



Mainstreaming Biodiversity Conservation into Territorial Planning Policies and Practices in Belarus

PIMS 3985
Atlas Award 00058307
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**Terminal Evaluation, December 2013
Volume 1: Evaluation Report**

Republic of Belarus

GEF SO-2, SP-4: Strengthening the Policy and Regulatory
Frameworks for Mainstreaming Biodiversity

**Government of the Republic of Belarus
Ministry of Natural Resources and Environmental Protection**

United National Development Program (UNDP)

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

Finally, it is a pleasure to be welcomed back to Belarus, to see so many familiar faces, to be shown around again with such evident pride and to see wonderful places. I saw the results of the dedication and enthusiasm that people had put into the work of conserving important places in the world. I would like to offer them our thanks and wish them every success in their continuing endeavours.

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Executive Summary

Project Summary Table

Title	Mainstreaming Biodiversity Conservation into Territorial Planning Policies and Practices		
GEF Strategy and Objective	Mainstreaming biodiversity conservation ... into productive landscapes and sectors		
Country	Belarus	GEF grant	USD 971,000
Atlas Award	00058307	Management arrangements	NEX (with DEX components)
Project ID	00072384	Start date	November 2009
PIMS no.	3985	End date	December 2013

Project Description

The project's objective was to mainstream biodiversity conservation priorities into Belarus' territorial planning policies and practices. The project worked to remove systemic, regulatory and knowledge barriers to mainstreaming biodiversity conservation into territorial planning with the aim to achieve the following objective: *"to mainstream biodiversity conservation priorities into Belarusian territorial planning policies and practices"*. The project worked to achieve this objective through two outcomes: i) putting into place enabling regulatory, policy and institutional framework for land-use planning that reflects biodiversity considerations outside protected areas, and ii) testing models for development and enforcement of biodiversity-compatible land-use plans at the district levels. There were a total of seven indicators associated with these Outcomes (three and four, respectively, for Outcomes One and Two).

Key Findings

The Terminal Evaluation was carried out by one International Consultant with a mission to Belarus between 26 – 31 October 2013. The Terminal Evaluation took place as the project was drawing to a close (with the closing date expected to be 31 December 2013 (with only the Project Manager, PM, and Administrative and Financial Assistant, AFA, continuing to work until the end of the year). During the mission, the evaluation team met and interviewed a number of stakeholders.

The project grew out of the NBSAP, driven by key people in MNREP and the NAS. The project was designed as a four-year mid-sized GEF grant. The project was implemented by a PIU under the auspices of the MNREP using a modified NEX modality that had the PIU implement the project's activities, with the UNDP-CO managing all financial aspects of the project. The project was implemented as a partnership between the MNREP, and the NAS and the SPC.

The project was well managed and implemented. It is finishing on schedule with no need for extensions. The results were commensurate with the project's objectives and

remained relevant to the project's identified focal area and objective. As a mid-sized project that achieved the majority of what it set out to achieve (and more in some areas), it was very cost-effective and represented outstanding value for money.

Key results

Overall, the project made a significant contribution to the global environment by delivering on its objectives; indeed, it has done this and more. The project's key results were:

- Significant increase in the knowledge about biodiversity in ten rayons in the country.
- The project not only introduced “biotopes” (ecosystems and habitats) into the legislation – which was subsequently adopted – but it also produced a handbook on the “*Rare Habitats of Belarus*” and catalysed Belarus' accession to the Bern Convention.
- Improved coordination and collaboration among key governmental organizations (e.g., MNREP, NAS, the Ministry of Forestry, and SPC).
- Catalysed amendment of the forest code.
- Produced “land management schemes” (or land-use plans), in which biodiversity conservation was integrated for ten selected rayons (or districts). Further, the project catalyzed the process to replicate this to a further 24 rayons.

In addition, the project produced and disseminated methodological guidelines for the production of land management schemes thereby creating a platform for further replication.

- The project updated National Action Plans (NAPs) for three species and developed new NAPs for a further eight species.
- The project produced 956 species maintenance standards or “species passports” which are highly effective mechanisms for biodiversity conservation at a small scale. In effect, the species passports act as micro-protected areas within the productive landscape.
- Training was provided to over 200 people from various governmental organizations.
- Furthermore, there were other, unintended positive spin-offs from the project, including increased the knowledge and surveying skills of members of staff from the NAS and increasing their knowledge of how regulatory frameworks are developed.
- The project's publicity and public relations were universally declared a success – including changing the views and minds of decision makers.

Key issues

There were some aspects of the project that were less positive:

- The project's design was overambitious, particularly with reference to the timing of project activities and the “in-field demonstration activities”. The demonstration activities that the project carried out proved valuable in their own way but, in the larger framework of the project, might appear to be petty distractions – primarily

because the project neither had the time nor the resources to implement the land management schemes in the ten rayons in a meaningful way (nor, indeed, was the project designed to implement the land management schemes)¹. But the point is that the project could have been designed either with few demonstration rayons and make a concerted effort to implement the land management schemes or have simply carried out the land management planning without the “distraction” of implementing small demonstration activities (but inconsequential in the larger scheme of things).

- The monitoring of project activities was in general satisfactory with the exception of the various interventions that were carried out (including the “in-field demonstration activities,” and awareness and public relations activities). The project did not monitor the impact of these activities and thus little quantitative can be said about how successful they were².
- The project made little headway with the Ministry of Agriculture or with the agricultural enterprises in the 10 demonstration rayons – thus, the project did not manage to cover an important area of the productive landscape.
- Questions remain about the sustainability of the processes that the project has put into place and the impacts that the project has had; similarly, questions remain about the degree to which the processes and framework will be replicated across the country.

Evaluation Rating Table

Item	Rating	Comment
Overall Project Results	S	The project has achieved all of its major objectives and yielded satisfactory benefits, with minor shortcomings.
IA & EA Execution		
Overall quality of implementation & execution	HS	The project has been implemented efficiently and effectively with no shortcomings. The project is closing on time (according to the original schedule)
Implementation Agency Execution	HS	The MNREP has proved, once again, to be a reliable and robust execution agency, providing support and a foundation for the project.
Executing Agency Execution	S	The UNDP-CO has provided adequate support for the project with only minor shortcomings (the UNDP-CO Support Staff could have been more supportive of project staff).
M&E		
Overall quality of M&E	S	The M&E framework in the design and at the beginning of the project was based on the standard M&E framework for GEF projects. The only shortcoming of M&E implementation was that while the project did monitor the “in-field demonstrations” and awareness campaigns, the <i>impact</i> (on biodiversity or changing behaviours) was not quantified. ³
M&E design at project start-up	S	
M&E plan Implementation	S	
Outcomes		

¹ Comment from PIU: “Implementation of the land management schemes was not an objective of the project”. *TE response: Amended paragraph for clarity.*

² Comment from PIU: “The project did monitor “in-field demonstration activities,” and awareness and public relations activities. There are appropriate expert reports and feedbacks from land/water users.” *TE response: The key word here is “impact”. The number of publications and views is an indication of change of awareness but the important aspect is changes in behaviour – i.e., actual impact of the work.*

³ PIU comment: “This conclusion sounds rather strange. The Evaluator makes his conclusion that “..the impacts of these interventions remain unknown...” on the possible shortcoming of the standard M&E framework for GEF projects, but not on the REAL M&E measures made by the Project. ALL impacts of the “in-field demonstration activities,” and awareness and PR campaigns were well monitored and evaluated.” *TE response: Rating changed. See footnote 2 and paragraph amended for clarification.*

Item	Rating	Comment
Overall quality of project outcomes	HS	The project achieved what it set out to achieve – and more. Thus, the objectives, outcomes, outputs and indicators were largely achieved.
Relevance	HS	The project adhered strongly to the logframe which, in turn, was sharply focused on the GEF focal area and achieving the NBSAP goals. While the relevance of the demonstration activities to the project objectives and outcomes is open to question, they still retained a focus on biodiversity conservation.
Effectiveness	HS	The project was effective in realising its objective and outcomes. If there was any issue, it lay with the project design. The project has completed the majority of its activities in time for a scheduled closure. Collaboration among organizations assisted the project to achieve this effectively.
Efficiency	HS	The project was a mid-sized GEF grant and it proved good value for money as it delivered on the majority of its outcomes, outputs and indicators. The only shortcomings were the slight distractions that some of the in-field demonstrations represented.
Sustainability		
Overall likelihood of risks to sustainability	ML	With the exception of social sustainability (which was neutral in this project), all other aspects of sustainability are inter-linked primarily because they are dependent on Financial Sustainability. Because nobody could <i>guarantee</i> that the project processes and impacts were financially sustainable (despite the “obligatory” nature of the regulations that the project developed), the different, inter-linked aspects of sustainability were rated as ML
Financial resources	ML	
Socio-economic	-	
Institutional Framework and governance	ML	
Environmental	ML	
Catalytic Role		
Production of a Public Good	HS	Mainstreaming, by definition, is the production of a public good. Therefore, this was rated as being HS. The “in-field demonstrations” have been discussed at length in the main body of the report but in contrast the dissemination of information was S. Replication is underway and was, therefore, rated S, with the caveat of sustainability as discussed in the section on Sustainability
Demonstration	S	
Replication	S	
Scaling up	-	

Summary of conclusions, recommendations and lessons

This project was excellently managed and has achieved all of its objectives and, in a number of areas, has delivered more than planned. It was managed in an effective and cost-efficient way. It was limited only in a small number of ways (e.g., sustainability, replication and in the “in-field demonstration activities”). In conclusion, then, the project will have made a significant contribution to the conservation of biodiversity in productive landscapes in Belarus particularly in those areas in which it worked.

