and development concerns that have emerged in the revision of the Angola PA policy framework in the execution of the previous action. The lessons learnt of the establishment of INP concern the importance of improving the cost-effectiveness of park administrative structures to make sustainable the investments in building capacities and innovative technologies. For such reason, a reflection on the relations between INP and Iona MPA was due at the time of the project identification or later, on the basis of the experience acquired in its implementation.

African parks had mobilised around USD 5 million to assist and enhance the creation and patrolling of MPAs but due to management inconsistencies, it has devolved such sum to the donor. An opportunity lost for speeding up the establishment of Iona MPA.

The involvement in the project activities of the fishers' communities is a challenge that the project design has overlooked. Indeed, the local authorities and NGOs select, mobilise and assist the households participating to the project activities, but this doesn't overcome the fact that such beneficiaries are not contributing to the steering of the project implementation perceiving themselves uniquely as recipients or assistance. A more structured approach to their involvement in the project should have required a component devoted to building their organisations in order to enable a consolidated representation of their viewpoint in the implementation, if not in the design, of the activities that concern their participation.

The support to the national environmental strategies, policy framework and management approaches and priorities spelled out in the National Biodiversity Strategy and Action Plan (NBSAP, 2007-2012), *Programa Nacional de Gestão Ambiental* (2009), National Policy on Forest, Wildlife and Conservation Areas (2010) and Strategic Plan for the Network of National Conservation Areas (2011) articulate the provisions of the Environmental Framework Law (1998) in relation to the PA management¹⁰. The development of laws and regulations in this field is still on-going and benefits from the experience of the GEF projects by incorporating the feedback of the practical experience in PA system coordination and PA management. Thus, this action directly contributes to the evolution of policy and legal framework of the PA with focus on the peculiarities of the marine ecosystems.

The project spearheads the PA management effectiveness in the marine environment through the convergence of national policy and regulatory framework with the build-up of the capacities of key MINAMB and INBC staff. Thus, the establishment of Iona MPA is linked to the creation of technical and operational plans, knowledge and skills that guide the decision-making processes on the management of marine PAs.

Little room is allocated in the project economy to the development of cost-recovery mechanisms that pay for the PAs management. This objective requires the contribution of the government, communities and investors, in view of the shift from the centralised to locally driven management of the PA, a particularly complex task in the marine PA field due to strong economic vested interests concurring in their exploitation. The project concentrates its efforts on the legal and operational framework and on the capacities and tools that make the MINAMB and INBC the capable to collaborations with researchers, environmental agencies and private investors in order to balance the interests of local national and international stakeholders. These assets are expected to make effective the conservation actions and guide investments that are going to fill in the gap in the financial resources assigned by the Government for the management of the Iona MPA.

Building the capacities, revising and completing the regulatory framework and establishing partnerships with local actors is going to create the conditions for the mobilisation of additional funds that support and sustain the running of the Iona MPA. The gains in these areas should encourage public and private stakeholders in investing in PA along sustainability criteria. However, the project little invests in this field, a part the creation of knowledge and assistance to fisher communities in differentiating their income. This may be not enough to develop the financial means for the Iona MPA management. Proper awareness raising and communication actions have been directed to build the support of stakeholders to the PA protection and opportunities of collaboration for with parties interested in their economic valorisation.

¹⁰ Article 14(1) of the EFL specifically creates the legal basis for the establishment and maintenance of a network of protected areas, as follows: '*Government hereby establishes a network of environment protected areas, with the aim of ensuring the protection and preservation of environmental components, as well as the maintenance and improvement of ecosystems with recognized ecological and sociological value*'. Article 13(1) further prohibits '*all activities that threaten the biodiversity, conservation, reproduction, quality, and quantity of biological resources ... especially those threatened with extinction*'. Article 13(2) also states that the government must ensure that adequate measures are taken to '*maintain and regenerate animal species, recover damage habitat, and control, especially, the activities or substances likely to be harmful to animal species and their habitat*'.

The sequence of these action is essential for their success. The build-up of the capacities of MINAMB, INBC, local authorities and the assistance to the fishers' communities should have been completed by actions raising the interest of private investments, a gap in the project strategy.

The project design is open to collaborations with other interventions, notably the INC and BCC, the Namibe University, and with local communities, especially through the collaboration withu local autnortieis. The previous GEF funded projects have shown that this is an effective way to raise local ownership, beyond the granting of equipment, materials and training. The project strategy is open to such commitment but its implementation strategy lacks a fundamental aspect, that is the strengthening of community organisations, that represent and organise the fishers, their houseolds and communities avoiding that they become pure recipients of aid and making possible their proactive particiaption in the management of the natural resources of the Iona MPA.

It is important to note that 60% of the fishers active in the proposed MPA area are local and that their unsustainable practices (fishing in reproduction areas, small mesh nets, etc.) are exhausting the fish stock.

3.3.3 Effectiveness

Outcome 1: Strengthened policy, legal and institutional framework for creation and management of Marine Protected Areas

Under Outcome 1, the project has elaborated and validated at the provincial level the key documents for the creation and management of MPA. Notably the National Strategy for Coastal and Marine Biodiversity and Implementation Plan and the Iona MPA Management plan. These documents have not yet submitted to the MINAMB and under scrutiny for approval by the Government. Indeed, the limited progress in this field is strictly linked to the fact that the National coordination platform is little active, making difficult to develop consensus among institutions on the biodiversity and MPA approval and there were not sustainability actions put in place during project implementation. A further element that complicates the approval process consists in the fact that the Ministry of Fisheries and Marine Resources leads the National coordination group on the Marine Spatial Planning process and Blue 4conomy strategy (Ministry of fisheries). This arrangement weakens the grasp of the MINAMB and contribution of the Ministry of Fishery that are in competition in establishing the political agenda in this field. Other concurring interests, as those of the oil exploitation, etc. are also at stake and the lack of a clear leadership in the field of the conservation and management of the marine natural resources is clearly an obstacle that should be tackled at the higher political level. The frequent changes at the apex of the MINAMB have accrued to such weakness and explain the slow progress in the process of approval of the mentioned documents.

The project has contributed to the institutional strengthening through targeted capacity building actions that have benefitted INBC staff, national park inspectors and students of the Namibe University. Also in this case, the expected results have not yet been achieved because until the Iona MPA will have been put in place, the value of the knowledge and skills acquired by the trainees is purely theoretical.

The project has been more effective in assisting INBC in contributing to the works of the BCC. Achievements include the participation to technical coordination and working groups meetings, the revision of strategic documents. In practice, the project has allowed Angola to actively participate to the technical activities of the BCC. At the same time, a commission for supervision and patrolling along the Angolan coast has been established at the ministerial sector level, with INBC as one of its members, giving substance to Angola formal commitment at the regional level in the management of marine ecosystems.

Outcome 2: Integrated management plan implemented for a priority high biodiversity marine protected area to protect endangered marine species and reduce threats

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Under Outcome 2, the project has supported the identification of the 7 Marine and coastal areas of great ecological importance and produced several technical documents conducive to the establishment of the Iona MPA (Tômbwa Bay Integrated Fisheries Management Plan, Iona MPA map, Iona MPA proclamation proposal). These achievements are still partial because they have not yet been approved by the Government. Indeed, the definition of the Iona MPA boundaries has undergone a particularly complex process. The ProDoc and initial METT Tracking tool proposed that such area be large 150,000 hectares (Km^2 1,500) and at the same time made reference to a map where it was set off the INP coast km 180 or linear Km 157 for about 14 miles, i.e. approximately km^2 2,220). Such values correspond to the original idea of expanding the INP into the sea coastal area. More mature reflection has resulted in a new proposal that has been ventilated of covering the Continental platform (un practice, where the seabed is m 200 deep), km 50-60 wide, for a total km^2 9,207 (157*59). It should be noted that such revision of the extension of the Iona MPA has direct implications on the approval process because it changes:

- (a) the vested interests involved in it, that are obviously larger,
- (b) the resources mobilised for its management, especially in relation to patrolling external areas.
- (c) the meaning of the MPA itself that being extended more in depth in the Benguela current becomes more connected to the action of the BCC.

At the same time, such expansion points to the relations of the Iona MPA with INP. Both are involved in the coastal area (the INP presently patrolling the Baía dos Tigres – the main fish reproductive area in front of Angola coast - and the waters km 5 inside the sea). In fact, the overlapping is both in terms of covered area, already mentioned, and of overlapping of tasks. In this sense, it is useful to make reference to the protected areas management model adopted at INP that is based on the experience of the African Parks NGO (Figure 1).

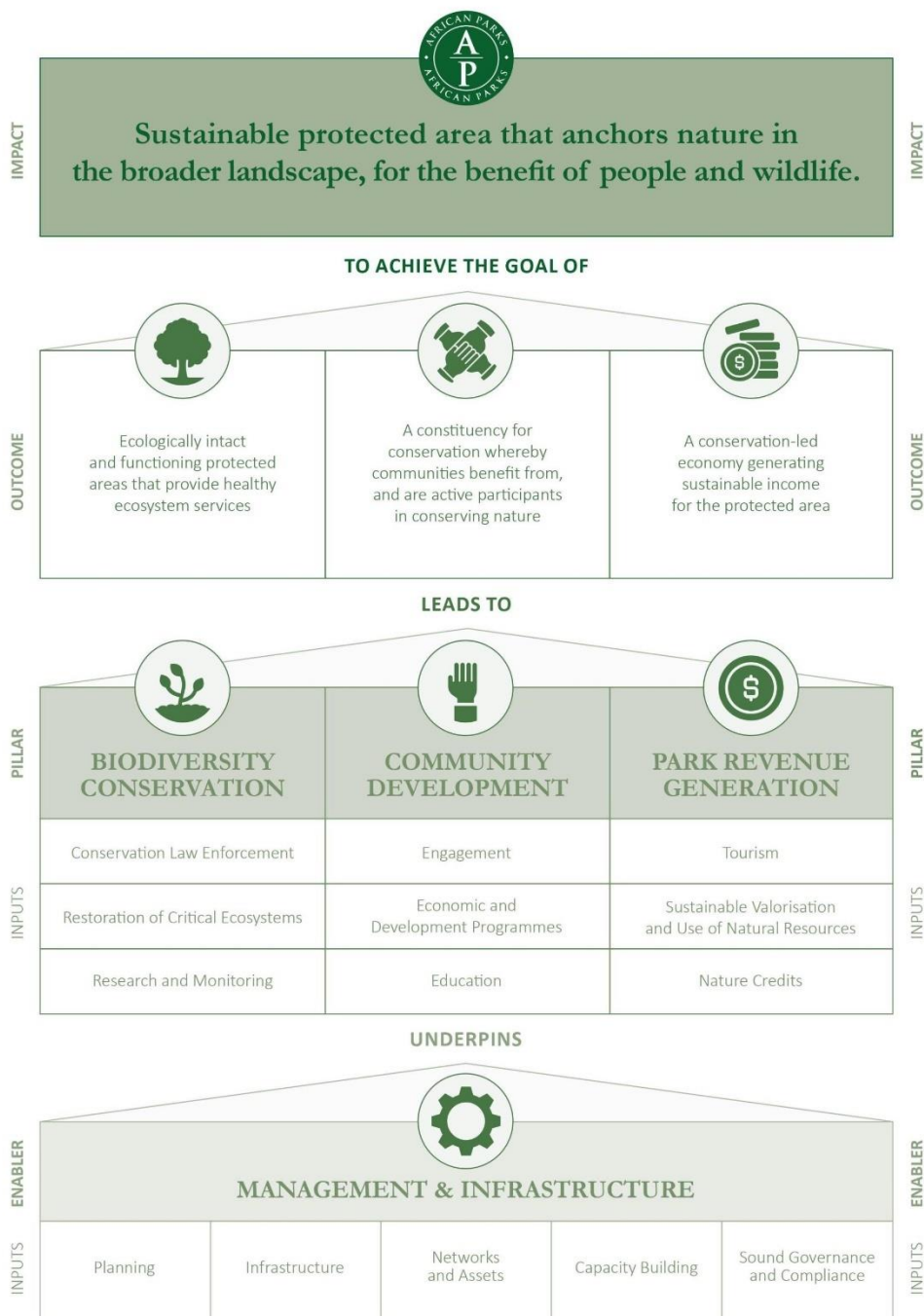


Figure 1. African Parks Protected areas management model

The *Management and infrastructure enabling* services clearly are not specific for land or sea PAs, but also the activities that concern *Community development* are practically identical. For instance, the coastal communities are the same that they be considered in relation to land or water protection. The real differences concern the performance of most *Biodiversity conservation* and *Park revenues generation* activities. Also in such case, some functions are substantially identical (as in the case of the prosecution of conservation law infringements and the contractualization of revenues generating activities). Capacities and resources devoted to both sea and land PAs management are more efficiently used when shared. Such

situation makes room for the initial idea of expanding the INP to cover its sea belt in front of the present PA, provided the technical expertise and operational resources employed to deal with each habitat be specific and thus be managed in view of their peculiarities. Such reflection is strengthened by the fact that the INP desertic and proposed MPA marine habitat are characterised by surface extension with scattered hotspots of greater naturalistic value, as the Ilha dos tigers and the surrounding nutrient-rich sea life reproduction area.

It can be forecast that also the intensity of the action of both PAs may concentrate on the same or contiguous sites that will be double studied, patrolled and object of restriction and income generating activities safeguards. Indeed, the project documents little say about the change in extension of the proposed Iona MPA and overlapping / partnership with INP, possibly because the creation of the first MPA of Angola as such has been one of the justifications of the project. In such respect, it should be noted that the project Board and Technical committees' meetings concerned the operational aspects of the project implementation and did not discuss its objectives and strategy revision. Thus, the problems related to the abovementioned topics have not been formally or substantially dealt there and where changes have been proposed are not recorded in the project records, as the PIRs. Notable progress has been made in relation to the transboundary collaboration as the INBC participation to the BCC works has resulted in the drafting of a Partnership proposal for joint patrolling and surveillance with Namibia and South Africa and in the inclusion of the Tiger Bay Marine Protected Area in the BCC scope. Such achievement has to be considered extremely positive because the regional perspective is essential for the effectiveness of the Iona MPA management in relation to:

- Sharing of information – being BCC a sub-continental hub of knowledge on fishery and marine PAs
- Establishing joint approaches to the PA patrolling, especially sea inside, where the big picture is fundamental to avoid loopholes and the resources that can be mobilised by Angola are limited,
- The central role played by Benguela current in the dynamics of biodiversity, local development / artisanal fishery and the management of relations with the industrial fishery vested interests.

Effective relations between the Iona MPA with INP and BCC are important features for the success of the proposed PA and lessons learnt from them are also relevant for the achievement of the other two Objectives of the project. Thus, progress in this field is extremely important for the project as a whole, as it will be discussed in the Overall project outcome section.