There are a number of recommendations aimed at various target groups and lessons learned from the project’s implementation:

- *Complete the small tasks before project closure.* The protect team has a few small tasks to complete; they should ensure that these final tasks are completed before project closure.
- *Training for project staff.* Project staff could have benefitted from additional training at the beginning of project – this should be done in future project as this will ensure that projects are implemented (even) more effectively.
- *Support for projects from UNDP-CO Support Staff.* The administrative support staff within the UNDP-CO office need to provide full cooperation and support for

project staff – again, to ensure that projects are implemented even more efficiently and effectively – recalling that the projects are the “face” of the UNDP-CO to the Belarusian public.

- *Find mechanisms to ensure replication and sustainability.* The replication and sustainability of processes and impacts is difficult for “enabling” projects, and they are not *guaranteed* with this project despite the project team’s efforts in these areas and the “obligatory” nature of legislation in Belarus. It could be useful for such “enabling” projects to develop an “Post-project Implementation Plan” which would describe the steps and enumerate the resources (human and financial) that are necessary to take the project processes and impacts forward beyond the life of the project. Similarly, a “Sustainability Plan” could also be developed just before the MTR; this would force the project team and partners to implement actions that ensure sustainability.
- *Explore and diversify the GEF projects undertaken in Belarus, and the UNDP-CO’s roles and responsibilities.* Projects to date in Belarus have had an overwhelming focus on wetlands (and peatlands in particular) and avifauna. The partners, including the UNDP-CO should explore the possibility to diversify the biodiversity projects that are developed and, thereafter, implemented in the country – albeit in recognition of the small pool of expertise in the country. One starting point for diversification would be the NBSAP II (and its future editions), which could be used this as a springboard for the development of future GEF projects in the Biodiversity Focal Area. Finally, diversifying partners could also lead to a broader diversity of projects.
- *Continually examine and question the scientists’ vision for ecosystems’ end-states.* The ecosystems in Belarus are currently being managed for a certain vision or end-point – as defined by a limited number of people. It is healthy of question their vision and seek counter-points. This will benefit the biodiversity of Belarus in the long-term.
- *Find mechanisms to enhance performance of the PSC.* Elsewhere this is done by carefully selecting the PSC members for their willingness to commit to the project. The result is that the PSC will not only function better but also i) attendance will be consistent and ii) cooperation and collaboration will be enhanced.
- *“In-field demonstrations”.* While a balance between intangible “soft” outputs (legislation, regulations and plans) and tangible “hard” inputs (infrastructure and materials) is necessary, projects must be realistic about what can be achieved – particularly for mid-sized projects such as this. Project designs need to take this into account.
- *Flexibility in GEF projects.* In countries such as Belarus, where there is an excellent track record of GEF project implementation, there is a strong case for a greater degree of managerial flexibility (e.g., with an agreement amount of unassigned funds) at the UNDP-CO and project manager level.
- *The FSC and PEFC certification acted as a significant incentive for forestries to become involved.* The certifications of the FSC and PEFC provided incentives for the forestries to collaborate with the project; such mutually beneficial incentives should be sought wherever possible.
- *Mid-sized projects should be accurately targeted in their design and seek entry-points for partner organizations.* In contrast to the forestries, the project made little or no gains in their attempts to work with agricultural enterprises. An accurately targeted mid-sized project design – which by definition cannot be too

ambitious because of the limitation of resources – would have simply not targeted agricultural enterprises in the project.

- *The targeted impacts of “enabling” projects should be realistic.* It is highly unlikely that, over the course of a four year enabling project such as this, there will be biodiversity impacts – particularly if those impacts are sought in relatively slow breeding animals (e.g., avifauna or the larger mammalian fauna); indeed, arguably it is disingenuous for project designers to include such impacts into logframes and indicators because these aspects of biodiversity are more likely to be affected by stochastic variation and events than to the impacts of the project’s successes (or otherwise).

Acronyms, Abbreviations and Glossary

APB	Ахова птушак Бацькаўшчыны – the BirdLifeInternational partner in Belarus
AFA	Administrative and Financial Assistant
APR	Annual Project Reports
Bern Convention	The Convention on the Conservation of European Wildlife and Natural Habitats, adopted in Bern, Switzerland in 1979 and coming into force in 1982
CIS	Commonwealth of Independent States (former Soviet republics)
DEX	Direct Execution (when talking of implementation modalities)
EOP	End of project (usually when talking of targets for indicators)
Forestry	The term use to describe areas of forest that fall under the management of the Ministry of Forestry
FSC	Forest Stewardship Council
GEF	Global Environment Facility
GOB	Government of Belarus
IA	Implementation Agency
M&E	Monitoring and Evaluation
MF	Ministry of Forestry
MTR	Mid Term Review
MNREP	Ministry of Nature Resources and Environmental Protection
MOA	Ministry of Agriculture
MOF	Ministry of Forestry
NAS	National Academy of Sciences of Belarus
NBSAP	National Biodiversity Strategy and Action Plan
NEX	Nationally Executed (when talking of implementation modalities)
NGO	Non Governmental Organisation
PA	Protected areas
PEFC	Programme for the Endorsement of Forest Certification schemes
PIR	Project Implementation Reviews
PIU	Project Implementation Unit
PM	Project Manager
PSC	Project Steering Committee
PR	Public Relations
Oblast	The administrative unit that encompasses a number of rayons and which is equivalent elsewhere to regions
Rayon	The smallest administrative unit, equivalent elsewhere to a district
SPC	State Property Committee
Species Passports	Otherwise known as “Species Maintenance Standards”: conservation management plans to regulate economic activity to protect the habitat of a species of animal or plant
SGP	Small Grants Programme
TE	Terminal Evaluation
TOR	Terms of Reference
UNDP-CO	United Nations Development Programme Country Office
UNDP-RTC	The UNDP-GEF Regional Technical Centre in Bratislava

1 Introduction

1.1 Purpose of the evaluation

1. The Terminal Evaluation of the UNDP-GEF project “Mainstreaming Biodiversity Conservation into Territorial Planning Policies and Practices” was carried out according to the UNDP-GEF Monitoring and Evaluation Policy. Thus, it was carried out with the aim of providing a systematic and comprehensive evaluation of the performance of the project by assessing its design, processes of implementation, achievement relative to its objectives. Under this overarching aim, its objectives were i) to promote accountability and transparency for the achievement of GEF objectives through the assessment of results, effectiveness, efficiency, relevance, sustainability and impact of the partners involved in the project, and ii) to promote learning, feedback and knowledge sharing on the results and lessons learned from the project and its partners as a basis for decision-making on policies, strategies, programme management and projects, and to improve knowledge and performance. As such, this Terminal Evaluation was initiated by UNDP-Belarus, as the GEF Implementation Agency for the project, to determine its success in relation to its stated objectives and to understand the lessons learned through the implementation of the project.

2. The Terminal Evaluation was conducted by one international consultant. The consultant was independent of the policy-making process, and the delivery and management of the assistance to the project; the consultant was also not involved in the design, implementation and/or supervision of the project.

3. The Terminal Evaluation was carried out over a period of 20 days starting on 22 October 2013, just over one month before the project was due to close (on 31 December 2013). Carrying out the Terminal Evaluation at this point was in line with UNDP/GEF policy for Terminal Evaluations.

1.2 Scope and methodology

4. The approach for the Terminal Evaluation was determined by the Terms of Reference (TOR, see Annex I). The TOR were followed closely and, therefore, the evaluation has focused on assessing i) the concept and design of the project, ii) its implementation in terms of quality and timeliness of inputs, financial planning, and monitoring and evaluation, iii) the efficiency, effectiveness and relevance of the activities that were carried out, iv) whether the desired (and other undesirable but not intended) outcomes and objectives were achieved, v) the likelihood of sustainability of the results of the project, and vi) the involvement of stakeholders in the project’s processes and activities.

5. The Terminal Evaluation included a thorough review of the project documents and other outputs, documents, monitoring reports, Annual Project Reports (APR), Project Implementation Reviews (PIR), relevant correspondence and other project related material produced by the project staff or their partners. The evaluation assessed whether a number of recommendations that had been made following the Mid-Term Review (MTR), and monitoring and support visits from a member of the Biodiversity staff of UNDP’s Regional Technical Centre in Bratislava had been implemented and to ascertain the explanations if they had not been.

6. The Terminal Evaluation also included a short mission to Belarus between 26 – 31 October 2013 (see Annex II for the itinerary of the mission). The evaluation process during the mission followed a participatory approach and included a series of structured and unstructured interviews, both individually and in small groups. A site visit was also conducted i) to validate the reports and indicators, ii) to examine, in particular, any infrastructure development and equipment procured, iii) to consult with local authorities or government representatives, and local communities, and iv) to assess data that may be held only locally. The evaluator worked with the Project Staff and particularly with the Project Manager (PM) throughout the evaluation. Particular attention was paid to listening to the stakeholders' views and the confidentiality of all interviews was stressed. Whenever possible, the information was crosschecked among the various sources. A full list of people consulted over the course of the mission and by telephone, skype or email thereafter is given in Annex III.

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

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

9. The logical framework with Outcomes, Outputs and indicators towards which the PIU worked formed the basis of the Terminal Evaluation.

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

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

Rating	Explanation
Highly satisfactory (HS)	The aspect had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency
Satisfactory (S)	The aspect had minor shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency
Moderately Satisfactory (MS)	The aspect had moderate shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency
Moderately Unsatisfactory	The aspect had significant shortcomings in the achievement of its

(MU)	objectives in terms of relevance, effectiveness and efficiency
Unsatisfactory (U)	The aspect had major shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency
Highly Unsatisfactory (HU)	The aspect had severe shortcomings in the achievement of its objectives in terms of relevance, effectiveness and efficiency

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

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

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

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

13. A debriefing was given to the Head of the Energy and Environment Unit in the UNDP-CO at the end of the mission in Belarus (at 09.30 on 31 October 2013 at the UNDP offices in Minsk).