Outcome 3. Lessons learned through knowledge management, monitoring and evaluation, and equitable gender mainstreaming are available to support the creation and implementation of MPAs nationally and internationally

Under Outcome 3, the project has promoted the local uptake of the proposed PA in the Namibe province by raising the awareness of and training the households of the fishery communities, a central component of this action, in view of their participation to the validation of the Iona MPA proposal and adoption of best practices in the use of its natural resources. Such achievement have been the result of the collaboration with the provincial and municipal authorities as well as of the collaboration with cooperatives and NGOs. As a result, a new project promoting Climate resilience has been drafted that has the potential to improve the local ownership through the adaptation and adoption of sustainable practices in fishery, diversification of income generation into agriculture, and improved added value generation through the integration of such activities into a larger, value chain approach including primary production, processing and marketing.

The partnership with BCC has shown that the technical contribution of INBC is highly appreciated as it provides local inputs for the planning and validation of its studies, strategies, etc. Indeed, a topic that has been raised during the survey is that the information concerning marine biodiversity and other natural

resources is not easily retrievable in Angola. This depends on the fact that there is no central repository of such information. There are several regional initiatives that are developing such capacities and that are endowed with soft and hard assets for information storage and online dissemination for decision makers and the environmental community at large. They include the BCC Secretariat in Swakopmund, Namibia, and the the Regional Centre for Mapping of Resources for Development in Nairobi, Kenya. Indeed, the project did little to explore collaborations in such field that is especially promissory due to the regional value of the MPA system of Angola

The participation of the population to such activities has been positive. However, it should be highlighted that they are pilot initiatives and that to harvest their full fruits they should be linked to the management of the Iona MPA because the local beneficiaries alone may be unable to adhere to sustainability criteria in absence of the public conservation structures. At the same time, the project has assisted local authorities in performing coastal plastic collection campaigns and conducted in collaboration with The University of Namibe and INP an exercise of transect monitoring of migratory birds along the coast. The collaboration with these entities is also a positive achievement of the project in relation to the creation and sharing of knowledge and skills that are expected to be utilised in the management of the Iona MPA.

3.3.4 Efficiency

The project has adopted the Nationally implementation modality (NIM) to mobilise the knowledge and skills of the MINAMB / INBC in implementing its activities with a limited investment in the hiring of external expertise that consists in the advisership provided by the Project team and a few external consultants. The project structures have acted as implementers of the ProDoc design and activities. Hurdles, delays have produced the updating of the original annual work plans without affecting the project strategy. Changes in the implementation modality have been the consequence of the Government decision to close project accounts that have resulted in the UNCP CO switching from Advances payments to Direct payment requests, engorging the work load of its Finance unit.

Several constraints have affected the project efficiency, apart from the delays and disruption of the sequence of activities already mentioned. They are mostly related to the fact that the coordination instances – the project board at the managerial level and the technical committees / platform that should have organised the local partners – were little active. Indeed, such gap in the mobilisation of the national stakeholders have resulted in the INBC implementing activities with little strategic supervision and weak endorsement by the MINAMB. This explains, as mentioned, the repetition of activities from Annual work plan to Annual work plan, without considering or discussing the opportunity of revision of the project strategy.

The collaborations with external partners have been effective in producing immediate results as building knowledge and skills, elaborating strategic and planning documents, mobilising local partners. Indeed, this reveals a local environment that is favorable to uptake conservation actions and willing to participate to clearly targeted initiatives. It doesn't imply the existence of the capacities to raise financial resources locally, as confirmed by the inadequate co-financing provided by the MINAMB. Thus, the project has mobilised local resources along a top down approach (contractual) as local partners have been unable to take the lead in promoting and managing local initiatives and contributions.

The management functions have devolved to UNDP that anyway had to restrict its strategic role to the elaboration of solutions overcoming operational hurdles rather than to the broader revision of the project design, a task requiring a more active role of the local partners. Following the Mid term review, the project has been extended by one year, properly to complete activities, but has not tried to solve the structural problems that have produced such delays. By the new endline, it can be expected that the planned activities be completed and that the last available financial resource be expended. That doesn't mean that the

analysed gaps that have affected the efficiency will be solved or cease to produce negative effects in the future.

3.3.5 Overall project outcome

The progress made in the achievement of the Overall project outcome, to expand the protected areas network into the marine environment through creation of Angola’s first Marine Protected Area (MPA) has been partly achieved. Progress in such direction consists mostly in the creation of the preparatory documents, building core knowledge and skills, and testing partnerships and best practices in collaboration with local actors and final beneficiaries. These achievements are still tentative because the project implementation presents several gaps, say the weak coordination between the national and local action, the insufficient commitment to building the capacities of the local actors and communities, the lack of consideration for the design of a business plan / cost recovery mechanism to ensure the participation of the private sector in the establishment of the Iona MPA. As a consequence, the project immediate outputs - the documents elaborated, best practices tested -have been validated locally but not adapted or approved. Thus, the proposed changes to the legal, strategic and regulatory framework have not been produced yet and the knowledge and skills developed by INBC, local authorities and final beneficiaries have been minimally used.

In such respect the indicators of the Overall outcome of the project confirm that the progress made has been mostly at the planning stage, with some uncertainties on the content of some of the strategic and planning documents can still be improved. Indeed, the procedures and mechanisms proposed – for coordination, management, collaboration – have not yet been put in place or have not produced the expected result. Testing of best practices and participation of the local stakeholders have been positive. They lack the institutional framework and operational capacities (supposedly embedded in the Iona MPA authority) to produce widespread acceptance and impact.

Partial solutions and lack of communication challenge the widespread expectation for the creation of the structures proposed by the project. Overall, the project implementation has revealed the importance of a leadership that overcomes contingent situations and facilitates the dialogue among the stakeholders. Due to the adverse conditions already mentioned, the MINAMP / INBC have not ensured it thus making difficult the production of the mutually reinforcing effects that could have boosted the achievement of the Overall objective. Indeed, the experience and feedback of each Outcome / component would have boosted each other if they had not been disrupted and produced early fruits that could have enticed the decision makers / elected officials to support in a more consistent way the project decision making process, in practice the revision of the project strategy to adapt to the situation and the endorsement of its strategic and planning documents to prompt the action of stakeholders, especially at the national level.

Overall, the achievement of the project objective has been partial because its components have been insufficiently connected and interacted, i.e. due design gaps and management weaknesses that have produced individual technical and operational solutions that have not been reconciled in an organic approach to the mobilisation of the stakeholders, to their collaboration and to their alignment to a shared purpose.

Table 4. Values of the indicators of the Overall outcome

<i>Indicator</i>	<i>Value</i>
Mandatory Indicator 1.3.1: Area of sustainable management solutions at sub-national level for conservation of biodiversity and ecosystem services	Mapping on the proposed borders presented at technical committee Tômbwa Bay Integrated Fisheries Management Plan submitted to MINAMB

that benefit from integrated landscape and seascape planning and management approaches	
Mandatory indicator 1.3.2: Number of households participating in improved and sustainable marine resources use and best practice	172 (115 women 57 men) made aware Community-based speaker group disseminating knowledge NGOs supporting the communities
Mandatory indicator 2.5: Extent to which legal and regulatory frameworks enabled to ensure conservation and sustainable marine resource management	National MPA Strategy and Implementation Plan submitted to Government Prosecutors, shipowners, fishermen, and boat owners awareness raised

The design and set up of the Angolan approach to the conservation of MPAs has produced tentative and often partial solutions that have to be tested and adapted to the local situation / stakeholders' conditions and needs to produce practical effects. Indeed, the achievements produced are fundamental but unlikely to trigger the engagement and mobilisation resources by institutions and private sector. Decisions have to be taken that could require the revision of some strategic and planning documents, while the use of the knowledge and skills created still lack the appropriate structures (coordination mechanism, management entities, etc.) that ensure their fruition. In practice, the project has progressed in elaborating solutions but has not associated them to the creation of the management and financial mechanisms that ensure their functioning, implementation. Indeed, tackling the financial, socio-political, institutional aspects of the PA system governance would have required the re-design of the project strategy to expand activities in such fields, a task that the project was unable to frame due to the weak institutional context.

Evaluation ratings table

Assessment of Outcomes	Rating
Relevance	S
Effectiveness	MS
Efficiency	MS
Overall Project Outcome Rating	MS

3.3.6 Sustainability: financial, socio-political, institutional framework and governance, environmental and overall likelihood of sustainability

The project sustainability is centred on the enhancement of capacities, the improvement of the legal and regulatory framework and the networking of the organisations that provide the expertise necessary for the management of the MPAs, implementation of the National Strategy to expand MPAs, regional partnership and promotion of alternative livelihoods inside communities. The project has also set the baseline for the establishment of the Country Blue Economy Strategy by the Ministry of fishery that concur with the MINAMP in the planning of the access to the MPA natural resources. It is important also the fact that the proposed Iona MPA borders with the INP that can contribute to its management under the INBC supervision to reduce the dependence on external aid.

3.3.6.1 Socio-economic risk to Sustainability

The *Socio-economic risk to Sustainability* in the Iona MPA concerns the insufficient capacities of local communities to represent their interests and viewpoint. The local authorities ensure their members participation to events, meetings, activities but this is not enough to ensure that the communities and their members actively contribute to the decision-making processes on the access to the MPA natural resources. In absence of stronger representation of these instances, the conservation and sustainable exploitation of the Iona MPA natural resources is not assured, as community members individually may continue exploitative practices or collaborate with external actors in the same way. Thus, the project has little progress in this field that needs further elaboration to produce a win-win partnership among the instances of local development, the conservation of the Iona MPA biodiversity and collaboration with investors in creating income generating activities and sources of finance to pay for the conservation activities.

3.3.6.2 Environmental risk to Sustainability

The assistance to the fishers' communities has been performed on a pilot basis. Notwithstanding, the visited community is still practicing unsustainable harvesting practices in its coastal area, resulting in small size fish collection. Indeed, the Iona MPA has not yet been established and the INP patrolling concerns the intrusion of unauthorized fishers along the coast and some awareness raising initiatives. Indeed, the elaboration of the PA management plan is a progress in launching environmental protection actions. The limit of such action, and of the project at large, is that it has not included actions specifically directed to engage the private sector, i.e. the collaboration of economic actors in the development of best practice, in investing in the proposed PA. This is also a result of the failure of the national coordination mechanism that, through the relevant sector institutions, should have engaged the major economic stakeholders of the exploitation of natural resources to discuss their involvement in the protection of the MPAs.

The project strategy is little concerned with the elaboration of the Iona MPA business plan, i.e. on the creation of cost recovery mechanisms to fund the management of this PA. It should be noted that the African parks model mentioned above, is clearly identifying the Park revenue generation as a pillar of its management. Creation of capacities to deal with vested interests, the identification of sources of finance, and more in general the dialogue with entrepreneurs and other economic actors are not visible in the project design. Such gap result in missing opportunities of sensitization, advertising an engagement of vested in the management of the MPA natural resources. Indeed, there are those that are unlikely to collaborate, as foreign industrial fisheries that exploit the marine areas for unauthorized fish harvesting – also in collaboration with local counterparts -. But several other actors are clearly in a position to perform their economic activities along sustainability criteria, including salt producers, shipping companies, oil and mineral extractors, provided the environmental regulations are fairly implemented.

Considering local context, it is important to define a vision with scenarios that will engage all the stakeholders, including private sector in materializing the MPA, from the creation of new capacities to the mobilization of finance and expertise and to advocacy for the decisions supporting the policy making process.

An important contribution to conservation is expected from the development of environmentally friendly tourism, as it already happens in INP. In such respect, it should be clarified that tourism – relying from external paying visitors – should not be confused with recreation – practices by resident not paying visitors -. In the first case, the landscape and natural value of the MPA ensures that the visitors already sensitive to the appeal of nature are willing to pay services that allow their access and fruition of the PA eco-services. In the second case, the access to recreational in the PA by local people constitute a two-way partnership to use such services in exchange for the development of awareness on the value of the nature and involvement in its conservation. These are activities that, as artisanal fishery, should be performed in collaboration with local authorities to ensure that the benefits be on both side, the local people and the PA management. In such respect, the local authorities become partners of the PA administration in the identification and

management of activities, sites where the free access of the population produce the mentioned twofold benefits.

Such actions are expected to reduce the environmental risk to sustainability.

3.3.6.3 Institutional framework and governance risk to Sustainability

The *Institutional framework and governance risk to Sustainability* is evident in the delays that have accumulated in the approval of the strategy and planning documents elaborated by the project. Such situation points to insufficient awareness of institutions on the challenges faced in protecting the MPA. Indeed, the national coordination mechanism should have facilitated dialogue among institutions that have stakes in the exploitation of coastal and marine natural resources. The project has been little effective in such respect and by its end, the Iona MPA has not yet been gazetted.

It should be noted that the circumstances that have delayed the implementation of activities are strongly linked to institutional weakness – notably the discontinuity of elected officials in the MINAMB – that are outside the reach of the project itself and limited capacity existing within PMU. Of course, the previous PA project that was much more focused on such topic neither achieved very much in such respect. Also in this case, it should be considered that the creation of technical, planning and organizational capacities – as those built by the project - should include the development of expertise and procedures that ensure the cost recovery of the governance and management of the PAs. At the same time, the continuity of the MINAMB leadership is essential for the execution of the mandate of the INBC that is called to deal with national and international vested interests that overcome its strength.

The focus on the revision of the legal framework has sidelined the fact that the legislation, regulations and action plans have a technical / operational and a financial / economic dimension that make possible their effective implementation. Designing their governance requires the establishment of cost recovery mechanisms that ensure the mobilization of the financial resources needed for their functioning. Of course, their governance should be sufficiently lean to avoid creating an excessive financial burden on the income generating activities from where its budget (overheads) is expected. The identification of direct links between the involvement of stakeholders in the governance mechanism is essential to reduce such burden. At the same time it prompts their contribution to the efficiency of the PA system. Such actions are expected to reduce the framework and governance risk to sustainability.

3.3.6.4 Financial risk to Sustainability

The *Financial risk to Sustainability* is high because the project has performed studies, built capacities, created collaborations, tested solutions along a top-down approach that has not ensured the mobilization of counterpart financial resources. This is evident in the lack of a business plan for the Iona MPA and more in general in the fact that partners have contributed to the project activities along a customer client approach, i.e. without envisioning their own follow up of the activities performed. More clearly, the project has not engaged them in a broader discussion on how they can contribute (mobilize funds) for the continuation of the results of their collaboration. Indeed, this is evident at the national and at the local level. The project has lacked a component building the financial capacities to run the MPA system that is essential for the implementation of the strategy and planning documents. Thus, the foreseeable approval of the strategy and Iona MPA – as well as of the Tômbwa fishery management plan – will not solve this problem as such documents only concern the performance of activities, not their budgeting. To improve in such field, coordination the building of management and financial skills to deal with vested interests and ensure the effective governance of the actions of the multiple stakeholders of the MPAs is needed. Such actions are expected to reduce the financial risk to sustainability.

Evaluation ratings table

Sustainability	Rating
Financial sustainability	UL
Socio-political sustainability	MU
Institutional framework and governance sustainability	MU
Environmental sustainability	ML
Overall Likelihood of Sustainability	UL

3.3.7 Country ownership

The Government of Angola commitment to the management of the Iona MPA is still weak. The project has assisted the MINAMB and INBC in elaborating studies, strategies and plans in this field that are not matched by the mobilisation of the financial resources necessary to put them in place. The collaboration with the private sector has still to be articulated in relation to the MPAs and the Ministry of Environment and INBC needs to articulate a department dealing with MPA issues specificities.

The critical issue of the co-management of the MPAs with investors has not been tackled by the project, notwithstanding its collaboration with INP / African park NGO administration. This negative situation is confirmed by the limited mobilization of co-finance by the Government and delays in the approval of the mentioned documents. As the Iona MPA has not yet been established, the managerial capacities that are needed to run it have not yet been built. They are essential for mobilizing local and national stakeholders in the performance of activities supporting the MPA protection and compatible with the conservation of their natural resources whose benefit are critical for the country ownership. In such respect, the country ownership is still minimal as the project has done little to increase it.

3.3.8 Gender equality and women's empowerment

The project implementation has actively promoted gender equality and empowerment in the communities where best practices were tested. Indeed, the project indicators record a substantial participation of women in the trainings and awareness campaigns. The project identification has included an Action plan on gender analysis and integration that has identified the mechanisms for the empowerment of women and other vulnerable groups in subsistence economic activities. Specific actions have been performed along such criteria at the pilot level. Women and vulnerable groups have participated to surveys, documents validation workshop and training and awareness raising activities.

The project collaboration with the local authorities has secured the inclusion of women in the planned activities as the key pre-condition. Thus, a total 600 people, of which 220 are women, have been made aware of the Iona MPA project in the Fishing communities of Tômbwa. And the four events organized by the Namibe University and Tômbwa municipality on environmental awareness campaigns have reached 172 members - of which 115 are women and 57 men – from 77 households in the communities of Cafunfu, Rocha, Pinda, Paiva, Curoca, and Cabo Negro. Financial education has reached 40 women from the Fishing community of Tômbwa, in relation to the trade of fish, an activity in which women are the key actors in the respective communities. Furthermore, 56 community members, of which 35 are women, have been trained on Sustainable fishing and ecotourism activities compatible with the MPA. The gender equality and women economic empowerment issues have been incorporated in the Iona MPA management plan and the Climate resilience project document.

The weak point of this approach has been that it has not included a component strengthening the community-based organizations to ensure the active participation of women and vulnerable people in the design and implementation of the mentioned activities.

3.3.9 Cross cutting issues

The regulatory framework to protect marine biodiversity promoted by the project encompasses the exigencies of the local communities in the management of the resources of Iona MPA, thus linking conservation to local development. In such respect, it should be considered that the creation of alternative income through sustainable jobs will require the set-up of community-based organisations to be effectively and efficiently performed. Without the active representation of the members of the communities in the conservation processes, it may be expected that individualistic behaviour will prevail endangering the action of the MPA authorities. The same is true at the national level, where the regulatory and planning framework has to involve the institutions dealing with the economic vested interests to ensure that they elaborate sector development strategies, plans, etc. that are consistent with the exigencies of the MPA natural resources conservation. The project has little achieved in such field.

The UNDP Country programme documents have been properly mainstreamed in the design of the project and to its implementation to ensure its coherence with the SDG. The little progress made in the creation of sustainable income generating activities – best practices have been tested as pilots - is a minor contribution to poverty reduction and sustaining livelihoods promotion. The human rights-based approach where not a specific component of the project. Its execution has been axed on the design of technical and economic solutions with little consideration to the potential threats to human rights. Indeed, the communities involved in the project are not especially affected by conflicts – huge distances separate them. At last, the Iona MPA management plan advocate for the protection of the rights of minorities, ethnic groups, etc. along the provisions of UNDP country strategy.

3.3.10 GEF Additionality

The Creation of Marine protected areas in Angola project is part of the GEF-6 project cycle. It advances its Biodiversity Objective 1: Improve Sustainability of Protected Area Systems (BD1) and specifically Outcome 1.1 Improved management effectiveness of existing and new protected areas. This initiative is part of several GEF funded interventions that support the set-up of the MPAs. It has been designed as the third intervention funded by GEF within the scope of a broader national programme for Angola's MPAs. It gives continuity to the PA system strengthening project in the extending its provisions to the marine areas and to the larger PA system enhancement programme that began with the INP in 2012 (GEF-4) and complements with the Conservation International GEF - 6 and -7 funded projects aiming at the increase of Angolan natural resources protection against illegal activities that affect the PA system.

3.3.11 Catalytic/Replication Effect

The project achievements are mostly visible at the knowledge development planning and best practices piloting level. As the key strategy and planning documents have not yet been approved and the Iona MPA has not yet been established, the multiplication effects have not yet been produced at the institutional and at the local level, nevertheless the strategy and other action in Ministry of Fisheries will lead to a network of the Marine Protected Areas. The paramount threat to the production of multiplication effects consists in

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the weak governance capacities of the MINAMB. Its guidance of the MPA creation process is still to be tested. This MPA system governance weakness is very structural as confirmed by the limited co-financing mobilised until now.

How much the change in the mindset of the MINAMB, INBC and stakeholders has been effective, is still too early to say as documents for the creation were not approved yet by project steering committee. The Government's commitment to public private partnership too has still to be tested, in the management of Iona MPA as well as in the governance of the MPA system. This process overcomes the project duration and is essential for the elaboration of realistic business plans. It should include the organisation of match-making meetings, and possibly the establishment of learning networks to share experiences, and to link the national to the local level of the management of the natural resources protected under the future MPAs. These actions have not been included in the project design, a gap that challenges the change of mind-set of the involved institutions.

The communities involved in the project still lack a strong reference as it will be the Iona MPA authority to effectively commit to environmental sound fishing practices and diversification of their income generating activities. Such provisions are forecast in the Iona MPA and of the Tômbwa fishery management plans. As they have not yet been approved and lack the physical structures for implementation, little can be said on their catalytic effects. The preliminary lessons gathered from the implementation of best practices taught to fishers are that without strong community-based organisations, individual behaviours will go on using unsustainable fishing practices. Indeed, the community fishery development plans should be elaborate to link the MPA and provincial planning level to that of each community. The lessons learnt issuing from the project execution are expected to guide the stakeholders in produce catalytic and replication effects after its end.

3.3.12 Progress to Impact

The project indicators synthesise the progress in creating the MPA system to preserve Angola's globally unique marine biodiversity.

Objective 1. Strengthened policy, legal and institutional framework for creation and management of Marine Protected Areas

The project supports the establishment of Angola's first marine protected area has been effective in creating the knowledge and planning documents that will produce such achievement. The progress is indeed rather theoretical because some of the critical aspects of the planning process are still to be agreed. The proposal to create Iona MPA faces the challenge of the definition of its boundaries and surface, but also of the opportunity of joining forces with INP in the performance of enabling services, as administration, the creation of MPA faces also lack of common understanding between all stakeholders. The political support and capacity for establishment of a marine protected area network in Angola has been little impacted because the trainings and in general project activities have concerned the technical level and operations of the MINAMB and INBC. In practice, the political level commitment is still theoretical and indeed, the delays in the approval of the project documents shows that it is still uncertain. The project has assisted MINAMB in revising the NBSAP, a document not yet approved and that faces the great challenge of lacking an effective interinstitutional coordination mechanism to become an effective work tool at the national level. Furthermore, its mainstreaming into the running of the MPA system is still to be tested. In such respect, the project results have to be supported to produce the desired impact through a policy guidance action that UNDP Country office could perform through its multiple linkages with MINAMB and other institutions.

Objective 2. Integrated management plan implemented for a priority high biodiversity marine protected area to protect endangered marine species and reduce threats

The implementation of the Iona MPA management plan, not yet approved, faces several challenges, notably: (a) the elaboration of a business plan and creation of a cost recovery mechanism, possibly through public private partnerships, to ensure the cost recovery of the Iona MPA management, (b) the establishment of a governance mechanism at the MINAMB/INBC level apt to deal with institutions and vested interests at the national level, and (c) the linkage of Iona MPA natural resources conservation to community development at the local level. Overall, these are all topics that influence the establishment of the Iona MPA and that should be carefully balanced in its proposal to make it an effective and not only theoretical document. Their resolution is part of the process of approval of the strategy and planning documents elaborated by the project. In such respect, the project results have to be supported to produce the desired impact through the collaboration with organisations that have a record of positive experiences in the co-management of MPA and knowledgeable of the Namibe region.

Objective 3. Lessons learned through knowledge management, monitoring and evaluation, and equitable gender mainstreaming are available to support the creation and implementation of MPAs nationally and internationally

The project has produced knowledge, built capacities and awareness, tested best practices in relation to MPA studies, planning as well as to the artisanal fishery level. The impact of such activities is still tentative. First, they lack the rallying point of the Iona MPA authority to mobilise the necessary resources to become systematic and anchored in a long-term perspective. They also lack a strong linkage to the local development planning that would ensure the mobilisation of local authorities' capacities on a systematic basis. In such respect, the project experience confirms that (a) the conservation of natural resources should be linked (b) to recreation and income generation activities that contribute to local development and benefit the local population to reduce the occurrence of undesirable behaviours and to ensure local collaboration in the performance of protection measures, as well as to (c) tourism and to the collaboration with vested interests to generate revenues in sustainable ways. The collaboration of local stakeholders has been positive but based on a top-down approach depending on the project plans and resources that are unlikely to continue and that, in some way, induce the adoption of best practices that until they will become widespread and impacting at a larger scale will increase the dependence on external aid. In such respect, the project results require further assistance to engage public and private actors that collaborate in the replication of the best practices piloted by the project.

The *Project objective*, to expand the protected areas network into the marine environment through creation of Angola's first marine protected area (MPA), has progressed in its preparatory aspects that concern the creation of knowledge, elaboration of strategy and planning documents, and testing best practices and collaborations. Their joint impact is still scarce because the proposed Iona MPA that should test the proposed solutions and provide feedback for expanding the actions protecting marine natural resources has not yet been established. Overall, the project results have been delayed and are unlikely to produce further impact in absence of partnerships with the private sector that integrates its viewpoint in the critical aspects of the definition of the boundaries and extension of the Iona MPA and in the elaboration of a business plan that makes possible the cost recovery of its management costs. Such approach, little considered in the project design, can be developed on the basis of ongoing experiences and is expected to produce mutually reinforcing effects across the three project Outcomes / components thus ensuring the achievement of systematic impacts in such fields.

4. Conclusions, Recommendations and Lessons Learnt

4.1 Summary of the main Findings

The design of the *Creation of the MPA system in Angola* project has been articulated as comprehensive strategy that capitalises previous experiences in establishing the national PA system that was conceived in the colonial time and that was expanded in 2011 with the creation of three additional conservation areas. In practice, the project has been directed to extends it to the marine ecosystems – that were had not yet been covered - through a three-pronged approach:

- engaging the Government institutions in updating the national biodiversity and PA framework,
- testing the MPA model in Namibe province by creating the Iona MPA and using the feedback of such experience in finetuning the national framework,
- developing and disseminating new knowledge and best practices whose adoption should strengthen the participation of stakeholders and enhance their ownership of the MPAs ecosystems services.

The project result framework elaborated in detail such strategy although the definition of its indicators is sometimes imprecise. Monitoring has been confined to the recording of activities by INBC and their systematisation by UNDP Country office in the formulation of the PIRs. The reporting of indicators has often been made as lengthy description instead of significant, synthetic digits, thus making them little effective in in presenting the project progress to the external parties.

The project implementation has faced multiple hurdles that have further discouraged the engagement of stakeholders such as the fast rotation of elected officials and managers at MINAMB, the COVID-19 restrictions to meetings and travels, and the weak managerial capacities of most partners that have acted as implementers of project funded activities rather than as contributors of independent resources. Such gap is reflected in the minimal co-financing of the project that has been limited to the ordinary resources of the MINAMB INBC Coastal and marine unit and of INP. In practice, the project has succeeded in mobilising local collaborations along a top-down approach centred on the procurement of local partners services and have been unable to take the lead in raising and merging local contributions to the performance of its actions. According to informants, a potential contribution of USD 5 million made by a donor for the creation of Iona MPA was lost showing the importance of building local ownership to catalyse external resources for the continuation of the MPA system establishment.

Furthermore, the project strategy has concentrated on the creation of technical and planning capacities of MINAMB/INBC and assisted communities with little consideration for the build-up of the corresponding financial ones that are essential to ensure the consensus on the strategic document and mobilisation of resources (Ministerial budgets, private sector, international donors) operationalisation of their commitments.

The achievement of the expected results is uneven, with several key document validated but not yet approved due to processes that depend on high level institutional decision not yet completed and the revision of some key political documents that is now entering the final stage.

Under Outcome 1, the project has progressed in the elaboration, validation and submission of strategic and planning documents and build capacities of MINAMB and INBC relevant to the establishment of a regulatory framework fitting the peculiarities of the MPAs and management of Iona MPA.

Under Outcome 2, the project made progress concerns the drafting of the key documents for the establishment of the Iona MPA. Also in this case, the achievements obtained at the local level have to be

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incorporated in decisions taken at the national level that are not yet taken for the reasons already mentioned.

Under Outcome 3, the project has tested positively the engagement of local actor that have learnt from the process and summed their expectations in the formulation of a Climatic resilience project in line with the priorities of the proposed Iona MPA.

The progress made in the achievement of the Project objective concerns the formulation of the mentioned documents that revise the institutional framework, establishing the MPAs system, the building core knowledge and skills, and the testing partnerships and best practices in collaboration with the local actors and final beneficiaries. Indeed, the Iona MPA management plan has not yet been approved make unrealistic the early gazetting of such PA, that is the legal instrument needed to engage external collaborations / raising the funds needed for its protection and for the concrete planning of further activities.

The design and set up the national approach to the conservation of MPAs has produced and tested encouraging but often partial solutions (appreciated by the local stakeholders) that have not yet adapted to the local context and stakeholders' needs. Indeed, the achievements produced until now are important but theoretical, i.e. unlikely to engage more institutions and mobilise the resources of the private sector and development agencies.