14. The Terminal Evaluation was carried out with a number of audiences in mind, including: i) the Ministry of Natural Resources and Environmental Protection (MNREP), ii) the Institutes of Experimental Botany and Zoology of the National Academy of Science (NAS), iii) the Institute for Land Management, Geodesy and Cartography within the State Property Committee (SPC), iv) the Executive Committees at the regional and district levels – not only those involved with the project but also those with the potential to replicate the land management schemes produced within the project, v) the UNDP-CO and UNDP-RTC in Bratislava, and vi) the GEF.

1.3 Structure of the evaluation report

15. The report follows the structure of Terminal Evaluations recommended in the UNDP Evaluation Guidance for GEF-Financed Projects. As such, it first deals with a description of the project and the development context in Belarus (Section 2), it then deals with the Findings (Section 3) of the evaluation within three sections (Project Formulation, Project Implementation and Project Results, respectively). The report

then draws together the Conclusions, Recommendations and Lessons from the project (Section 4).

2 Project Description and Development Context

2.1 Project start and duration

16. The project was formulated as a four-year project. The Project Document was signed on 23 December 2009 with a start date of 01 January 2010. It is due to close on 31 December 2013, with the Project Manager and Administrative and Financial Assistant working until the end of December. It has, therefore, kept to its intended timeline.

2.2 Problems that the project sought to address

17. There has been a fair amount of biodiversity conservation focused work in formally protected areas in the country⁴; however, the work in productive landscapes, to date, has been more limited. This project aimed to fill this gap. This is pertinent because the majority of biodiversity loss has occurred in productive landscapes through transformation of the land. Such transformation occurred primarily during the country's Soviet era (when economic activities and development took precedence over environmental considerations) but since the early 1990s, some land-use practices – such as hay-making – have reduced and this has led to significant vegetation changes.

18. The project chose to approach this through land-use planning – or territorial planning as it is more often translated. Such a vision stems directly out of the NBSAP I(1998) in which it was acknowledged that mainstreaming biodiversity conservation into productive areas outside of protected areas was necessary. Most notably, biodiversity had not previously been included in the plans developed in the agriculture, forestry, flood defence and land use planning. The project was identified as a mechanism for carrying out pilot projects to demonstrate how this could best be done.

2.3 Baseline Indicators established

19. All of the baseline indicators were established at the beginning of the project with the exception of one. This was the third indicator of the second Outcome – “Population of following indicator species outside protected areas remains stable”; the baselines for this indicator were established by 30 June 2011 (thus, before YR2 of the project as indicated in the project document; this was reported in the PIR of 2011).

2.4 Main stakeholders

20. There were a number of stakeholders, largely reflecting the central and local levels at which the project's activities were targeted. At the republican level, the principal partners for the project were the MNREP – as the executor of the project, the NAS (both the Institutes of Zoology and Experimental Botany), APB, Ministry of

⁴Including UNDP/GEF projects: “Catalyzing Sustainability of the Wetland Protected Areas System in Belarusian Polesie through Increased Management Efficiency and Realigned Land Use Practices”

Forestry (responsible for developing and monitoring forest policy in the country), Ministry of Agriculture (responsible for developing and monitoring policy for state agriculture), and Institute for Land Management, Geodesy and Cartography within the State Property Committee (SPC, which determines land use and regulation through the development of proposals for the priority lines of state land policy, drafts regulatory acts for land legislation and ensures their practical application).

21. At a more local level, the project worked specifically with the Executive Committees and the technical staff in ten districts across the country: Rechica (Gomel Oblast), Rogachev (Gomel Oblast), Ivacevichy (Brest Oblast), Volozhin (Minsk Oblast), Korelichi (Grodno Oblast), Slonim (Grodno Oblast), Klichev (Mogilev Oblast), Bobruysk (Mogilev Oblast), Rossony (Vitebsk Oblast) and Glubokoe (Vitebsk Oblast).

2.5 Expected results

22. The project worked from the foundation provided by the NBSAP. This stated that land-use policies and management practices in the country would take into account important biodiversity. The NBSAP strives for such “ecologically-balanced planning of a territorial unit which means that selection of the location and the area of urbanized development, agriculture, forestry guarantee a normal functioning of ecosystems and their components and the conservation of historically established conditions of evolution of genetic resources. Such a sustainable planning structure should be based on a highly dispersed distribution of territories where natural ecosystems, united into an integrated regional system through natural migration tracks, would prevail.” The main barriers to realizing this vision are listed, in the Project Document as being: (a) systemic regulatory barrier; and (b) knowledge barrier. The project, therefore, worked to overcome these barriers specifically by integrating biodiversity into rayon (or district) land management schemes (or land-use plans). The expected result is maintained biodiversity within the productive landscapes of Belarus.

3 Findings

3.1 Project Formulation

3.1.1 Analysis of the LFA

23. The project’s overall goal was expressed as: “to ensure ecologically-balanced land use planning at the district level, wherein productive activities outside protected areas are managed in ways that guarantee a normal functioning of ecosystems and their components and the preservation of historically established conditions of evolution of genetic resources”. In retrospect, the project may have done little to contribute to influencing the ways in which “activities outside protected areas are managed” with the exception of within the small areas covered by the species maintenance standards (or “species passports”) and in the way in which rare ecosystems are protected. This was no fault of the project and its implementation but, rather, the way it was designed.

24. Below this overall goal, the project’s objective was “to mainstream biodiversity conservation priorities into Belarusian territorial planning policies and practices” as accurately portrayed by the project’s title. One indicator was selected to measure the achievement of this objective (Table 3) although, in reality, this indicator had two

targets – one was the actual target for the project and the other was a replication target.

Table 3. The indicators, baseline figures and end-of-project targets for the project's objective.

Indicator	Baseline	EOP target
Land area for which integrated land-use plans that deliver biodiversity benefits outside PAs are developed and under implementation	0 ha	Approximately 2 million ha (10 districts) Additional 7.4 million hectares have commenced replication

25. The project was designed to have two Outcomes: i) enabling regulatory, policy and institutional framework for land-use planning that reflects biodiversity considerations outside protected areas and ii) tested models for development and enforcement of biodiversity-compatible territorial plans outside PAs. There were a total of seven indicators associated with these Outcomes (three and four, respectively, for Outcomes One and Two).

Table 4. The indicators, baseline figures and end-of-project targets for Outcomes One and Two.

Indicator	Baseline	EOP target
Outcome One		
Number of sectoral regulations and methodological guidelines that facilitate the incorporation of biodiversity conservation requirements into planning and management of land use outside protected areas (to be tracked in more detail through the SO 2 Tracking Tool)	0	8
Changes in procedures for monitoring land use plans	Old monitoring system is obsolete and non-operational	New monitoring system involving key actors (with roles and responsibilities shared among State Committee on Property, MNREP, Academy of Sciences, Belarusian National Institute for Land Use based on comparative advantage) is approved and under implementation
Number of government staff trained in collection of biodiversity information and integration of this into the development and implementation of land use plans (Note: A more detailed tracking of capacity development impacts at the systemic, institutional and individual levels will be based on the UNDP Capacity Development Scorecard)	0	At least 30 officers

Outcome Two		
Species maintenance standards covering vulnerable/ threatened biotopes and species	Approximately 10-20 species maintenance standards	1,000 species maintenance standards
Increase in land area outside protected areas where threats to vulnerable/ threatened biotopes from economic activities are controlled	0 ha	Sustainable land uses (logging, hay-making, pasture management, fishing, hunting, recreation) demonstrated in following key biotopes: Mires: 12,000 ha; Floodplain meadows: 8,000 ha; Lakes: 5,000 ha; Forests of high natural value such as floodplain wet deciduous forests: 20,000 ha
Population of following indicator species outside protected areas remains stable: Aquatic warbler (vulnerable – global threat status) for fen mires; Greater spotted eagle (vulnerable) for floodplain wet deciduous forests; Bittern (depleted) for lake, reed-bed and oxbow ecosystems; Great snipe (near-threatened) and Black-tailed godwit (near threatened) for meadows; European otter (near threatened) for small river ecosystems; overall fish population dynamics for glacial lakes.	Baseline populations	No decrease over baseline values
% of local land-users in 10 districts who are conducting economic activities in ecologically sensitive areas and receive in-field training and technical assistance with implementing modified practices	0	100%

26. Of the indicators at the Outcome and output level, there were issues with two. The first result towards which the project was working was to “increase in land area outside protected areas where threats to vulnerable/ threatened biotopes from economic activities are controlled” with the project supposed to demonstrate this in various areas in different habitats (or biotopes). The project activities were generally at very small scales and so it is unclear whether the project really had impact on the entire areas indicated here⁵.

27. The second result towards which the project was working was to demonstrate that the populations of various “indicator species outside protected areas remain[ed] stable”. While GEF projects should be designed to result in biodiversity impacts,

⁵ PIU comment: “Resulting numbers are the sum of protected habitats under the protection of species maintenance standards and specially protected forest areas from Forest Management schemes of the project rayons.” *TE response: Paragraph amended.*

given the project's "enabling" strategy, it is very difficult if not impossible to associate any changes in population size of the selected species to the work of the project. Indeed, it may be disingenuous for projects that work to create an enabling environment and build capacity to include such indicators as the species in question will be more susceptible to stochastic variation and events than to the impacts of the project's successes (or otherwise).

28. In the above two issues, the TE concurs with the analysis of the MTR.

29. Could the logframe and the indicators have been improved? In practice, the project was primarily about developing a regulatory framework for land-use planning, testing the planning process by producing land-use plans in ten rayons and building capacity. The creation of the enabling environment was adequately measured as was the production of legislation and of rayon-level land-use plans. However, there could have been better indicators for the capacity development – for it is neither simply the number of officers that receive training (in the indicator for the "number of government staff trained in collection of biodiversity information and integration of this into the development and implementation of land use plans") nor the percentage of land-users who receive training (in the indicator for the "% of local land-users in 10 districts who are conducting economic activities in ecologically sensitive areas and receive in-field training and technical assistance with implementing modified practices") but rather how the training and technical assistance is *used* or *put into practice* following the training particularly some time (say, one or two years) after the training has occurred.