The project sustainability has been promoted through the enhancement of capacities, the improvement of the legal and regulatory framework and the networking of the organisations that provide the expertise necessary for the management of the MPAs, implementation of the National Strategy to expand MPAs, regional partnership and promotion of alternative livelihoods inside communities. The project has also set the baseline for the establishment of the Country Blue Economy Strategy by the Ministry of fishery that concur with the MINAMP in the planning of the access to the MPA natural resources.

The lack of early results has discouraged the initiative of the MINAMB and other national institutions to engage further resources and, likely, to push for the approval of the strategic documents elaborated with the project assistance, thus slowing the performance of the planned activities that, in the project strategy, should have produced mutually reinforcing effects. The lack of a national rallying point to push mainstream the project strategy sector-wide – notably the Ministry of fishery is interested in MPAs but has little clues on their practical running and operations and hesitates to revise its plans to support the establishment of the MPA system - has produced an implementation approach activities-driven rather than results-oriented that has discouraged the participation of the private sector and of potential development agencies. As a result, the project has concentrated its efforts in the performance of the planned activities without seeking alternative solutions to enhance institutional ownership of the mobilization of external contributions.

Thus, the main achievements have been the elaboration of strategic documents – not yet approved – and testing of sustainable practices – that have not yet been adopted or employed by the intended beneficiaries. Human rights, gender and environmental issues have been mainstreamed into the planned activities along a top-down approach with some positive, small-scale results but lacking the essential contribution of community-based organisations ensuring the active participation of the final beneficiaries. Thus, also the engagement of the stakeholders in Namibe province has been activities driven in absence of concrete results that prompt their autonomous contribution.

Overall, the project has contributed to the creation of the conditions for the framing of the MPA system of Angola but has not produced the small-scale, early benefits that are essential to motivate the local actors and to prompt their commitment to the project goals. As a result, the strategic documents have not yet been approved, key institutions – as MINAMB, MoA and Ministry of fishery –, the private sector and donors / development agencies have adopted a wait and see attitude to the creation of the Iona MPA, and the voice of the local authorities and communities is little heard at the national level. Such situation is a serious threat

to the sustainability of the progress made in shaping strategic documents for the sharing of the MPA system and in testing sustainable solutions for the conservation of the marine ecosystems.

4.2 Conclusions

EQ1. Are the Angola institutional framework and regulations conducive to the tackle the peculiarities of biodiversity conservation in Marine protected areas and surrounding environment?

The revision of the Angola institutional framework and regulations is underway thanks to the project assistance. The proposed changes are conducive to tackle the peculiarities of the biodiversity conservation in MPA and surrounding environments. The difficulties encountered in performing such changes point to the fact that the institutions, private sector and civil society struggle to consider the role played by the marine ecosystems services in the sustainable development of the country. Their dialogue on themes such as the access to natural resources, the regulation of their exploitation and partnership vis-à-vis external vested interests is feeble and doesn't create a consensus for straight and long reaching political decisions. The MINAMB still faces great hurdles to establish its leadership at the national level and INBC, its operational branch in this field, is at odds in rallying partners that complement its skills in dealing with the MPAs management.

EQ2. Does Iona marine protected area preserve its main marine ecosystems and biodiversity?

The establishment of the Iona MPA is slowly progressing through insufficient institutional support and difficulties in defining the operational aspects of its management. The planning documents elaborated face several problems that have delayed their approval. Indeed, the support raised among local authorities and partners is among the project achievements but it is not enough to change the mindset of the institutional decision-making process. This hurdle is accrued by the weakness of the coordination mechanisms that don't ensure an effective collaboration of national and local level. The knowledge developed on the Iona MPA is essentially related to the natural value of its ecosystems and biodiversity while the understanding of the human factors is still insufficient. Changes in such respect require the mobilization of external development aid to be well rooted in the communities' dynamics and to prompt the adoption of best practices in fishery and population win-win collaboration with PA authorities. In such context, the conservation of marine wildlife has to be strictly associated to local development, recreation fruition by the local people and generation of revenues through tourism and external investments, to be effective.

EQ3. Does the Integrated management plan of Iona marine protected area ensure the contribution by and achievement of benefits for its stakeholders?

The proposed Iona MPA management plan has been locally validated and its approval is under way. Its specific provisions are appropriate for the preservation of natural resources. Its implementation requires the establishment of stronger management capacities to deal with the local development issues and to manage the relations with the vested interests interested in the exploitation of the proposed MPAs natural resources. Indeed, the project has started the process of involvement of local partners while it has been insufficiently active at the national level in dealing with the economic vested interests. This situation reflects the institutional weaknesses of the MINAMB and INBC and lack of a committed public opinion that result in the absence of a clear political consensus on the management of the Iona MPA ecosystem services and exploitation of its natural resources.

EQ4. Is the administration of Iona marine protected area financially sustainable?

The achievement of the financial sustainability of the Iona MPA has been insufficiently dealt with by the project resulting in the absence of a realistic business model to manage in an integrated way the conservation, recreation and income generating activities forecast / regulated in and around the proposed environmentally sensitive sites. Local authorities alone are unable to regulate such access and the lack of an effective coordination mechanism at the national level makes difficult to link their action to the decision made by the sector institutions in charge of issuing and monitoring economic concessions that affect the environmental hotspots. Thus, the financial sustainability of the proposed Iona MPA is still at stake.

EQ5. Are the lessons learned from Iona marine protected area exploited to support the creation and implementation of MPAs nationally and internationally?

The project has created strategic and planning documents that have not been approved have still to be put in place, including the proposal for establishing Iona MPA. The pilot initiatives undertaken with local authorities, Namibe university, NGOs and fishers' communities have produced some lessons that have been used to design the Climatic resilience project, that is the first attempt to utilize the knowledge and operational outputs of the project. The engagement of the local stakeholders is assured but still dependent on external aid as it is still too early to envision the creation of added value through and the forecast regionally and community-level implemented economic activities and its reinvestment locally. The learning produced by the project implementation point to the importance of the engagement of the private sector in the process of creation of MPAs to overcome the management and financial gaps that affect the national institutions.

EQ6. How have environmental and social safeguard contributed to the welfare of the communities nearby the Iona marine protected area, including in terms of gender equality and women's empowerment?

The project has streamlined environmental and social safeguards in dealing with the communities nearby the proposed Iona MPA through the collaboration of local authorities. These have been active in engaging community leaders and ensuring that inclusive criteria in the selection of the beneficiaries be put in place, making possible the engagement of women. This approach however is only partly effective because the community members have participated to the project activities as individuals, also when assisting to the local technical committee meeting, without organizing themselves to express collective exigencies. Thus, they have been active as informants and beneficiaries without elaborating their viewpoint along representative criteria that enhance the participation of vulnerable groups and the compliance of their needs along self-determined criteria and organically with the dynamic of development of their communities.

4.2 Recommendations

<i>Rec. #</i>	<i>TE Recommendation</i>	<i>Entity Responsible</i>	<i>Time frame</i>
A	<i>Strengthened institutional framework</i>		
A.1	<i>National biodiversity strategy and Iona MPA management plan approval. Organise a meeting of the Institutional coordination committee to discuss the key issues for their approval: (a) linkages between sector development planning and the MPA system, (b) definition of the boundaries of the Protected area, (c) modalities of collaboration with the private sector in the investments for income generation at the local level.</i>	INBC	1 month

	Submit the National biodiversity strategy and Iona MPA management plan to MINAMB for approval.		
A.2	<i>National-local coordination.</i> Ensure the participation of local authorities to the meetings of the Institutional coordination committee and other national instances when the topics relevant for the Iona MPA are discussed.	MINAMB, INBC	Without date
A.3	<i>Regional information management.</i> Discuss with the representatives of the regional Large marine ecosystems commission (Benguela, Gulf of Guinea) collaborations in the management of knowledge on MPA and ecosystem related issues and identify the opportunities of linking to their information management platform for optimizing the different phases of data management (e.g., data codification and format, collection, transfer and storage of data, backstopping of databases, access to other information resources, modalities of access – including the establishment of free and paid data access services depending on their economic value -, etc.). Such approach should reduce the cost incurred by Angola in the management of information, enhance their fruition, and possibly generate some income.	INBC	6 months
A.4	<i>Co-financing.</i> Update UNDP on the materialised co-financing until the end of the project (June 2024).	MINAMB	1 month
B.	<i>Iona MPA integrated management</i>		
B.1	<i>Capacity development.</i> Deploy the staff trained by the project on conservation, management, financial issues to perform a 1-3-months internship in the Iona national park to test and maintain the skills developed and make acquaintance with the topics at stake in the Iona coast conservation.	INBC, INP	6 months
A.2	<i>Iona MPA management.</i> Discuss with potential private partners with experience and interested in the management of MPA the opportunities of collaboration and to elaborate the business plan for the cost recovery of its functioning.	INBC	2 months
C	<i>Knowledge management</i>		
C.1	<i>Best practices.</i> Organise a validation workshop to present and discuss the results of the best practices tested by the project and ensure their diffusion among interested parties.	INBC	2 months
C.2	<i>Experience exchange.</i> Organise the visit of groups of fishers from Iona coast to a national park where alternative income generating activities have been put in place, possibly in the fishery and agricultural sectors, to facilitate their understanding of the issues at stake in sustainable development.	INBC	3 months

4.3 Lessons Learnt

1. *Advocacy.* The innovation of development patterns such as the creation of Protected areas mobilises interests and opportunities across a whole country. Decisions taken should be backed by consensus building

processes. Thus, their communication campaigns should include advocacy actions directed to the public and decision makers to stimulate dialogue and clarify the extent and impact of such initiatives.

2. *Implementation arrangements.* The adoption of the National implementation modality often faces hurdles that are structural and overcome the managerial capacities of the more endowed Implementing partners. Improvement in such respect can be achieved by organizing familiarization events that involve financial officers not only from these entities but also from the Ministry of finance and apical institutions representatives that influence the former's actions.

3. *Capacity building.* Formulate a comprehensive knowledge management and capacity building plan to tackle the knowledge and capacity needs of the diversified groups of people participating to a project that involves institutional building. This should ensure the identification and tackling of gaps across the partners, beneficiaries, etc. through a comprehensive learning plan articulated in: the assessment of capacity needs, the definition of the criteria used in developing the training methodology and tools, the fixing of learning targets, the verification of the learning and the dissemination of learning and knowledge. If feasible, such plan should be incorporate continuous learning approaches exploiting the capacities of the partner organisations.

4. *MPA governance and finance.* The creation of management skills should strengthen the technical, planning and operational capacities of the staff in charge of the MPAs along with the governance and financial management of such initiatives. For such reason, the creation of MPA should be addressed also by elaborating business plans consider the creation and use of such capacities along with the mobilization of the financial resources necessary for managing such processes. In such perspective, the governance of the MPA should include (a) a local coordination mechanism to involve local stakeholders in feeding the MPA authority decision, (b) the elaboration of a business plan including the cost recovery of services that create added value and whose revenues can contribute to funding the MPA governance, (c) the training of the staff in charge of dealing with economic actors (communities, local authorities, private sector, vested interests, etc.) in order to facilitate collaborations, contracting, and in general the establishment of public private partnerships.

5. *Ownership.* The strengthening of local communities is a requirement for their pro-active and effective collaboration with MPA authorities. Projects supporting the establishment of MPAs should include a component strengthening the leaders / governance of such communities and community-based organisations to ensure that they represent the interests and viewpoints of their members and to maximize their ownership of the project results – thus avoiding that they participate only as beneficiaries and upon selection along criteria externally established -.

6. *Experience sharing.* The knowledge developed by a development project is specific to its context, purpose and issues at stake. However, the patterns of access to technology, innovation, capacities are quite similar as they concern the understanding of new ideas, processes practices. Thus, exchange of experiences with similar initiatives is providing inputs for the initiative of the beneficiaries (villagers, local authorities, technicians, etc.) in learning. Sharing of experience should be systematically included in such actions as a learning tool.

7. *Co-financing.* The co-financing committed by the beneficiary institutions at the stage of project identification has to be reflected in a specific target of a Result framework indicator that has to be monitored during the project execution. The Project steering committee has to discuss its progress and in case of low co-financing rate should consider corrective actions or changes in the project strategy and action plan that UNDP has to discuss at the higher level with the beneficiary institutions.

Annexes

1. Terms of reference

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full- and medium- sized UNDP-supported GEF-financed projects are required to undergo a Terminal Evaluation (TE) at the end of the project. This Terms of Reference (ToR) sets out the expectations for the TE of the medium-sized project titled Creation of Marine Protected Areas in Angola (PIMS6051) implemented through the Ministry of Environment. The project started on the 05 July 2019 and is in its final year of implementation. The TE process must follow the guidance outlined in the document 'Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects' TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf.

PROJECT BACKGROUND AND CONTEXT

The GEF project aims to support the establishment of Angola's first marine protected area as well improve political support and capacity for establishment of a marine protected area network in Angola is aligned with the strategic priorities of the National Biodiversity Strategy and Action Plan (NBSAP) of 2007-2012, including the following that have been directly supported:

Strategic Area A: Research and Information dissemination, in particular to conduct mapping and zoning of ecological sensitive coastal and marine zones;

Strategic Area C: Biodiversity Management in protected areas, namely to identify and create protected areas to include samples of important ecosystems, habitats and species not yet covered; formulate management plans in view of the respective rehabilitation, consolidation and enhancement of protected areas; zoning of current space, creation of buffer zones, protection fencing, etc. involving the communities in the participatory management and adequate use of existing biological resources in the protected areas; and ensure that Environmental Impact Assessments are conducted for projects that are prone to have negative effects on biodiversity; and

Strategic Area E: The role of communities in biodiversity management, particularly implementation of awareness programs to ensure maximum involvement of communities and local bodies in the making of decisions related to the management of biological resources and environmental conservation; and implement Study mechanisms of community participation in biodiversity management;

This project aims to address the negative impacts of unsustainable sector-led development practices on biodiversity-rich marine seascapes of Angola, while considering inclusive and equitable social and economic development for dependent communities and local economies, thereby contributing towards poverty alleviation, food security and sustainable fisheries, tourism and commercial industrial development and gender equality.

TE PURPOSE

The TE report will assess the achievement of project results against what was expected to be achieved and draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming. The TE report promotes accountability and transparency and assesses the extent of project accomplishments.

The TE focuses on determining the relevance, impact, effectiveness, efficiency and sustainability of UNDP work in order to make adjustments and improve contributions to development. The TE of Creation of Marine Protected Areas in Angola Project is expected to inform the review of Four-year Country Programme (2019-2023), and the new Country Programme (2024-2028), in the context of Angola National Development Plan 2023-2027, the new UN Partnership Framework (2024-2028) that are under formulation processes.

TE APPROACH & METHODOLOGY

The TE report must provide evidence-based information that is credible, reliable and useful.

The TE team will review all relevant sources of information including documents prepared during the preparation phase (i.e. PIF, UNDP Initiation Plan, UNDP Social and Environmental Screening Procedure/SESP) the Project Document, project reports including annual PIRs, project budget revisions, lesson learned reports, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based evaluation. The TE team will review the baseline and midterm GEF focal area Core Indicators/Tracking Tools submitted to the GEF at the CEO

endorsement and midterm stages and the terminal Core Indicators/Tracking Tools that must be completed before the TE field mission begins.

The TE team is expected to follow a participatory and consultative approach ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), Implementing Partners, the UNDP Country Office(s), the Regional Technical Advisor, direct beneficiaries and other stakeholders.

Engagement of stakeholders is vital to a successful TE. Stakeholder involvement should include interviews with stakeholders who have project responsibilities, including but not limited to:

National Institute for Biodiversity Conservation (INBAC)

Key senior officials and task team/component leaders, Project Board;

Representatives of Ministry of Environment

Representatives of Ministry of Sea and Fishery.

Representatives of Ministry of Agriculture and Forest (MINAGRIF);

Representatives of Culture and Tourism (MINCULTUR);

Representatives of Provincial Government of Namibe

Representatives of the University of Namibe

Representatives of the Municipal and traditional authorities, and communities

Representatives of the Local NGOs and community services

Additionally, the TE team may require conducting field missions to IONA, Namibe Province, including the following project sites:

Offices of IONA Parque

Offices Tômbwa district

Office of Iona Commune.

The specific design and methodology for the TE should emerge from consultations between the TE team and the above-mentioned parties regarding what is appropriate and feasible for meeting the TE purpose and objectives and answering the evaluation questions, given limitations of budget, time and data. The TE team must use gender-responsive methodologies and tools and ensure that gender equality and women's empowerment, as well as other cross-cutting issues and SDGs are incorporated into the TE report.

The final methodological approach including interview schedule, field visits and data to be used in the evaluation must be clearly outlined in the TE Inception Report and be fully discussed and agreed between UNDP, stakeholders and the TE team.

The final report must describe the full TE approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the evaluation.

DETAILED SCOPE OF THE TE

The TE will assess project performance against expectations set out in the project's Logical Framework/Results Framework (see ToR Annex A). The TE will assess results according to the criteria outlined in the Guidance for TEs of UNDP-supported GEF-financed Projects [TE_GuidanceforUNDP-supportedGEF-financedProjects.pdf](#).

The Findings section of the TE report will cover the topics listed below. A full outline of the TE report's content is provided in Annex C.

The asterisk “(*)” indicates criteria for which a rating is required.

Findings

Project Design/Formulation

National priorities and country driven-ness

-

Theory of Change

Gender equality and women's empowerment

Social and Environmental Standards (Safeguards)

Analysis of Results Framework: project logic and strategy, indicators

Assumptions and Risks

Lessons from other relevant projects (e.g. same focal area) incorporated into project design

Planned stakeholder participation.

Linkages between project and other interventions within the sector

Management arrangements

Project Implementation

Adaptive management (changes to the project design and project outputs during implementation)

Actual stakeholder participation and partnership arrangements

Project Finance and Co-finance

Monitoring & Evaluation: design at entry (*), implementation (*), and overall assessment of M&E (*)

Implementing Agency (UNDP) (*) and Executing Agency (*), overall project oversight/implementation and execution (*)

Risk Management, including Social and Environmental Standards (Safeguards)

Project Results

Assess the achievement of outcomes against indicators by reporting on the level of progress for each objective and outcome indicator at the time of the TE and noting final achievements

Relevance (*), Effectiveness (*), Efficiency (*) and overall project outcome (*)

Sustainability: financial (*), socio-political (*), institutional framework and governance (*), environmental (*), overall likelihood of sustainability (*)

Country ownership

Gender equality and women's empowerment

Cross-cutting issues (poverty alleviation, improved governance, climate change mitigation and adaptation, disaster prevention and recovery, human rights, capacity development, South-South cooperation, knowledge management, volunteerism, etc., as relevant)

GEF Additionality

Catalytic Role / Replication Effect

Progress to impact

Main Findings, Conclusions, Recommendations and Lessons Learned

The TE team will include a summary of the main findings of the TE report. Findings should be presented as statements of fact that are based on analysis of the data.

The section on conclusions will be written in light of the findings. Conclusions should be comprehensive and balanced statements that are well substantiated by evidence and logically connected to the TE findings. They should highlight the strengths, weaknesses and results of the project, respond to key evaluation questions and provide insights into the identification of and/or solutions to important problems or issues pertinent to project beneficiaries, UNDP and the GEF, including issues in relation to gender equality and women's empowerment.

Recommendations should provide concrete, practical, feasible and targeted recommendations directed to the intended users of the evaluation about what actions to take and decisions to make. The recommendations should be

specifically supported by the evidence and linked to the findings and conclusions around key questions addressed by the evaluation.

The TE report should also include lessons that can be taken from the evaluation, including best practices in addressing issues relating to relevance, performance and success that can provide knowledge gained from the particular circumstance (programmatic and evaluation methods used, partnerships, financial leveraging, etc.) that are applicable to other GEF and UNDP interventions. When possible, the TE team should include examples of good practices in project design and implementation.

It is important for the conclusions, recommendations and lessons learned of the TE report to incorporate gender equality and empowerment of women.

The TE report will include an Evaluation Ratings Table, as shown below:

ToR Table 2: Evaluation Ratings Table for (Creation of Marine Protected Areas in Angola)

Monitoring & Evaluation (M&E)	Rating ¹
M&E design at entry	
M&E Plan Implementation	
Overall Quality of M&E	
Implementation & Execution	Rating
Quality of UNDP Implementation/Oversight	
Quality of Implementing Partner Execution	
Overall quality of Implementation/Execution	
Assessment of Outcomes	Rating
Relevance	
Effectiveness	
Efficiency	
Overall Project Outcome Rating	
Sustainability	Rating
Financial resources	
Socio-political/economic	
Institutional framework and governance	
Environmental	
Overall Likelihood of Sustainability	

TIMEFRAME

The total duration of the TE will be approximately (25 working days for international team leader and 30 working days for the National team member) over a time period of (10 weeks) starting on (01 March 2024). The tentative TE timeframe is as follows:

Timeframe	Activity
(27/02/2024)	Application closes
(01/03/2024)	Selection of TE team
(05/03/2024)	Preparation period for TE team (handover of documentation)
(08/03/2024) 3 days	Document review and preparation of TE Inception Report

1 Outcomes, Effectiveness, Efficiency, M&E, Implementation/Oversight & Execution, Relevance are rated on a 6-point scale: 6=Highly Satisfactory (HS), 5=Satisfactory (S), 4=Moderately Satisfactory (MS), 3=Moderately Unsatisfactory (MU), 2=Unsatisfactory (U), 1=Highly Unsatisfactory (HU). Sustainability is rated on a 4-point scale: 4=Likely (L), 3=Moderately Likely (ML), 2=Moderately Unlikely (MU), 1=Unlikely (U)

(10/03/2024) 2 days	Finalization and Validation of TE Inception Report; latest start of TE mission
(10/03/2024) 10 days (20/03/2024)	TE mission: stakeholder meetings, interviews, field visits, etc.
(21/03/2024)	Mission wrap-up meeting & presentation of initial findings; earliest end of TE mission
(22/03/2024) 10days (02/04/2024)	Preparation of draft TE report
(03/04/2024)	Circulation of draft TE report for comments
(10/04/2024)	Incorporation of comments on draft TE report into Audit Trail & finalization of TE report
(19/04/2024)	Preparation and Issuance of Management Response
	Concluding Stakeholder Workshop (optional)
(30/04/2024)	Expected date of full TE completion

Options for site visits should be provided in the TE Inception Report.

TE DELIVERABLES

#	Deliverable	Description	Timing	Responsibilities
1	TE Inception Report	TE team clarifies objectives, methodology and timing of the TE	No later than 2 weeks before the TE mission: (08/03/2024)	TE team submits Inception Report to Commissioning Unit and project management
2	Presentation	Initial Findings	End of TE mission: (21/03/2024)	TE team presents to Commissioning Unit and project management
3	Draft TE Report	Full draft report <i>(using guidelines on report content in Annex C)</i> with annexes	Within 3 weeks of end of TE mission: (02/04/2024)	TE team submits to Commissioning Unit; reviewed by RTA, Project Coordinating Unit, GEF OFP
5	Final TE Report* + Audit Trail	Revised final report and TE Audit trail in which the TE details how all received comments have (and have not) been addressed in the final TE report <i>(See template in Annex H)</i>	Within 1 week of receiving comments on draft report: (30/04/2023)	TE team submits both documents to the Commissioning Unit

*All final TE reports will be quality assessed by the UNDP Independent Evaluation Office (IEO). Details of the IEO's quality assessment of decentralized evaluations can be found in Section 6 of the UNDP Evaluation Guidelines.

TE ARRANGEMENTS

The principal responsibility for managing the TE resides with the Commissioning Unit. The Commissioning Unit for this project's TE is UNDP Angola Country Office.

The Commissioning Unit will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the TE team. The Project Team will be responsible for liaising with the TE team to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

2. Stakeholders' mapping

This *Stakeholders' mapping* consists in the characterization of the key actors of the project with the purpose of identifying their role, relations with the drivers of the project strategy and to reconstruct its Theory of change. This analysis presents the major categories of stakeholders, the individual stakeholder institutions/organisations within each of these categories, and a brief summary of their specific roles and responsibilities in supporting or facilitating the implementation of project activities.

The interests of public and private actors in MPA management and equitable access to their ecosystem services are strictly linked to their socio-economic development of the country. The establishment of a planning, coordination and supervision framework that make compatible conservation and development priorities in these areas – fishery, agriculture, forestry, transportation, tourism - along with their residential uses (i.e., that doesn't penalize the welfare of the people living around the MPA) is critical for successful preservation of their unique ecosystems.

The stakeholders of the MPAs are active at the national and local level. The MINAMB and other national institutions are constantly coordinating actions in the frame of the national policies or collaborating in their implementation. Their policy-making and supervisory role links the different geographical levels of the environmental and development actions. Here below we examine the interests and role of the project stakeholders by clustering them in two major categories (national and local entities) that share similar patterns in the creation and management of the MPAs.

The strengthening of MPA of INP promotes the collaboration of institutions, fishers, private sector, local authorities and communities. Their interaction makes possible the mobilization of the political, financial and professional expertise and creates opportunities for their partnership in the environmental and development sectors. Of course, the coordination and integration of their actions requires that their vision and expectations be discussed and made compatible through constant discussion and information sharing.

National and international actors

The MINAMB and the other national institutions shape, negotiate and harmonise the development priorities with the natural resources protection ones and represent the interests of the local authorities, communities and private organisations interested in their equitable access and use. The MINAMB supervises the MPA management to ensure that the other stakeholders don't pose threats to the biodiversity. The compatibility of the endeavours and actions of the national and local stakeholders is central to its mandate and actions. Thus, it shapes and implements the political, legal and technical provisions for management of the MPA management that should ensure that the MPA biodiversity and other natural resources are preserved and sustainably used. It facilitates the dialogue among institutions, fishers, businesses, local authorities and civil society organizations that are interested in the access to the ecosystem services and other benefits of the PAs. This implies that the MINAMB contributes to the dialogue and plays a leading role in orientating the decision making of Governments and the private sector such as fishers, farmers, residents and other socio-economic stakeholders. The governance of the resources of the MPAs is critically linked to sustainable development policies but also to the local human preferences for the cheap exploitation of natural resources. Thus, the action of the MINAMB is also linked to that of enforcement agencies other than the MPA management. Its dialogue with and assistance to police include the capacitation on environmental

issues and establishment of communication and collaboration in the performance of surveillance, inspection and interventions in case of infringement of the PAs and natural resources conservation rules.

Governments institutions are in charge of the elaboration and implementation of the provisions of the development policies. Their perception of the MPAs value is influenced by their sectoral interests and priorities. They collaborate with the MINAMB in ensuring the compatibility of development and environmental rights. They negotiate their different needs and expectations inside the national policy making process. The MINAMB sensitizes and involves other institutions in targeted collaborations that political confrontation of concurring interest and priorities.

The fishers and private sector (notably, the processors and traders of fish and other sea products) is interested in the economic exploitation of the natural resources of the MPAs. It coordinates its action with the institutions and local government authorities to frame its businesses in the conservation and development policies and regulations. It is especially active in relation to the development of tourism, infrastructure and transport.

A few initiatives (MARISMA, GIZ) operate in the MPA. They fund activities connected to the management of the MPA. They are sources of expertise and innovation and contribute to the deployment of the national conservation policies inside and around the MPA.

The Academia is engaged in the study of the natural resources of the country and builds the knowledge used in taking decisions on the management of the MPA and equitable access to their ecosystem services.

Local actors

State and non-state actors, including business, communities, civil society organisations, fishers and other individuals are the final beneficiaries of the sustainable management of the MPAs. They contribute to the conservation and sustainable use of their natural resources as far as their interests are respected. Thus, their access to the ecosystem services of the PAs is often conflictive. The MINAMB and INP management promote the dialogue and ensure the collaboration of the local authorities, private sector and fishers' / farmers' communities. Their level of aggregation, capacities and interests are very diversified and require the adoption of flexible approaches. As they are mainly concerned with their livelihoods and wellbeing, their conflicting interests require the guidance of institutional actors through policies, legislation and support by public services. They expect to be closely engaged in the formulation of policies and legislations governing the conservation and access to the natural resources of the Iona PMA.

The Local government authorities (LGAs, provincial, municipal councils) and traditional authorities represent the local population and organize their participation to local development planning. They act as interface between the interest of the people living in or around and the Iona MPA management. Through their often-friendly offices the interests of the fishers and other residents are negotiated and integrated in the INP/MPA management plans. In practice, they contribute to create the consensus on the conservation of the MPA natural resources and the equitable access to their natural resources. By implying the resident population in the PAs dynamics, they also play a central role in smoothing and resolving disputes among conflicting parties.

The Non-governmental organisations (NGOs) are especially active in linking the MPA conservation and community socio-economic development priorities at the local level. They collaborate with Provincial and municipal authorities that represent the interests of the population and liaise with the Traditional Authorities and Community based organisations in dealing with their beneficiaries.

Community based organisations (CBOs) are entities that organise the people involved in socio-economic activities – e.g., farmers' groups, women's saving groups, market sellers, health and solidarity groups – at the village level. They are often directly involved in the management of the natural resources of the territory, that is the basis of the livelihood and welfare of the resident population. They represent the interests of their members in dealing with LGAs, traditional authorities, NGOs and INP management, thus actively contributing to the planning, implementation and surveillance of the Iona MPA and surrounding

areas natural resources. As they are made of organised groups of resident people, they are often directly involved in the management of the equitable access to the PAs natural resources.