30. In addition, there were aspects of the project's design which were overambitious – particularly in what was suggested for the "in-field demonstration activities" for land-users (for further discussion see section on Attainment of Objectives). Finally, the timelines were unrealistic: the initial timeline suggested that the ten rayon land-use plans should be completed within the first year of the project. The reality was that because of the process, including surveying, mapping, drafting, negotiating, agreeing, finalising and then seeking approval, the project only managed to produce land-use plans at a rate of three per year. This, of course, has implications for sustainability for the process (see further discussion in the section on Sustainability).

3.1.2 Assumptions and risk analysis

31. The Project Document included a risk analysis and the risks were rated, as is usual, as being High, Medium or Low risk. The risk analysis, however, rated all risks as being Low with only two risks being rated a higher risk – and then only "Low to Medium" risk. Detailed strategies were provided to mitigation each of the identified risks.

32. Given the analysis presented in the section on Sustainability in this report, it appears that some of the risks were underestimated. For example, the first, objective level risk, stated that

"The State [Property] Committee [SPC] and MNREP are not interested in transferring lessons to additional districts"

33. The TE found that while both the SPC and MNREP were both *interested* in transferring the lessons and replicating the practices, it is only moderately likely that they will do so (see section on Sustainability for full analysis) and they may not replicate the lessons across *all* 118 districts but only a few (with only ten to date under

this project and another 24 having been catalysed by this project; time will indicate how far this ultimately spreads). This is the case despite the “obligations” to the contrary.

34. The one risk that does not appear in the risk analysis was specifically the engagement of the Ministry of Agriculture and the agricultural enterprises. The Project Document alludes to this:

“Key government actors/institutions are not fully engaged and committed to the project strategy.”

35. Here, the agricultural sector is not specifically mentioned (as arguably it should have been because of the land coverage of agriculture in the productive landscape and the risk that it represented) and, in addition, the risk was given a “Low” rating. In reality, the project made little headway with the agricultural sector and this should have been identified as the project was being designed.

3.1.3 Lessons from other relevant projects

36. The project had good linkage with previous GEF projects – e.g., both the so-called “Peatlands I” project and the “Polesie” project. It not only incorporated the lessons learned from those projects but also built on processes. One example of this was the use of species maintenance standards, produced in small numbers during the “Polesie” project. The project worked to build on this foundation. There were other foundations – again, for example, the further testing of repellents to reduce human-wildlife conflict and to reduce the incidence of road-kills.

37. Another example of lessons learned from previous UNDP-GEF projects was the decision to focus on “willing” rayons in which to develop the land-use plans. This is a direct lesson learned from the previous “Polesie” project – which demonstrated that project results were significantly better in those rayons that were willing partners. The current project worked in ten, selected rayons: these were, therefore, partly selected on the basis of their willingness to participate with the project.

38. In addition, the efforts by the UNCP-CO and the UNDP-GEF RTC in Bratislava to encourage sharing of experiences across the region are highly appreciated by the recipients (principally the PM). However, it was expressed that it could go further and specific training provided.

3.1.4 Planned stakeholder participation

39. In its formulation, a number of key stakeholders were involved – particularly at the central level. These specifically included the NAS, the MNREP, MF, SPC, APB and UNDP-CO.

40. One of the key aspects of stakeholder involvement during the implementation of the project was during the development of the land-use plans (or land management schemes) particularly at rayon level. In other words, a participatory approach was taken in the development of these plans and this approach proved very successful. Indeed, the onus has shifted over the course of the project, from a central process with input from the rayons to a rayon-level process with support from the central authorities.

41. At the republican level, a broad range of governmental and scientific stakeholders were involved – in line and continuation of the foundation developed during the project formulation phase.

42. In conclusion, the stakeholder engagement through the project was, given the circumstances of contemporary Belarus, **Satisfactory**.

3.1.5 Replication approach

43. As with many other CIS countries, there is a strong degree of commitment to replication and scaling-up. The selection of the ten demonstration rayons was done on the basis the diversity – thus, with the hope that a broad range of lessons could be learned from them for replication across the country. The project was also committed to disseminate the lessons learned from the demonstration rayons. The results of this approach are presented later in this report.

3.1.6 Role of UNDP-CO and their comparative advantage

44. In the context of Belarus, UNDP has a strong competitive advantage over other Implementation Agencies: in effect, it has the monopoly over the development and implementation of biodiversity projects in the country.

45. Through the implementation of the project, the UNDP-CO provided support for processes rather than driving them. This extends to the UNDP-CO's role in the country: the initiation and development of projects are largely driven by the country itself. There are many advantages to this approach (e.g., it significantly increases country drivenness and ownership). There are, however, a few disadvantages. Because there is limited depth of capacity in Belarus (in terms of the number of people involved in the sector), the sector may have become dominated by a small handful of people with a specific but not necessarily balanced view of priorities. This appears to be happening in Belarus. One way of overcoming this issue is to develop a balanced NBSAP (perhaps through a well-facilitated process) and use this as a springboard for the development of future GEF projects in the Biodiversity Focal Area.

46. In addition, because the UNDP-CO has such a monopoly over the development and implementation of biodiversity projects (as well, perhaps, in other sectors), it has a significant responsibility to ensure that the foundation and processes that are put into place mean that the biodiversity priorities are being addressed.

3.1.7 Management arrangements

47. The project was implemented under a slightly modified National Execution (NEX) modality through the Ministry of Natural Resources and Environmental Protection. However, with the exception of a float that was granted to the PIU for small costs (that were approved through the annual workplans and accounted normally), all contractual payments were made directly by the UNDP-CO. As such, the UNDP-CO managed all project funds, including budgetary planning, monitoring, revisions, disbursements, record keeping, reporting and auditing. In conclusion, the project was implemented under this modified NEX modality with UNDP making direct payments. While interviewees reported that at times the UNDP-CO was slow to respond to requests, it appears that this arrangement was not a significant obstacle or barrier to efficient implementation of the project; on the contrary, this has been a very effective mechanism for implementation.

48. Project oversight was carried out by a Project Steering Committee (PSC) that chaired by the Deputy Minister of Natural Resources and Environmental Protection.

49. The National Project Coordinator was the Deputy Minister within MNREP while the project's team provided secretariat services to the PSC.

50. Two PSC meetings were held per year throughout the duration of the project. The PSC meetings were held in Minsk.

51. However, the PSC meetings were often attended by delegated people rather than the people that were originally conceived as members of the PSC. This has happened in previous projects and is acknowledged as a symptom of a lack of commitment in some areas of government to such environmental matters. In the Recommendations section, alternatives are explored to try to ensure attendance and commitment from all PSC members. In summary, the PSC did not function as it should or how it was envisaged in the design of the project.

52. The project's activities were implemented by a small team of people, the PIU, based within the MNREP in Minsk and, where appropriate, by contracted persons or organizations. Within the limitations of Belarus (see section below on Effectiveness and Efficiency), all contracts and procurement were awarded after a competitive tendering process, adhering to UNDP procurement rules. The project team and the UNDP-CO jointly prepared all tender documents and terms of reference, and the UNDP-CO, through the direct payment modality, was the contracting agency.

53. At the republican level, the project, through the PM, the Chief Biodiversity and Ecosystem Management Expert and the Land-use Planning Expert, had an excellent working relationship with the MNREP, the SPC and the members of the PSC. In addition, the team formed good working relationships with the technical staff of the pilot rayons. All stakeholders who were met over the course of the TE mission displayed respect for the PM and his team, and knowledge of the project and its objectives.

3.1.8 Project staff

54. With the exception of the Public Relations Specialist (who joined the project during its implementation, see Table 5), the composition of the project remained the same through the duration of the project thus allowing for continuity. The team worked well together and were effective.

55. With the exception of the AFA and the PR Specialist, the project team had previously had associations with or worked on GEF projects, or with other large donor projects. They were, therefore, well acquainted with the systems. However, the AFA was new to the processes and while she managed to learn the processes in an efficient way as the project progressed, some form of training would have been the most effective way of getting her fully up to speed.

Table 5. The staff employed over the implementation of the project, their positions and their duration of employment.

Name	Position	Period of service
Vladimir Koltunov	Project Manager	March 2010 – December 2013
Mikhail Maksimenkau	Chief Biodiversity and Ecosystem Management Expert	March 2010 – December 2013
Gennadij Dudko	Land-Use Planning Expert	March 2010 – August 2013

Elena Bondarenko	Administrative and Financial Assistant	March 2010 – December 2013
Iryna Novak	PR Specialist	June 2011 – November 2013

3.2 Project Implementation

3.2.1 Feedback from M&E activities used for adaptive management

56. The adaptive management demonstrated by the project can be illustrated by two examples. First, as described above the project design envisaged the completion of all ten rayon-level land use plans within a short period of the beginning of the project. This proved impossible: the process was long and it was only in 2013 that the process for all ten rayons was completed. Second, also as described above, the project design was unrealistic about some of the pilot activities – for example, the “restoration of the hydrological regime on disturbed mires”. It should be recalled that this project was a mid-sized GEF project and thus it is understandable when the project dropped this activity that was well beyond the reach of its budget.

57. In response to these issues, the project found mechanisms to move forward. It produced land-use plans at an average rate of three per year. In other words, despite the original timeline, the project moved forward and managed, by the end of the project, to complete the task of producing ten land-use plans.

3.2.2 Project Finance

58. The project was funded by the GEF with substantial co-finance from the Government of Belarus (see Table 6).

Table 6. The value of the project including the funding from GEF and sources of co-finance and leveraged funds (both cash and in-kind).

Type	Donor	Value (USD)
UNDP-managed grants	GEF	971,000
	UNDP	-
Partner-managed grants	Government of Belarus	7,084,300
TOTAL		8,055,300

59. The funding expended by the GOB was distributed as follows:

60. The SPC expenditure included:

- Development of land management schemes for 40 rayons

61. The Ministry of Forestry expenditure included:

- Basic forest management of forestries located on the territory of pilot rayons
- Amendment of the State Forest Code

62. The MNREP expenditure included:

- Improvement of regulatory and legal framework for biodiversity conservation
- Identification and protection of rare and endangered species of animals and plants
- Elaboration of measures and development of action plans aimed at preserving globally threatened species

63. As would be expected, the planned budget was not evenly distributed by Outcome (see Figure 1; for the sake of this discussion, the Project Management expenses in the Figures and Tables are listed as ‘Outcome 3’). Indeed, 13.5% of the budget was allocated to Outcome 1 while 76.5% was allocated to Outcome 2.

64. As expected, ‘Outcome 3’, the project management budget was less than 10% of the GEF grant at 9.99% of the value of the grant.

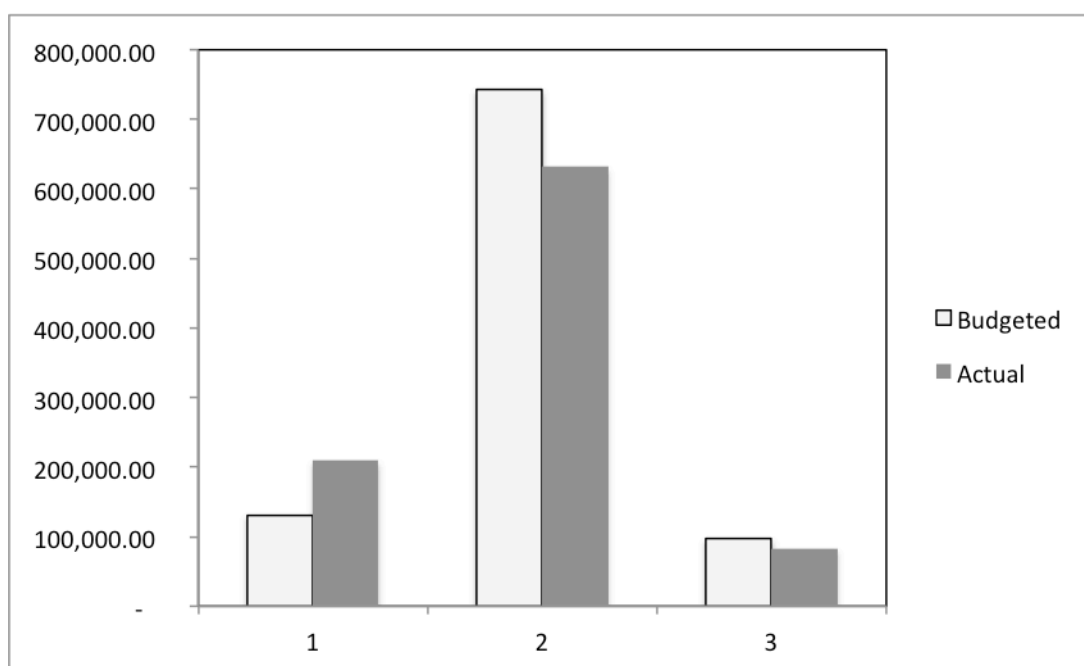


Figure 1. The distribution of budgeted funds across the different outcomes and how the funds were actually spent (note that “Outcome 3” represents the Project Management budget line).

65. The implementation of the project followed usual UNDP-GEF procedures with the workplan and associated budget being examined and endorsed by the PSC each year and further signed by the National Project Director and the Head of the UNDP-CO. Across all Outcomes, the project managed to balance the agreed budget with the actual expenditure.

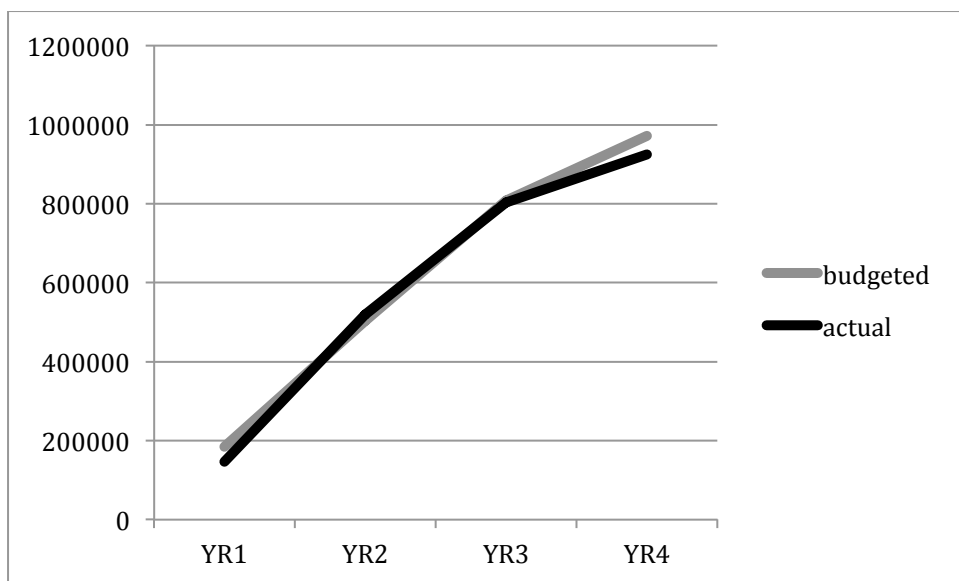


Figure 2. The cumulative actual expenditure (dark solid line) relative to the approved budget (lighter solid line) illustrating that across all Outcomes, the project consistently underspent its budget

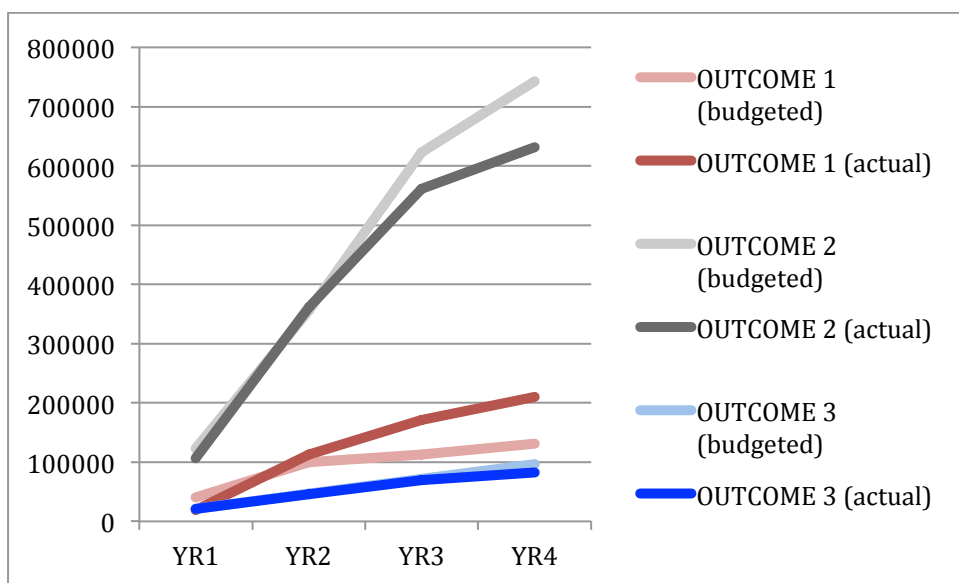


Figure 3. The cumulative actual expenditure (more solid lines) relative to the approved budget (fainter lines) illustrating that while Outcome 1 was overspent in YRS2, 3 and 4, Outcome 2 and the Project Management budget (Outcome 3) were consistently underspent.

66. However, when this is broken down by Outcome, there was overspend in Outcome 1 (see the annual budget of GEF funds, by Outcome, with associated expenditure in Table 8 and Figure 1). The overall overspend on Outcome 1, over all four years, was USD 78,875.07 or 160% of the budgeted amount for this Outcome. When examining the overspend by year, the first year was underspent but thereafter, there was consistent overspend in YRs 2, 3 and 4 (and especially in YR3 where the overspend was 471% of the allocated budget). Overall, the overspend represents

8.2% of the overall grant. Because this was less than 10%, it represented a minor amendment and the budget revisions were approved by the UNDP-CO and the PSC.

67. In contrast, Outcome 2 and the Project Management allocation were consistently (but not significantly) underspent.

68. Finally, during the course of its implementation, the project managed to leverage funding from various private sector organizations, NGOs and other projects (see Table 7).

Table 7. The funding leveraged by the project.

Date	Organization	Reason	Amount (USD)
21-22 Apr 2011	"Triple" Ltd	Environmental campaign dedicated to the Earth day	950
2 Apr 2012	APB	Action dedicated to the Earth day	60
22 May 2012	APB	Field workshop "Biodiversity maintenance on the territories adjacent to peat fields. Balance of environmental and economic interests"	600
4-6 July 2013	Co-financing from the project 76991	Study seminar "Improving the legal framework for the conservation of biodiversity in the Republic of Belarus" in Braslau NP	1,209
29 Nov 2013	Coca-cola	Official presentation of the handbook "Rare Habitats of Belarus" and photo exhibition "Yelnya Bog: 9000 Years of Beauty"	1,000
	Co-financing from the Project 82884		500
	Co-financing from the Project 76991		500

Table 8. The budget (as it appears in the annual, approved workplan) and actual expenditure, by Outcome and funding source, for the project.

	GEF			Co-Finance			Total		
	Budgeted	Actual	%	Budgeted	Actual	%	Budgeted	Actual	%
Outcome1	131,000.00	209,875.07	160%	7,084,300.00	6,700,806.00	95%	7,215,300.00	6,910,681.07	96%
Outcome2	43,000.00	632,113.71	85%				743,000.00	632,113.71	85%
Outcome3	97,000.00	82,984.34	86%				97,000.00	82,984.34	86%
Total	971,000.00	924,973.12	95%	7,084,300.00		0%	8,055,300.00	7,625,779.12	95%

Table 9. The detailed annual expenditure of GEF funds, by year and by outcome, relative to the approved budget.