The following table lists the MPAs stakeholders and their key interests and tasks in the Iona MPA management.

Stakeholders' map

Stakeholders	Interests and tasks in the PAs management
Ministry of Environment (MINAMB)	It supervises the PAs system by ensuring that the policy, institutional, legislative and budget reforms are formulated and put in place to facilitate the establishment and operational functioning of INBC and the <i>Secretary States</i> for Biodiversity and Conservation Areas (SEBAC) in its development and programmes. It oversees the implementation of project activities and appoints and supervises the MPAs staff. Its National Directorate of Environmental Impact Assessment fixes the environmental requirements for the construction of infrastructure development activities in and near National Parks. also links tourism development in PAs to the National tourism master plan, also supports the training of MPAs staff on hospitality and nature-based tourism.
Ministry of Planning (MINPLAN)	It participates to elaboration of sectoral strategies and programs that involve the MPAs. It ensures that they are aligned with other sectoral policies, programs and strategies. It integrates the projected budgets for the in the broader macro-economic planning.
Ministry of Finance (MINFIN)	Is appropriates the funds for the management of the MPAs system (through an annual budget allocation to MINAMB and INBC), including government co-financing of the project.
Ministry of Fisheries (MINADERP)	(Former Ministry of Agriculture and Rural Development MINADER) It assists the MPAs in the management of rural development issues, notably in respect of communities living in or around the national parks. It contributes to the consultations with the communities and economic entities involved in the zoning processes. It contributes to sustainable forest management in and around the MPAs, management of sustainable agricultural activities and livestock management (e.g., water management and PAs land carrying capacity of goats, cattle).
Ministry of urban and Construction (MINUC)	It advises and supports the MPAs in the planning, development and maintenance of public infrastructure as public roads crossing the MPAs.
Ministry of Territory Administration (MAT)	It facilitates the participation of the different levels of government (central, provincial, municipal and commune) in planning and implementation and ensures the involvement of the <i>traditional authorities</i> .
Ministry of Interior (MININT)	It enforces the rule of law in the establishment and operationalization of the MPAs system. It supports the MPAs by ensuring that community resettlement and relocation processes are carried out under the rule of law, properly planned and administered in an equitable and fair manner.
Ministry of Defense (MINDEN)	It supports the MPAs in the selection of prospective ex-combatants who have previously received park ranger training, and who could be appointed as staff of the MPAs.

Fishers and farmers	Fishers and farmers are active at the micro / local level nearby the MPAs. They are interested in the exploitation and conservation of the coastal habitats. Their individual action is associated to that of community based organisations that ensure the broader participation of villagers to the access to and benefits of the use of the environmental resources of the territory.
Private sector	It is interested in the exploitation of the natural resources of the MPAs, thus linking their conservation to economic development. Private companies participate to the creation of infra-structures and invest in MPAs related businesses such as tourism, transport, commerce.
International development and environmental agencies	They include international organisations and private funds that fund natural resources conservation projects. They collaborate with the MINAMB in the establishment, strengthening and management of the MPAs.
Academia	It performs studies on the PAs situation thus expanding the knowledge basis for the management of the MPAs
Non-governmental organisation's	They coordinate and collaborate with the MPAs and local communities in linking the conservation of natural resources to the socio-economic welfare of the population.
Provincial and municipal governments	They link the MPAs management to provincial development strategies. They manage the delivery of social (health, education, security, etc.) and infrastructural services (water, power, waste management, etc.) to the communities living in and around national parks.
Traditional authorities (Sabas)	They facilitate the dialogue between the PAs management and local communities and monitor the implementation of mutually agreed actions. They mediate in conflicts on the access to the MPAs ecosystem services.
Community based organisations	They represent the farmers, fishermen, pastoralists, hunters, etc. in dealing with the MPAs management with reference to the planning and management of and access to their natural resources.

Overall, the interaction between the national and local stakeholders is a complex and often conflicting process. The MINAMB plays the key role in the sector governance by harmonizing the exigencies of the national and local actors to jointly address the climate actions priorities in the frame of sustainable development policies. It provides advice and assistance, guides the implementation of the legal provisions and governance mechanisms through consultation, coordination, mediation and advocacy actions that overcome the capacities of the fishers and other individual actors. The strengthening of their consultation and coordination process, in which the MINAMB plays the leading role, is conducive to a consensual, orderly and regular interactions of the stakeholders of the biodiversity of the PAs.

3. Reconstructed Theory of change

The reconstructed project *Theory of Change* (ToC) is based on the study of the project documents. The ToC identifies the sequence of conditions and factors deemed necessary for projected outcomes to yield impact (including context conditioning and actor capacities) and assesses the current status of and future prospects for achievements.

Strategy

The Objective of the MPA project is to expand the PAs network into the marine environment through the creation of Angola's first marine protected area (MPA), with due consideration for its overall sustainability, including ecological, institutional and financial sustainability. To achieve this objective, the GEF alternative aims to remove the barriers to the long-term solution through strengthened policy, legal and institutional measures for marine protected areas and integrated planning, sustainable management and governance of the proposed Iona MPA, including its marine and coastal biodiversity by involving a wide range of sectors and stakeholders. The project recognizes the importance of marine and coastal biodiversity to ecological balance, economic and social development, and the fact that it underpins the lives and livelihoods of a large number of people who depend on artisanal and large-scale fishery activities for local food security and employment, particularly in areas of limited alternatives.

The long-term impact (or Global environmental benefit) of the project is the conservation of marine ecosystems, protection of endemic and threatened species and improved and sustainable livelihood opportunities for local communities. This requires the reduction of direct threats from over-fishing, environmentally un-friendly gas and oil exploration and unsustainable coastal developments. To this effect, *the project sets up integrated seascape governance, planning and management and enhances environmental safeguards across the key sectors that impinge on marine ecosystems is done to mainstreaming biodiversity conservation.* The reduction of direct threats is achieved under a set of outcomes, which are described below along with their respective outputs.

The project tests a holistic and well-integrated multi-sectoral and multi-stakeholder marine spatial planning approach to manage the Iona MPA, underpinned by mechanism(s) that address current limitations in multi-stakeholder integrated development planning and effective coordination between key stakeholders. This entails the bringing the first area in Angola under integrated planning and management that incorporates biodiversity protection, cultural preservation, habitat restoration, climate change adaptation and sustainable natural resources use (improved fisheries, tourism and coastal and marine resource use practices) bringing increased benefits to local communities and economies from coastal and marine resources management and reduced pressures on marine biodiversity of Angola.

The project strategy is axed on the following principles:

- Furthering a *marine and coastal spatial zoning approach*, to reduce and manage stresses on coastal and marine ecosystems;
- Supporting and implementing a *participatory/consultative bottom-up MPA planning and implementation approach* that focuses on national, provincial, municipality and community priorities;
- Supporting *decentralized planning and management provincial and municipal government institutions, and community-based organizations*, thereby increasing their potential for becoming agents of change;
- *Strengthening capacities* of all stakeholders in effective enhancement of conservation and sustainable use of marine and coastal biodiversity;
- Improving *coordination and collaboration* between municipal, provincial and national governments;
- Adopting an *integrated multi-sectoral approach* as a strategy for improving the planning and management of the coastal and marine seascapes;
- Creating an *effective knowledge base* that builds on successful lessons and experiences from previous and on-going programs and projects;
- Ensuring an *adaptive management approach* that considers ecological, demographic, market, technological and economic factors at land/seascape scales and builds on regular monitoring and evaluation of approaches;

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- *Selectivity* with respect to interventions and locations to demonstrate the effectiveness of marine and coastal spatial planning and integrated multi-sectoral approach to management of marine protected areas; and

- Ensuring that foundational activities (regulations, safeguards, implementation and administrative arrangements) provide the basis for ensuring that *management of the MPA is based on effective, efficient and coordinated use of existing national, provincial and sector capacities and resources* and defined within existing budgetary and institutional capacities within country.

The project three inter-related and complementary strategies (Project Components comprising Outcomes and Outputs) focus on removing the three key barriers to accomplish main objective by means of intervention pathways:

- *Outcome 1: Strengthened policy, legal and institutional framework for creation and management of Marine Protected Area*

Outcome 2: Integrated MPA management plan implemented for a priority high biodiversity marine protected area to conserve endangered marine species and reduce threats; and

- *Outcome 3: Lessons learned through knowledge management, monitoring and evaluation, and equitable gender mainstreaming are available to support the creation and implementation of MPAs nationally and internationally.*

The project's incremental value lies in bringing together several activities that produce concurring effects:

- demonstrating new tools, technologies, capacities, using the Iona MPA as an experimental / training site, refining integrated and multi-stakeholder and multi-sector marine resources management, promoting enterprise based sustainable tourism practices, and ensuring sustainable livelihoods for local communities, while

- strengthening the conservation of marine biodiversity, maintaining the ecosystem values of these MPAs, and ameliorating climate change impacts.

It develops capacities and enabling conditions through "learning-by-doing" approaches in the Iona MPA. Sustainable marine seascape management approaches are based on the assessment of key biodiversity and ecosystem services and build on capacities and concepts established during the interventions of other GEF and donor projects in Angola and the region. The project develops and demonstrates a matrix of best practices for Angola's marine ecosystem and biodiversity conservation for scaling up and replication in future MPAs nationally and regionally. A series of publications and workshops supports the achievement of these targets.

The project strengthens the legal, planning, policy, institutional and financial frameworks for establishing the Iona MPA also in connection with the improvement of INP management. The MPA establishment reduces the erosion of biodiversity in several vegetation groups of the marine and coastal area of Iona, and bird and other critically endangered species live. The project tackles a shortfall of the PA system, that is its incomplete bio-geographic representation—with marine ecosystems being under-represented, and lack of appropriate management practices to deal with the peculiarities of the MPA in relation to the threats to ecosystems, flora and fauna. By improving the marine ecosystem representation in the PA system and developing the capacities for managing the Iona MPA it unlocks the potential of the MPAs, including indigenous and community participation to conserve biodiversity while contributing to sustainable development of fishers' and other villagers' economy.

This strategy is in line with the ambitious targets set by the Government for creating the broader PA network¹¹ to make it more representative of the marine ecosystems and to foster the systematic development of capacities and the mobilisation of financial resources for supporting and sustaining the PA. The project minimises the social effects of the MPAs system by consulting stakeholders and applying safeguards with respect to possible negative effects. The introduction of the coastal spatial planning technologies that combines innovation in monitoring and reporting on the situation and challenges of the coastal natural resources also through the adoption of participatory modalities is especially important because Iona MPA is strictly connected with the fishers' / farmers' economy. The development of the capacity of sustainably managing natural resources through hands-on experience by the residents and use of remote technologies at once is especially challenging as it requires the creation of capacities in technical and managerial fields at once. The mobilisation of financial resources to gradually decrease the gap between financial needs and funds to set up this approach is also critical for the success of Iona MPA, including through measures that increase its capacity to generate revenue to itself.

The project improves the Iona MPA and its coverage of the protected habitats to along the provisions of the priorities established by the *Plano Estratégico da Rede Nacional de Áreas de Conservação de Angola* (PLERNACA). Its Component 2 strengthens the capacities of the INP in relation to the legal, planning, policy, institutional and financial frameworks, the institutional capacity to plan and implement a MPA and its financial sustainability. The regulatory, operational and financial improvements make sustainable the management of Iona MPA and ensure the continuation of the equitable access to their ecosystem services by the fishers, other residents and private sector. This achievement is especially relevant in relation to the socio-economic and not only environmental threats faced by the Angolan habitats that come from within (poor fishers and other villagers residing inside or near the Iona MPA) and around the Iona MPA. By building these capacities the project expects that the MINAMB and INP authorities collaborate with other Angolan institutions, local authorities, fishers' communities and private sector in harmonising the Iona MPA management with local and national development actions. The participation of the local residents in the coastal spatial planning and surveillance of the Iona MPA is especially important to reduce conflicts on the access to their ecosystem services as it involves these communities in the surveillance. In practice, this component is intended to integrate the governance of the national- and MPA-level actions through the participation of the MPA stakeholders in their design, implementation and monitoring.

Thus, the project recognizes the different roles that the national and local actors and promotes concurrent, coordinated contribution to the Iona MPA and natural resources conservation and sustainable development, with emphasis in the participation of the people living in and around the PAs. The MINAMB, its national and local partners are expected to develop and put in place consultation, coordination, planning, information management, funding and monitoring procedures that strengthen the conservation and sustainable use of the resources of the Iona MPA. In this way the natural hotspots protected under the national policies provide ecosystem services to the surrounding population and this is engaged in the conservation and surveillance of the natural resources of the Iona MPA. The project approach ensures that the building of capacities encompass the relevant topics of regulation, planning, coordination, management and monitoring of the Iona MPA as well as the access to financial needed for the protection and sustainable use of the natural resources.

The combination of protection and sustainable development actions is the core of the project strategy. The MINAMB not only coordinates and supervises the action of the PAs authorities but also facilitates the exchange of information and discussions and provides guidance to the action of the national and local partners that have concurring capacities in managing the Iona MPA. The other national institutions are expected to articulate the integrated approach to MPA management advocated by the national policy and ensure the consistency of national and PA/MPA-level actions (e.g., the participation of the fishers' groups and local communities) in developing, aligning and harmonizing their strategies in view of the shared objective of sustainable development, along the National Biodiversity Strategy and Action Plan National Biodiversity Strategy and

¹¹ Plano Estratégico da Rede Nacional de Áreas de Conservação de Angola (PLERNACA) was approved by the Council of Minister in April 2011, following the enactment of the National Policy on Forest, Wildlife and Conservation Areas on 14/01/2010, and expanded the of the intentions of the National Biodiversity Strategy and Action Plan (2007-2012).

Action Plan provision that the *national integrated PA management system allows the reconciliation of the conservation and sustainable use of biodiversity and tourism with the interests of local communities*¹². The project addresses the mentioned weaknesses – in coverage of habitats and management capacities – and strengthens the MPAs.

External factors

External conditions that influence the success of Iona MPA management range from environment, demography and professional expertise to the socio-economic conditions in the Iona MPA and surrounding areas. The access to technology, is especially important in relation to the Iona MPA surveillance. But socio-economic factors are the paramount concern of the project strategy. Dialogue and participation are the underlying condition for the planning of the conservation, sustainable use and equitable access to the ecosystem services of the PA. Information sharing, discussion, negotiation and collaboration make possible the creation of consensus and facilitate the implementation of the Iona MPA management in the frame of the INP along sustainability criteria thus ensuring the participation of external stakeholders to the coastal spatial planning exercise. This process allows the integration of the action of the stakeholders, starting with the MINAMB and national institutions in coherent strategies and their contribution to create consensus, mobilize financial resources and efficiently merge the contribution of local, national and foreign partners in the understanding of the issues at stake in the running of the Iona MPA.