	YR1 2010			YR2 2011			YR3 2012			YR3 2013		
Outcome	Budgeted	Actual	% spent	Budgeted	Actual	% spent	Budgeted	Actual	% spent	Budgeted	Actual to 16/Oct/13	% spent
1	40,500.00	19,000.08	47%	59,700.00	93,482.94	157%	12,580.00	59,244.67	471%	18,220.00	38,147.38	209%
2	123,012.00	106,581.47	87%	232,954.00	255,012.32	109%	267,102.00	199,542.35	75%	119,932.00	70,977.57	59%
3	21,120.00	21,087.59	100%	25,640.00	24,565.50	96%	25,120.00	24,229.77	96%	25,120.00	13,101.48	52%
Total	184,632.00	146,669.14	79%	318,294.00	373,060.76	117%	304,802.00	283,016.79	93%	163,272.00	122,226.43	75%

	TOTAL		
Outcome	Budgeted	Actual	% spent
1	131,000.00	209,875.07	160%
2	743,000.00	632,113.71	85%
3	97,000.00	82,984.34	86%
Total	971,000.00	924,973.12	95%

Table 10. Co-financing table: the planned and actual co-financing for the project.

Co-finance (type/source)	UNDP own financing		GOB financing		Partner agency financing		Total	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	-	-	7,084,300.00	6,700,806.00	-	-	7,084,300.00	6,700,806.00
Loans/concessions	-	-	-	-	-	-	-	-
• In kind support	-	-	-	-	-	-	-	-
• Other	-	-	-	-	-	-	-	-
Totals	-	-	7,084,300.00	6,700,806.00	-	-	7,084,300.00	6,700,806.00

3.2.3 Monitoring and evaluation

69. The monitoring framework, as it appeared in the Project Document, standard M&E framework for UNDP-GEF projects. At a broad level, this was set out and was largely successful.

70. However, the monitoring needs were somewhat underestimated both in the design and in implementation. This project carried out the following tasks ‘in the demonstrations: i) land-use plans for 10 rayons, ii) “in-field demonstration areas” and iii) public relations and communication activities. Each intervention in that the project implements demands monitoring of its impacts as well as aspects as the unintended consequences. In addition, awareness and public campaigns target specific segments of the population. When such campaigns are undertaken, projects should make efforts to monitor the degree to which they are effective in passing across their message but also, more importantly, whether they are having an impact by changing behaviour.

71. Monitoring the impacts of all these interventions is obviously a time- and resource-consuming task. The project was no exception in that it did not monitor to the depth all that it should have. Furthermore, the ethos of monitoring impacts (as well as other aspects such as unintended consequences) should be built into sustainability plans such that as project processes are continued and even months after the life of the project, monitoring by partners (in this case, primarily the Government and NAS) should continue. Of course, to monitor absolutely everything is impractical; thus, again with input from institutes such as the NAS, a monitoring protocol based on sound sampling methodologies should be put into place at the beginning of projects with sustainable mechanisms for resourcing after the life of the project.

3.3 Project Results

72. As the project reaches closure, it has achieved the majority of its objectives as measured by the indicators for the different Outcomes and Outputs. Indeed, it has done this and more. Under each outcome and output, the project has delivered more than simply the results as measured by the indicators.

3.3.1 Attainment of objectives

73. The project’s objective was to mainstream biodiversity conservation into national and rayon level land-use plans. As such, it focused on working on the regulatory framework – specifically the regulatory, policy and institutional framework (Outcome 1) – and, thereafter, testing this by carrying out actual land use planning in 10 districts (or rayons) across the country (Outcome 2).

74. The project delivered on its objectives (see Table 10); indeed, it has done more. As an example of the additional delivery, the project has been a significant catalyst to Belarus’ accession to the Bern Convention. Belarus ratified the Convention on 19 February 2013 and this came into force on 01 June 2014 (with reservations⁶).

⁶A description of the reservations by Belarus is listed on <http://conventions.coe.int/Treaty/Commun/ListeDeclarations.asp?NT=104&CM=8&DF=&CL=1>

75. In addition and importantly, there was also improved coordination and collaboration among organizations. One notable example of this is the enhanced collaboration between the Ministry of Natural Resources and Environmental Protection (MNREP) and the Institute for Land Management, Geodesy and Cartography within the State Property Committee (SPC).

76. The key results of the project can be summarised as being:

- Through the work to survey the ten rayons as part of the process to develop the land management schemes, the project significantly increased the knowledge base about those areas.
- The introduction of ecosystem and habitat thinking in conservation in Belarus. Prior to the project, almost all biodiversity conservation planning and action was species focused. The project not only introduced “biotopes” into the legislation – which was subsequently adopted – but it also produced a handbook on the “*Rare Habitats of Belarus*” and catalysed Belarus’ accession to the Bern Convention (as described above).
- At the request of the PSC, the forest code was amended under the project.
- Produced “land management schemes” (or land-use plans) for ten rayons (or districts) including for: Rechica (Gomel Oblast), Rogachev (Gomel Oblast), Ivacevichy (Brest Oblast), Volozhin (Minsk Oblast), Korelichi (Grodno Oblast), Slonim (Grodno Oblast), Klichev (Mogilev Oblast), Bobruysk (Mogilev Oblast), Rossony (Vitebsk Oblast) and Glubokoe (Vitebsk Oblast). These rayons were selected because of their differences (i.e., to test the system in different situations – e.g., there was a significant difference in forestry coverage across the demonstration rayons, ranging from 18 – 80% coverage) but also because the rayon executive bodies were amenable to the process. The process has not ended there but there have been pledges of resources for replication in 24 other rayons (thus, contributing to ensuring replication).

The land management schemes were mapped at a scale of 1:50,000 (see Annex VII). Overall, the integration of biodiversity in these land-use plans was innovative.

In addition, the project produced guidelines for the production of land management scheme: thus, methodological processes for how these should be produced and how biodiversity should be integrated into them. These guidelines have been published and disseminated and now represent an instrument for use by the MNREP.

- The project updated National Action Plans (NAPs) for three species and developed new NAPs for a further eight species.
- The project produced 956 species maintenance standards or “species passports” which are highly effective mechanisms for conservation at a small scale. In effect, the species passports act as micro-protected areas.
- The collaboration that was established among the MNREP, the Institute for Land Management, Geodesy and Cartography within the State Property Committee (SPC) and the Forestry Department.
- Training was provided to over 200 people from various governmental organizations. The TE established that this is being used: for example, the Land

Management Services at the rayon level can now take biodiversity into account when making decisions on infrastructural development.

- Furthermore, there were other unintended positive spin-offs from the project. For example, the members of staff within the NAS who were involved in the project i) increased their knowledge and skills and ii) learned how regulatory frameworks (e.g., NAPs and species passports) are developed. In addition, the project undertook trials to determine how repellants may be used to reduce road-kills of wildlife and to minimize human-wildlife conflict. Further, the data from surveys have been used for other management planning activities (e.g., the nature reserve “Nalibokskij”).
- The project invested in publicity and public relations (e.g., production of a film “*Attention! Goldenrod*”; media invitation when carrying out “in-field demonstration activities – thereby increasing awareness particularly of tangible inputs but also as a mechanism to ensure acknowledgement of receipt of inputs); universally, this was declared a success – including changing the views and minds of decision makers (even though the project did not monitor that success; for more on this, see section on Monitoring and Evaluation).

77. On a slightly less positive note, the project design included “in-field demonstration activities for land-users”. The list of proposed “pilot activities” included:

- Sustainable cattle grazing (duration, load) to minimize impact on Sandpiper colonies and support the right vegetation
- Sustainable hay-making (timing, methods) on floodplain meadows and fen mires in order to keep them in their open state (without bushes)
- Sustainable forest management in forests that are of special biodiversity importance and/or are habitats for protected species. This could include measures for conservation of under-growth and forest floor; low-impact/selective logging in biotopes of forest bird species such as the Greater Spotted Eagle, increasing the proportion of natural forest regeneration as opposed to afforestation
- Restoration of the hydrological regime on disturbed mires
- Development and implementation of fishing activities on two lakes taking into consideration the interests of biodiversity such as modifications to management of pond bottoms
- Development and implementation of sustainable hunting practices
- 2-3 pilot projects will be directed at agricultural organizations operating in areas of high biodiversity to identify practical land use options such as adjustments to the annual and perennial crop rotation in areas important for certain species. This will be a logical continuation of agricultural land management schemes that regulate agrarian land use (structure and placing of agricultural crops, loading of pastures, etc.) on the lands of large agricultural organizations.

78. As has been pointed out in the section on Project Formulation, many of these proposed pilot activities are worthwhile but they are each equally worthy of a mid-sized GEF in and of themselves. They were simply too ambitious.

79. Still compelled to do *something* on the ground, the project implemented a small number of pilot projects (see Annex IV) and some in-the-field inputs (including information boards ($N = 16$) and one water-flow barrier). Much to the surprise of the PM, the signboards lasted the duration of the project without vandalism. It was also pleasing to note that the water-flow system appeared to have contributed to re-wetting a previously disturbed swamp system. Thus, these small experiments proved valuable in their own way (boards last for at least three years without being vandalised or shot at; and simple systems can significantly contribute to restoring wetlands). However, in the larger picture of the project, they might appear to be petty distractions. In addition, there are implications for monitoring, as discussed above in the section on Monitoring and Evaluation.

80. Aside from these “in-field demonstration activities,” the project made little headway with the Ministry of Agriculture or with the agricultural enterprises in the 10 demonstration rayons. On the contrary, in a move to increase productivity, the agricultural enterprises have been *destroying* aspects of biodiversity – for example, removing copses of trees in fields, hedgerows along field edges – all of which are well recognised as critical elements to biodiversity conservation in similar temperate ecosystems.