In fact, the proposed coastal spatial planning approach to the MPAs system management is broadly articulated in environmental, economic, social and governance fields that have a great potential of leveraging resources to produce mutual understanding and shared benefits among the people living in and around the MPA and their local, national and regional counterparts.

MPA system governance

The build-up of capacities to plan and coordinate the strategies and actions involves *political and operational or technical aspects*. This implies the elaboration and adoption of *business models* conducive to the sourcing of financial resources and to the participative budget planning (budget planning) of the access to the Iona MPA ecosystem services (communities' integration in their resources sustainable use, investments in tourism, preservation of the natural resources (e.g., water springs, biodiversity, coastal protection) that is the basis of the sustainable development of other areas of the country. The establishment of cost recovery mechanisms, sharing public and private sources of funds, is essential for the effective governance of the Iona MPA. Building the MINAMB and its partners capacities in this field is essential to ensure that the sector governance effectively canalizes the stakeholders' expectations and contributions to improve the sustainability, climate resilience and inclusion and thus to produce the concurring contribution of stakeholders to the management of the Iona MPA natural resources and preservation of their ecosystem services. In this way the multi-sector benefits provided by the Iona MPA habitats are expected to raise the engagement of their direct beneficiaries and the high-level support to conservation policies by public authorities, the private sector and civil society.

Challenges

The project activities are well targeted and conducive to achieve mutually reinforcing conservation and development goals through the sustainable management of the Iona MPA and their integration in the national system, by linking the conservation of their natural resources to the national socio-economic development priorities. The scale of this multi-sector undertaking is the main challenge of the project design. The involvement of each socio-economic sector requires not only the participation and strengthening of the understanding of the value of the Iona MPA natural resources by institutions and local authorities but also their commitment of resources, time and capacities to be effective. The performance of advocacy and communication actions is needed to sensitize the decision makers. These actions support the building of

¹² UNDP Country programme, Pillar 4, Outcome 6. Strengthen national capacities to mainstream environmental protection into national development plans and programmes through a pro-poor growth perspective

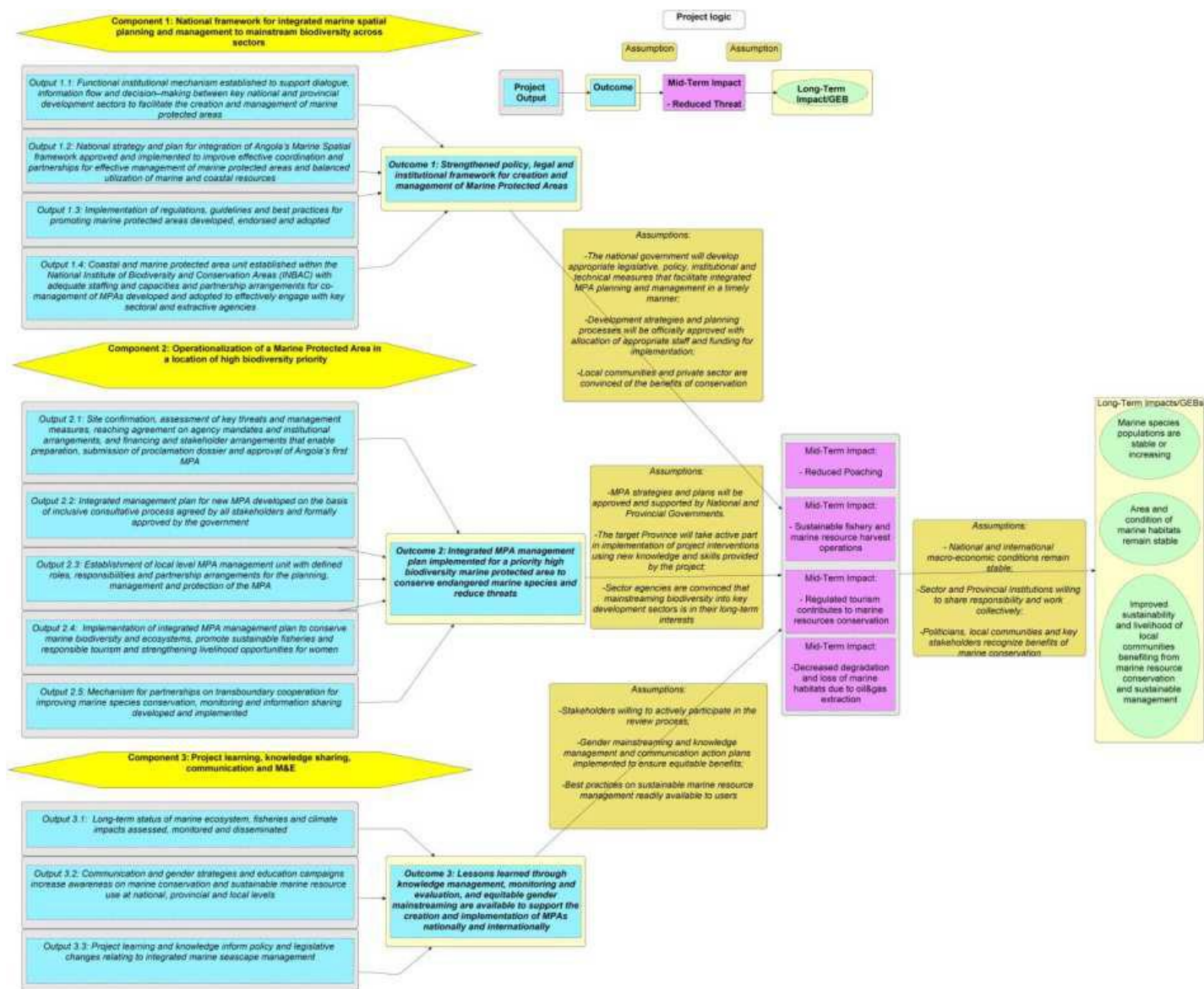
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capacities and ensure the high-level engagement in the sound management of the Iona MPA after the project end.

The success of this action also depends on the availability of and mobilization of private resources, as economic actors can play a positive or negative role in the conservation of the Iona MPA natural resources. Thus, the project has to ensure the broader dissemination and discussion of early benefits it is producing in the socio-economic field to involve not only the fishers, local communities but also entrepreneurs the governance of the MPA system, to invest and harvest benefits from their long-term existence and reduce the search for fast profits at the expenses of their natural resources. Especially challenging is the protection of the mangroves and coral habitats at large from incursion of external actors – as fishing enterprises and their local counterparts – that endanger the reproduction of sea- and coastal-life.

The advocacy and communication actions are essential to create a consensus on the joint goals and to harmonize the actions of the stakeholders and of course to smoothen the political problems that are intermingled to the management of Iona MPA, notably, making possible the equitable access to their ecosystem services and to make possible that the full benefit of the national policies are generated. Overall, bringing together the stakeholders to contribute to the Iona MPA system governance and to collaborate in the establishment of the Iona MPA spatial planning approach to the management of natural resources is the greatest challenge the project is contributing to solve.

Diagram 1. Reconstructed theory of change



4. Informants

<i>Date</i>	<i>Place</i>	<i>Name</i>	<i>Organisation</i>	<i>Task</i>
14/05/2024	Luanda	José Feix	UNDP Country office	Deputy resident representative
14/05/2024	Luanda	Vladimir Ruso	Holisticos consulting	Technical director
15/05/2024	Luanda	Vincent lefebvre	Mid term review	Protected areas expert
15/05/2024	Remote	Jorge Hilario de Sousa	Associacao de pescas do Namibe	Presidente
16/05/2024	Luanda	Saraiva Santos	Associação dos Aquicultores de Angola	Presidente
16/05/2024	Remote	Gigi Negroni	Alveo cooperative	Fishery expert
17/05/2024	Remote	Dania Mandinga	Ministerio das pescas y recursos marinhos	Directora geral
18/05/2024	Moçâmedes	Pedro Pinto	UNDP Country office	
19/05/2024	Tômbwa	Joyce Maria Fernandes Janota	Iona MPA project	Project manager / coordinator
19/05/2024	Tômbwa	Tatiana Jose	Arborizacao e ambiente de Tômbwa NGO	Project manager
20/05/2024	Moçâmedes	Jose Lindo Bernardo	ACOPAMAD	presidente
20/05/2024	Moçâmedes	Tae Condo	ACOPAMAD	Secretario e tesorero
20/05/2024	Moçâmedes	Nelson Cambinda	Universidade do Namibe Faculdade de Ciencias naturais	docente de biologia
20/05/2024	Moçâmedes	Manuel Vilengalenga	Universiade do Namibe Faculdade de Ciencias naturais - Asociacao juvenil do ambiente e cultura (AJAC)	administrador
20/05/2024	Moçâmedes	Pedro Angula	Provincia de Moçâmedes	Director do ambiente
20/05/2024	Moçâmedes	Pedro Monterosa	Iona national park / African Parks	Coordinator
20/05/2024	Moçâmedes	Solino	Saldosal	Director do ambiente
21/05/2024	Tômbwa	Abeladro Lemba	Municipalidade de Tômbwa	administrador
21/05/2024	Tômbwa	Niassa	Municipalidade de Tômbwa	Diretor municipal do ambiente
21/05/2024	Tômbwa	Domingo Trindade Dombo	Comunidade Rocha Magalhães	Fisher

21/05/2024	Tômbwa	Joyce Maria Fernandes Janota	Iona MPA project	Project manager / coordinator
24/5/2024	Remote	Juliette Alfano	Tômbwa municipality	Iona MPA project focal point
24/5/2024	Remote	Prof. Dominga Quietohanga	Universidade de Namibe, Faculdade de ciencias da pescas	Profesor
14/6/2024	Remote	Miguel Xavier	National Institute of Biodiversity and Conservation (INBC)	Director general

5. Documents

	Country Programme (2019-2023)
	Country Programme (2024-2028)
	Angola National Development Plan (2023-2027)
	UN Partnership Framework (2024-2028)
	UNDP Guidance for the GEF funded projects Terminal evaluations
2022 06 20	Guidelines on the implementation of the GEF-8 results measurement framework
2005 06	Análise da Biodiversidade Marinha e Costeira
2012 09 19	Project appraisal committee meeting (Iona national park)
2015 06 03	Project appraisal committee meeting (Iona national park)
2016	IUCN Large scale marine protected areas guidelines for design and management
2017 09 04	UNDP GEF PPC Initiation plan approval
2017 10 07	Capacity assessment of the project implementing partner and HACT micro assessment
2017 10 31	Relatorio do workshop de lançamento da preparacao do projecto
2017 11 24	Social and environmental screening report
2017 12	Angola aquaculture profile
2017 12 15	Angola coastal communities
2018	Annexures Iona MPA boundaries assessment
2018 02 18	Ministerio das pescas e do mar Co financing letter
2018 02 20	Academia de Pescas e de Ciencias do Mar de Namibe Co financing letter
2018 03	Iona MPA tracking tool
2018 03	Knowledge management and communication strategy
2018 03	Plan de accion sobre a analisis e integracao de género
2018 03	Procurement Plan
2018 03	Profile of Iona MPA

2018 03	Terms of Reference for Key Project Management Staff and Committees
2018 03 07	Consultations during project development
2018 03 07	MINAMB Co-financing letter
2018 03 07	Risk assessment
2018 03 07	Relatorio do Workshop de validacao da preparacao do projecto
2018 04	UNDP letter of agreement with INBC
2018 05 21	GDF SEC comments
2018 11 29	MINAMB Co financing letter
2018 12 02	UNDP response to GEF Review
2019 02 08	Royal Norwegian Embassy Letter in support of the UNDP-GEF-programme
2019 03 21	Project appraisal committee meeting
2019 04 23	UNDP GEF PIMS 6051 Delegation agreement to UNDP Angola
2019 07 05	Iona MCA Prodoc
2019 07 05	GEF Iona MPA project signed
2019 07 23	Annual Work Plan 2019
2019 12 12	Annual Work Plan 2020
2020	Inventario e diagnostico do potencial turistico
2020 04 07	Annual Work Plan 2020
2020 07 16	Ata de reuniao da coordenacao do projeto
2020 08	Proposta da estrutura do Mecanismo intersectorial
2020 08	Relatório Workshop mecanismo de coordenacao intersectorial
2020 08 03	Ata de reuniao da coordenacao do projeto
2020 09 04	Ata de reuniao da coordenacao do projeto - 2nda parte
2020 09 04	Ata de reuniao da coordenacao do projeto
2020 11	Plano de trabalho para a criacao da Iona MPA
2020 11 15-23	Supervision field trip report
2020 11 26	Supervision field trip form
2020 11 26	Relatorio das actividades de lanzamiento do projeto
2020 11 27	Annual Work Plan 2021
2020 12	Estratégia Nacional e plano de implementacao para conservacao marinha e costera na Angola
2020 12 31	Annual Work Plan 2021
2021 02 21	Barima Plano geral de Trabalho para a extensao da zona de comunicacao para Iona
2021	Iona MPA project 2021 PIR report
2021 02 23	Relatório do primero encontro do comité técnico local Tômbwa
2022	Iona MPA project 2022 PIR report
2022 05 08	Iona MPA project Mid term review Report

2023 Iona MPA project 2023 PIR report
 2024 04 03 Iona MPA project Terminal evaluation ToR

6. Survey guide

1. English version

n.	
Date	
Informant(s)	
Task(s)	
Organisation	
Place	
PA	
Questions	
1	Involvement in the identification of project activities
2	Problems and unsolved issues addressed or not addressed by the project. Benefits received or expected from the project.
3	Involvement in the coordination and implementation of project activities
4	Communication with and linkages with project partners
5	Women's contribution to steering project activities and expected benefits
6	Modalities of access to protected areas management and natural resources, their benefits and costs
7	Awareness of and reporting on project activities
8	Connection to other initiatives contributing to Iona Marine protected area management and natural resources conservation and sustainable use
9	Awareness on environmental services, opportunities for new actions improving livelihoods, wellbeing

2. Portuguese version

n.	
Data	
Informante(s)	
Tarefa(s)	
Organização	
Lugar	

AP	
Perguntas	
1	Envolvimento na identificação das atividades do projeto
2	Problemas e questões não resolvidas abordadas ou não abordadas pelo projeto. Benefícios recebidos ou esperados do projeto.
3	Envolvimento na coordenação e implementação das atividades do projeto
4	Comunicação e ligações com os parceiros do projeto
5	A contribuição das mulheres para orientar as atividades do projeto e os benefícios esperados
6	Modalidades de acesso à Area protegida marina de Iona e aos recursos naturais, seus benefícios e custos
7	Conscientização e relatórios sobre as atividades do projeto
8	Conexão com outras iniciativas que contribuem para a gest não das Areas protegidas e a conservação e uso sustentável dos recursos naturais
9	Conscientização sobre serviços ambientais, oportunidades para novas ações que melhorem os meios de subsistência, bem-estar

7. Budget

Budget at mid term

	2019	2020	2021	2022	2023	Total expended	Total planned PRODOC	% expended /planned PRODOC (2021)
Total Allocated (GEF) (adjusted)	249,000	561,500	504,256	326,742	134,987	1,776,484	1,776,484	-
Total Expended (ledger expenditure) ¹³²⁸	5,075	222,727	232,747	-	-	460,549	--	-
Outcome 1 Expended	2,447	41,586	39,081	-	-	83,114	543,000	15
Outcome 2 Expended	506	139,816	142,495	-	-	282,817	983,000	29
Outcome 3 Expended	2,122	0	1,344	-	-	3,466	89,011	4
Project management costs Expended	0	39,908	49,827	-	-	89,735	161,473	55

¹³ Source: UNDP Atlas; slight discrepancy in 2020 between CDR and Atlas info

8. Co-financing

<i>Sources of Co-financing</i>	<i>Name of Co-financer</i>	<i>Type of Co-financing</i>	<i>Co-financing amount confirmed at CEO Endorsement (US\$)</i>	<i>Actual Amount Contributed (US\$)</i>	<i>Actual % of Expected Amount</i>
	UNDP				
	Government	In kind	5,218,440	350,000	7
	Other	In kind	1,150,000		
	Total		6,368,440		5

9. Table of indicators

Objective					
To expand the protected areas network into the marine environment through creation of Angola's first marine protected area (MPA).					
Description of Indicator	Baseline Level	Midterm target level	End of project target level	Cumulative progress since project start	Achievement %
Mandatory Indicator 1.3.1: Area of sustainable management solutions at sub-national level for conservation of biodiversity and ecosystem services that benefit from integrated landscape and seascape planning and management approaches	No MPAs established in Angola	Baseline surveys and assessment completed and proclamation dossier for new MPA submitted under Law of Biological Aquatic Resources	At least 150,000 hectares of new MPA formally established expanding marine species protection.	Mapping on the proposed borders presented at Technical committee Tômbwa Bay Integrated Fisheries Management Plan submitted to MINAMB	50%
Mandatory indicator 1.3.2: Number of households participating in improved and sustainable marine resources use and best practice	Little of no sustainable marine resource use practices	Agreement reached with marine resource users on sustainable resource use practices and capture targets and species	At least 300 of 550 households practicing sustainable marine resource use based on agreed capture targets and species composition	172 (115 women 57 men) made aware Community-based speaker group disseminating knowledge NGO supporting communities	35%
Mandatory indicator 2.5: Extent to which legal and regulatory frameworks enabled to ensure conservation and sustainable marine resource management	Law of Biological Aquatic Resources provides overarching framework for MPAs, but lack clear criteria and institutional	Proclamation dossier submitted to Council of Ministers for MPA with defined boundaries, agency mandates, management structure, community	Creation of first Angolan MPA approved by Government of Angola on basis of existing legislation with clear defined	National MPA Strategy and Implementation Plan submitted to Government Prosecutors, shipowners, fishermen, and boat owners awareness raised	50%

Outcome 1					
Strengthened policy, legal and institutional framework for creation and management of Marine Protected Areas					
Description of Indicator	Baseline Level	Midterm target level	End of project target level	Level at 30 June 2023	Cumulative progress since project start
Indicator 4: Level of institutional capacities for planning, implementation and monitoring integrated MPA planning and management as measured by UNDP's capacity development scorecard (refer Annex 14)	Limited institutional capacities for planning, implementation and monitoring of multiple use seascapes as measured by UNDP Capacity Development Scorecard	Increase of institutional capacity as measured by a 10% increase in UNDP Seascape Capacity Development Scorecard at National and Provincial levels over baseline value of 39 (Systemic-11; Institutional-20 and Individual-8)	Increase of institutional capacity as measured by a 50% increase in UNDP Seascape Capacity Development Scorecard at national and provincial levels from baseline value of 39 (Systemic-11; Institutional-20 and Individual-8)	72 trainees: 5 INBC, 7 park inspectors (5 women, 7 men), 60 students Iona MPA Management plan drafted National coordination platform created	100%
Indicator 5: Extent to which MPAs are integrated and coordinated with marine spatial planning and sectoral planning and to which institutional responsibilities and collaboration in the creation and management of MPAs has been established and formalized	National MPA strategy and action plan under development	National MPA strategy and action plan submitted for Council of Ministers review and approval	National MPA strategy and action plan approved by Council of Ministers along with functional inter-ministerial and inter-sectoral coordination arrangements, activities and time frame for creation and management of MPAs in Angola	National MPA Strategy and Implementation Plan submitted to Government Marine Spatial Planning led by MINAGRIP (9 institutions) BCC documents reviewed by INBC Ministerial commission for supervision and patrolling along the Angolan coast established Manual of Guidelines and Regulations for the Promotion	75%

				of MPAs drafting	
Outcome 2					
Integrated management plan implemented for a priority high biodiversity marine protected area to protect endangered marine species and reduce threats					
Description of Indicator	Baseline Level	Midterm target level	End of project target level	Level at 30 June 2023	Cumulative progress since project start
Indicator 6: Extent to which Institutional frameworks are in place for integration of conservation, sustainable marine resource use, control and management of biodiversity and ecosystems and improved livelihoods into integrated seascape planning and management	No comprehensive seascape planning and management approaches exists in the country	Institutional arrangements and planning process for multiple use and sustainable seascape on-going for target MPA	Multiple use and sustainable seascape approaches institutionalized by national legislative, policy, and institutional arrangements and planning and practice effected in target MPA	6 trainees from institutions (3 women, 3 men) 7 Marine and coastal areas of great ecological importance submitted to Government Tômbwa Bay Integrated Fisheries Management Plan finalized Iona MPA map submitted to INBC Iona MPA proclamation proposal submitted to INBC, being assessed by MINAMB Partnership proposal for joint patrolling and surveillance with Namibia and South Africa drafted	75%
Indicator 7: Level of improvement of management effectiveness of MPA as measured by METT tracking Tool	No institutional structure, management plan, zonation and monitoring of multiple use marine	Increase by at least 10 points in METT from current MPA baseline	Increase by at least 30 points in METT from current MPA baseline	N/A	N/A

	environment within Iona MPA with baseline METT score of 17				
Indicator 8: Level of transboundary collaboration in managing cross-border marine conservation, marine resource use and control of threats	Trans-boundary collaboration exists, but this is focused broadly on collaborative research, capacity development and information sharing on spatial planning and governance related to BCLME	At least one trans-boundary agreement to reduce threats and improve marine species conservation negotiated	At least one trans-boundary agreement to reduce threats and improve marine species conservation effective	Tiger Bay Marine Protected Area included in the BCC INBC participation to 3 BCC meetings, assessing BCC documents MARISMA project funded by GIZ consultation Delivery of 5 trucks to local cooperatives for the collection of waste in Tômbwa municipality	100%
Outcome 3 Lessons learned through knowledge management, monitoring and evaluation, and equitable gender mainstreaming are available to support the creation and implementation of MPAs nationally and internationally					
Description of Indicator	Baseline Level	Midterm target level	End of project target level	Level at 30 June 2023	Cumulative progress since project start
Indicator 9: Increase in community and stakeholder awareness of conservation and sustainable use and threats to marine biodiversity	Baseline to be established in Year 1	At least 20% of participating households and stakeholders (of which 50% of whom are women) have good awareness of conservation, sustainable marine	At least 50% of participating households and stakeholders (of which 50% of whom are women) are aware of value of conservation, sustainable marine	77 families, 172 people (115 women, 57 men) aware	100%

		resource use and threat prevention benefits	resources use and threat prevention benefits		
Indicator 10: Number of best practice conservation and sustainable marine resource management codified and disseminated nationally and internationally	No concerted effort exists in promoting best practices	A majority of best practice and lessons identified and at least 2 under documentation	At least 3-4 best practices of sustainable marine resource use , such as sustainable fisheries practices; MPA zoning practices; responsible ecotourism and revenue sharing; gender mainstreaming, etc. readily available and accessed nationally and internationally	40 women trained 600 community people (220 women, 380 men) aware 8 technicians, 56 community people (35 women, 21 men) trained 2 coastal plastic collection campaigns conducted Transect monitoring migratory birds along the coast of Iona National Park performed	100%

10. TE timeline

Timeframe	Work days	Activity
27/02/2024		Application closes
01/03/2024		Selection of TE team
17/04/2024		Preparation period for TE team (handover of documentation)
18/04/2024	22/04/2024	2 Document review and preparation of TE Inception Report
23/04/2024	26/04/2024	2 Finalization and Validation of TE Inception Report; latest start of TE mission
12/05/2024	12/05/2024	Mobilisation travel
03/05/2024	20/05/2024	10 TE mission: stakeholder meetings, interviews, field visits, etc.
21/05/2024		1 Mission wrap-up meeting & presentation of initial findings; earliest end of TE mission
22/05/2024	23/05/2024	Demobilisation travel
23/05/2024	31/05/2024	7 Preparation of draft TE report
03/06/2024		Circulation of draft TE report for comments

10/06/2024	11/06/2024	2	Incorporation of comments on draft TE report into Audit Trail & finalization of TE report
17/06/2024			Preparation and Issuance of Management Response
19/06/2024		1	Concluding Stakeholder Workshop (optional)
21/06/2024			Expected date of full TE completion
Total		25	

11. Itinerary

The mobilisation travel was conducted on May 12-13, the kick off meeting at UNDP Country office on May 14 followed by interviews of informant in Luanda until May 17th. The experts visited the Namibe province and Iona area between May 18 and 21. The demobilisation travel was conducted on May 22-23. The following table summarises the field survey itinerary. Conducting first hand data collection in Namibe province / Iona area filled an information gap because the mid-term review was conducted remotely due to the COVID-19 pandemic restrictions to travels and meetings.

<i>May</i>	<i>Activities</i>
12 Sun	Mobilisation travel
13 Mon	Mobilisation travel Team meeting
14 Tue	Kick off meeting with UNDP Country office Meetings in Luanda
15 Wed	Meetings in Luanda
16 Thu	Meetings in Luanda
17 Fri	Meetings in Luanda
18 Sat	Flight to Moçâmedes, Namibe province Briefing with UNDP Country office
19 Sun	Meetings to Tômbwa
20 Mon	Meetings in Moçâmedes
21 Tue	Meetings in Tômbwa Visit of Comunidade Rocha Magalhães, Porto de Moçâmedes Flight to Luanda
22 Wed	Team meeting Demobilisation travel
23 Thu -	Demobilisation travel

12. Evaluation matrix

<i>Evaluation criteria</i>	<i>Key questions</i>	<i>Indicators</i>	<i>Sources of data</i>	<i>Methodology</i>
Relevance	Are the Angola institutional framework and regulations conducive to the tackle the peculiarities of biodiversity conservation in Marine protected areas and surrounding environment?	Extent to which legal and regulatory frameworks are enabled to ensure conservation and sustainable marine resource management	Policies, project documents	Documents review
Effectiveness	Does Iona marine protected area preserve its main marine ecosystems and biodiversity?	Level of improvement of management effectiveness of Iona Marine protected area	Results framework, interview of beneficiaries, FGD	Documents review, survey
Efficiency	Does the Integrated management plan of Iona marine protected area ensure the contribution by and achievement of benefits for its stakeholders?	Increase in community and stakeholder awareness of conservation and sustainable use and threats to marine biodiversity	Interviews of project partners	Documents review, survey
Sustainability	Is the administration of Iona marine protected area financially sustainable?		Visit to project sites, interviews of project partners	Survey
Knowledge management	Are the lessons learned from Iona marine protected area exploited to support the creation and implementation of MPAs nationally and internationally?	Gender issue integration in the Iona marine protected area strategy and work plans	Project documents, visit to project sites, interviews and FGD	Survey
Social and environmental safeguards?	6. How have environmental and social safeguard contributed to the welfare of the communities nearby the Iona marine protected area, including in terms of gender equality and women's empowerment?	Change in the environmental and social conditions of the beneficiary communities	Project documents, visit to project sites, interviews and FGD	Documents review, survey

13. Questionnaire

1. English version

n.	
Date	
Informant(s)	
Task(s)	
Organisation	
Place	
PA	
Questions	
1	Involvement in the identification of project activities
2	Problems and unsolved issues addressed or not addressed by the project. Benefits received or expected from the project.
3	Involvement in the coordination and implementation of project activities
4	Communication with and linkages with project partners
5	Women's contribution to steering project activities and expected benefits
6	Modalities of access to protected areas management and natural resources, their benefits and costs
7	Awareness of and reporting on project activities
8	Connection to other initiatives contributing to Iona Marine protected area management and natural resources conservation and sustainable use
9	Awareness on environmental services, opportunities for new actions improving livelihoods, wellbeing

2. Portuguese version

n.	
Data	
Informante(s)	
Tarefa(s)	
Organização	
Lugar	
AP	
Perguntas	
1	Envolvimento na identificação das atividades do projeto
2	Problemas e questões não resolvidas abordadas ou não abordadas pelo projeto. Benefícios recebidos ou esperados do projeto.
3	Envolvimento na coordenação e implementação das atividades do projeto
4	Comunicação e ligações com os parceiros do projeto
5	A contribuição das mulheres para orientar as atividades do projeto e os benefícios esperados
6	Modalidades de acesso à Área protegida marinha de Iona e aos recursos naturais, seus benefícios e custos
7	Conscientização e relatórios sobre as atividades do projeto
8	Conexão com outras iniciativas que contribuem para a gestão das Áreas protegidas e a conservação e uso sustentável dos recursos naturais
9	Conscientização sobre serviços ambientais, oportunidades para novas ações que melhorem os meios de subsistência, bem-estar

14. Iona national park and MPA map



13. Evaluation Consultant Code of Conduct and Agreement Form

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well-founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those

persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.

6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study limitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form

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

Name of Consultant: Giorgio V. Brandolini

Name of Consultancy Organization (where relevant):

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

Signed at Luanda on 31/05/2024



Signature: _____

Evaluation Consultant Agreement Form

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

Name of Consultant: Abias Huongo

Name of Consultancy Organization (where relevant):

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

Signed at Luanda on 31/05/2024



Signature: _____

-

14. Evaluation Report Clearance Form

Evaluation Report Reviewed and Cleared by	
UNDP Country Office	
Name: _____	
Signature: _____	Date: _____
UNDP GEF RTA	
Name: _____	
Signature: _____	Date: _____