Table 11. Summary of project achievements by Outcome and Output, relative to the performance indicators from the baseline at the start of the project and the targets. For delivery status, green = successful achievement; yellow – partial achievement; red = incomplete by EOP

Outcome/output	Indicator	Baseline	EOP target	Status, TE	Mean of verification	Rating & comments
<i>Objective:</i> To mainstream biodiversity conservation priorities into Belarus' territorial planning policies and practices	Land area for which integrated land-use plans that deliver biodiversity benefits outside PAs are developed and under implementation	0 ha	Approximately 2 million ha (10 districts) Additional 7.4 million hectares have commenced replication	1,94 million ha (10 districts) Additional 4.54 million hectares have commenced replication	Approved Land Use Plans for 10 Districts; Project reports	HS. While the project has not managed to achieve the replication target of 7.4 million hectares, it produced and disseminated guidelines for replication of the land-use plans; these are now being used in 24 rayons.
<i>Component 1.</i> Enabling regulatory, policy and institutional framework for land-use planning that reflects biodiversity considerations outside protected areas	Number of sectoral regulations and methodological guidelines that facilitate the incorporation of biodiversity conservation requirements into planning and management of land use outside protected areas (tracked in more	0	8 ⁷ SO 2 Tracking Tool data	21 (see Annex V for complete list of approved regulations and guidelines) SO 2 Tracking Tool data	Approved documents printed for circulation to relevant departments. SO 2 Tracking Tool	HS. The project has developed all the regulations necessary for inclusion of biodiversity in land-use plans and guidelines for replication.

Outcome/output	Indicator	Baseline	EOP target	Status, TE	Mean of verification	Rating & comments
	detail through the SO 2 Tracking Tool)					
	Changes in procedures for monitoring land use plans	Old monitoring system is obsolete and non-operational	New monitoring system involving key actors (with roles and responsibilities shared among State Committee on Property, MNREP, Academy of Sciences, Belarusian National Institute for Land Use based on comparative advantage) is approved and under implementation	The project developed methodological recommendations for monitoring and supervision of land management schemes from the perspective of biodiversity In addition, the project developed an electronic database of species passports within a centralized system of logging the identification and conservation of habitats of Red Data Book animal and plant species. The database integrates data collected when surveying rayons in the process of carrying out land-use planning.	Internal documents of the State Committee on Property, and MNREP	S. The methodology has been developed but the TE did not see evidence that the implementation of the land-use plans was being monitored.
	Number of government staff trained in collection of biodiversity information and integration of this into the development and implementation of land use plans (Detailed tracking of	0	At least 30 officers Capacity Scorecard data	200 officers (Ministry of Natural Resources and Environmental Protection and its affiliates, State Property Committee, Ministry for Forestry and its affiliates) Capacity Scorecard	Trainer reports; analysis of training evaluation forms Capacity Scorecard (see Annex VI).	HS. The training has been carried out with four times as many people trained than the targeted number. It would, however, be good to see continued analysis of <i>how the training is actually being used</i>

Outcome/output	Indicator	Baseline	EOP target	Status, TE	Mean of verification	Rating & comments
	capacity development impacts at the systemic, institutional and individual levels will be based on the UNDP Capacity Development Scorecard)					by the trainees some time (e.g., one – two years) after the training is complete. Good data in Capacity Scorecard
Component 2. Tested models for development and enforcement of biodiversity-compatible land-use plans at the district levels	Species maintenance standards covering vulnerable/ threatened biotopes and species	Approximately 10-20 species maintenance standards	1,000 species maintenance standards	956 species maintenance standards for protection of 261 animal and 148 plant species identified on the territory of 10 pilot districts were developed and handed over to the regional inspections of natural resources and environmental protection	Printed species maintenance standards on record with Rayon Inspectorate of the MNREP	HS. The species maintenance standards are the foundation of biodiversity conservation in productive landscapes in Belarus at present.
	Increase in land area outside protected areas where threats to vulnerable/ threatened biotopes from economic activities are controlled	0 ha	Sustainable land uses (logging, hay-making, pasture management, fishing, hunting, recreation) demonstrated in following key biotopes ⁸ : Mires: 12,000 ha;	Mires: 18 784 ha; Floodplain meadows: 29 607 ha; Lakes: 15 673 ha; Forests: 38 540 ha	Field Survey, photo documentation	MS. The connection between the actual project activities and the calculation of these figures remains opaque particularly given that species passports and species NAPs were the principal methods for biodiversity conservation

⁸ The above targets for the land area where sustainable management practices are to be demonstrated are only indicative at this stage. By end of Y1, once detailed biodiversity inventories are collected and biotope information is mapped against socio-economic information, a clearer picture will emerge of the areas in the 10 districts where conflicts are present and practices need to be modified. These targets will therefore be adjusted once this information is available.

Outcome/output	Indicator	Baseline	EOP target	Status, TE	Mean of verification	Rating & comments
			Floodplain meadows: 8,000 ha; Lakes: 5,000 ha; Forests of high natural value such as floodplain wet deciduous forests: 20,000 ha			implemented by the project (cf. changing overall management practices).
	Population of following indicator species outside protected areas remains stable: Aquatic warbler (vulnerable – global threat status) for fen mires; Greater spotted eagle (vulnerable) for floodplain wet deciduous forests; Bittern (depleted) for lake, reed-bed and oxbow ecosystems; Great snipe (near-threatened) and Black-tailed godwit (near threatened) for meadows; European otter (near threatened) for small river ecosystems; overall	Baseline populations	No decrease over baseline values	Survey completed: Aquatic warbler - decrease in population due to overgrowing of fen mires and open meadows Greater spotted eagle - similar Bittern - similar Great snipe - increase in population Black-tailed godwit - remains stable European otter - increase in population Overall fish population dynamics for glacial lakes - increase in population for European cisco and "remains stable" for European smelt	Field Survey, Survey information collected by the National Biodiversity Monitoring Centre	Not rated. This indicator was not rated because, as discussed in the section on Analysis of the LFA, given the project was focused on creating an “enabling” strategy, it is very difficult if not impossible to associate any changes in population size of the selected species to the work of the project.

Outcome/output	Indicator	Baseline	EOP target	Status, TE	Mean of verification	Rating & comments
	fish population dynamics for glacial lakes.					
	% of local land-users in 10 districts who are conducting economic activities in ecologically sensitive areas and receive in-field training and technical assistance with implementing modified practices	0	100%	100% land users in 10 pilot districts conduct economic activities in ecologically sensitive areas in accordance with the new approved biodiversity inclusive land use plans. The land users in the 7 pilot districts received training and technical assistance with respect to implementing the modified practices	Report from Project Implementation Unit based on feedback from land users	HS. Using the species maintenance standards and NAPs as the basis for the implementation of the land-use plans, and given the enforcement of these pieces of legislation, the compliance among land-users is probably very high.

3.3.2 Adherence to logframe

81. The project's team adhered strongly to the logframe as a guide to the implementation of the project and, as seen above (Table 10), the project achieved the majority of the indicator targets. In addition, the logframe was used as the principal means of monitoring and evaluating the project.

82. There appears to be only one suggestion to adjust the one of the indicators at the MTR (the second indicator at objective level – an additional 7.4 million hectares have commenced replication). The change was not instituted following the MTR; instead, the project continued to work towards the original indicator and made significant headway to achieving it.

3.3.3 Relevance

83. As indicated above, the project adhered strongly to the logframe and to the Project Document as a whole. In doing so, it remained consistent with the Strategic Goals and Objectives of the GEF – and specifically the objective on “mainstreaming biodiversity conservation ... into productive landscapes”. Indeed, the project represents an outstanding example of a project working towards this objective.

84. In its aim to implement the NBSAP, the project was also explicitly relevant to Belarus' biodiversity strategy.

85. There was no deviation from this, therefore the project remained relevant.

3.3.4 Effectiveness and efficiency

86. The project adopted a number of approaches to improve cost-effectiveness. First, the project builds from previous protected area project – and most specifically the Polesie project. That project was the first to take a systemic approach to biodiversity conservation. A synergy was developed between the Polesie project and the project being evaluated. Further synergy has been sought with the second peatlands project that is now under implementation.

87. Second, where possible, the project followed the usual UNDP rules for procurement of project personnel, studies, consultants, and materials and equipment such that cost-effectiveness was assured. However, a note must be made of the context of Belarus in which the procurement took place vis-à-vis cost effectiveness. The UNDP procurement processes are not designed for situations such as those that exist in Belarus which include: i) the majority of service providers are state-owned, ii) (somewhat as a result) there are occasions when there are few or no competitors in any given bidding process and iii) the state regulates the prices very closely. In these cases, the project team and UNDP-CO requested a detailed breakdown of the costs. This allowed them to examine financial bids closely and, therefore, to be sure that the bid was cost-effective. Where possible, this was taken further with active negotiation to ensure best value.

88. It was not always the case that there were no competitors; for example, for the work to carry out inventories (eventually won by the NAS), the project found four other competitors to submit competitive bids for this work.

89. Third, the project had a stable team through its implementation; this adds cost effectiveness through retention of institutional memory, reducing training burdens and building trust and synergy among team members.

90. Fourth, the project raised funds from the private sector, particularly to fund events.

91. Fifth, the project over-delivered on certain outputs. For example, it developed 11 National Action Plans, each for a different species, rather than the envisaged eight. This was done at no additional financial cost to the project (although, of course, this required human resources) and without compromising on quality. [In contrast, the project did not over-deliver with the rayon-level land-use or land management plans as these were very expensive to develop.]

92. Sixth, the project was audited under UNDP's overall audit by an independent financial auditor and was not qualified⁹.

93. And finally, the project was a mid-sized project with a GEF grant of USD 971,000; as such, in delivering what it has (and more), it has proved to be outstanding value for money.

3.3.5 Country ownership

94. The basis for this project stems out of the NBSAP particularly because up to 95% of Belarus is productive or urban. Taking this on, a number of key people in the government have provided the impetus to get this project from a concept, through the design and development process, into the reality of implementation. These key people stem primarily from the National Academy of Sciences and the MNREP.

95. In addition to this, the GOB provided housing for the project and co-finance, both in cash and in-kind.

96. However, with the governance system in Belarus, it would never be otherwise so. The government lies at the heart of the country and projects such as this would never occur without substantial government ownership. This does not mean that collaboration and coordination is always guaranteed or easy: the Ministry of Agriculture and the Farm Enterprises demonstrated that in the project.

3.3.6 Replication, mainstreaming and catalytic role

97. Mainstreaming was the very purpose of this project. Appropriate for Belarus, the project chose to do this primarily through developing and securing approval for legislation and policies – for their approval ensures their adoption and implementation.

98. The project also worked with 10 rayons to develop rayon-level land-use plans with the hope to demonstrate their use and, thereafter, that other rayons through the country will take up the practice. Replication has now commenced in 24 rayons beyond the initial 10 demonstration or pilot rayons.

99. Because of the rather unique circumstances of Belarus, mirrored replication beyond its borders may be slightly limited¹⁰ (although a very similar project is currently under preparation in Moldova; the Moldavian team is in close contact with the team from this project and a similar project may be developed in Vietnam).

⁹ PIU comment: "Please clarify." *TE response: This is standard financial audit terminology for audits in which no issues are found; the corollary is that the auditors had "an unqualified opinion".*

¹⁰ UNDP-CO comment: "Cannot fully agree with this statement. To my view replication potential beyond Belarus is pretty good. For example, Vietnam has recently expressed interest in the project's experience planning to implement a similar project. Of course the approaches used by the project should be tailored to a particular country." *TE response: Paragraph edited.*

However, the *principle* of incorporating biodiversity into land-use plans is a fine one; this idea is worthy of dissemination across other countries that are still not doing this. Part of the responsibility for catalysing this process lies with the UNDP-GEF RTC in Bratislava both in bringing together actors for sharing ideas and experiences and also in finding other opportunities to disseminate the message. For future projects, the project itself could produce material that would facilitate the dissemination of such messages.

3.3.7 Sustainability

100. The Terminal Evaluation assessed the sustainability of the activities and results of the project, taking into account the different facets of sustainability.

3.3.7.1 Institutional Sustainability

101. The majority of the institutions involved with the project are governmental; this means that they are stable and sustainable. Therefore, institutional sustainability is assured.

102. There are only two caveats to institutional sustainability. First and as mentioned above, one of the key results of the project was engendering cooperation and collaboration between the MNREP and the National Academy of Sciences (NAS). Sustainability will be assured through the continued collaboration between these organizations.

103. In contrast, while there was collaboration with the Institute for Land Management, Geodesy and Cartography within the State Property Committee (SPC) over the duration of the project, this was based on i) the involvement of one committed member of staff and ii) the fact that the Institute was *contracted* by the project to do the work.

104. The project has not put into place any formal mechanisms to ensure the continued collaboration among these institutions (e.g., a Memorandum of Understanding). There are no external funding mechanisms to ensure that the Institute continues its work on land-use planning and, therefore, future collaboration is based on a small number of individuals remaining in their current positions. There is an obvious risk to this.

105. Second and somewhat related to this the above issue, there is a very small pool of expertise in the country. In the mid- to long-term, there is a need to expand, deepen and diversify the expertise in the country in order to ensure sustainability over these time frames.

3.3.7.2 Financial Sustainability

106. Sustainability of the project's processes and impact is dependent, first, on ensuring the implementation of the land management schemes (or land-use plans) and, second, on replicating the processes across the country. Both of these processes require resources, both human and financial. While the approval of the legislation and regulations associated with the land-use plans implies "obligatory" replication and sustainability, a number of interviewees stated that this does not mean it is *guaranteed*. This leads one to question the financial sustainability of the project's impacts (in those 10 rayons in which land-use plans were developed) and their replication across the country in a meaningful way.

107. A second demonstration that there are issues with financial sustainability comes from government planning for rayon-level land management schemes for 2014. Originally, 20 rayon-level schemes were planned; however, only eight have been funded.

108. Without that confidence from the interviewees, one has little choice but to rate the financial sustainability aspects as **Moderately Likely**.

3.3.7.3 Social Sustainability

109. The project's predominant focus on developing legislation and land-use plans, and then implementing them within 10 rayons in the country meant that, in the terminology of other donor agencies, it was "socially neutral".

110. Indeed, unlike the process of creating large protected areas, which can displace people, the scale at which "species maintenance standards" or "species passports" operate, they are unlikely to have significant impacts on the livelihoods of people living in their vicinity.

111. In contrast, civil society remains relatively weak in Belarus. The continued efforts of APB are therefore notable. It is further notable that APB is beginning to brand itself more aggressively as a conservation NGO – rather than as simply the Birdlife partner in Belarus. As a consequence, APB may be in a position to start to look beyond the ecosystems and taxa that have been the traditional focus of GEF projects in Belarus to date and continue to be a partner to UNDP-GEF in future projects.

3.3.7.4 Environmental sustainability

112. The project was, by definition, environmental in nature. However, the environmental sustainability is largely dependent on other aspects of sustainability – namely, financial and institutional sustainability. If the financial and institutional sustainability can be assured, the environmental sustainability will follow.

113. The project worked in productive landscapes (as opposed to, say, protected areas). In the forestries, the collaboration worked because the Ministry of Forestry is interested in certifying the timber harvested around the country. As a result, working with the project facilitated the process of securing FSC or PEFC certification for their products. In other words, it was a win-win mutually incentivised situation that will consequently contribute to environment sustainability – all the more important because forestries cover 45% of the land area of Belarus. This stands in stark contrast to the agricultural sector with which the project had fewer successes of collaboration. As described in the **Lessons Learned** section below, until a win-win situation similar to that found with the forestries, the stand-off with the agriculture sector will continue. This calls for creative thinking, innovative solutions and working to overcome the fears (and continued short-term thinking) of the agricultural sector.

114. There is one further aspect of environmental sustainability that warrants discussion. Across the country, ecosystem management is being rolled out to preserve a particular vision of any given ecosystem. One example is that peatlands are being re-wetted (having first been drained for the harvest of peat). This seems most sensible from a biodiversity conservation perspective. However, if one examines the threats to biodiversity and ecosystem services, as described in the Project Document, one observes that meadows are being affected by i) unsustainable hay-mowing, ii) the cessation of hay-mowing in some areas and iii) the cessation of

cattle grazing in some meadows. These are highlighted as threats because they are leading to changes in the vegetation structure which, in turn, is affecting some element of biodiversity. In other words, that element of biodiversity is dependent on different regimes of ecosystem management to those that are happening at present. This means that someone has a vision of how that ecosystem should be managed and should appear to conserve that element of biodiversity. That vision may well be absolutely correct for whichever element of biodiversity it targets but it does beg the question of what it might be excluding. Indeed, another scientist may have a completely different vision for the same ecosystem. Ultimately, there is a sustainability aspect to this discussion because having decided on an end-state that requires direct intervention for its maintenance, for better or worse, that ecosystem will have to be managed, *ad infinitum*, for that state and, of course, that demands resources. In conclusion, there are two aspects that demand thought: first, whether the particular vision of the scientist who happens to have made the management decision is the most appropriate one and, second, whether there are resources available and allocated, *ad infinitum*, to manage the ecosystem for that particular vision.

3.3.7.5 Conclusion on sustainability

115. Despite the frequent use of the word “obligatory” by interviewees when discussing sustainability over the course of the TE mission, without exception there remained some hesitation and no-one would go so far as to guarantee that there would be sustainability of the project’s processes (e.g., including the implementation of species maintenance standards which are the key instruments for biodiversity conservation within the productive landscape) or, as described above, replication throughout the country. As such, the overall sustainability of project processes and impacts can only be rated as **Moderately Likely**; nonetheless, it was evident that the project has done whatever possible to ensure sustainability. A broader discussion of what might be done, if anything, to further ensure sustainability appears in the **Recommendations** section below.

3.3.8 Impact

116. As a project whose job was primarily to create an enabling environment, the project was inevitably slightly removed from having impacts on the ground. In the section on Project Results there is a discussion about the small interventions that the project undertook in the field. However, it is in the long-term that the impacts should be seen but this hangs largely on the sustainability and replication of the project processes. If these can be ensured, the project will have a lasting legacy and the productive landscapes of Belarus will be better off as a result.

4 Conclusions, Recommendations and Lessons

117. This project was excellently managed and has achieved all of its objectives and, in a number of areas, has delivered more than planned. It was managed in an effective and cost-efficient way.

118. It was limited only in a small number of ways:

- The sustainability of the processes and impacts that the project has had remains slightly questionable: no interviewee could say with confidence that they would be sustained after the close of the project
- While replication is already underway in a number of rayons, only some aspects of the project (e.g., species maintenance standards) would be replicated through the country. However, interviewees stated *with confidence* that it was highly unlikely that the land management schemes would not be replicated throughout the country¹¹.
- The “in-field demonstration activities” were a distraction from the main work of the project; this was, however, more a function of the project design than the implementation.

119. In conclusion, then, the project will have made a significant contribution to the conservation of biodiversity in productive landscapes in Belarus particularly in those areas in which it worked.

4.1.1 Recommendations

120. There are a number of recommendations aimed at various target groups.

121. *Complete the small tasks before project closure.* At the time of the TE mission to Belarus, the protect team had a few small tasks to complete. They should ensure that these final tasks are completed before project closure. The tasks include: i) publication and presentation of the handbook on “Rare Habitats of Belarus”, and ii) some of the legal steps to complete the land management schemes adoption – all are prepared but they now need to be fully adopted. *To the project team.*

122. *Training for project staff.* The project implementation teams for UNDP-GEF projects are generally small. They remain in place for an average of about four years. Their absorptive capacity must be high for they generally manage relatively large sums of money as well as managing aspects of procurement (e.g., writing Terms of Reference and screening bids) and, thereafter, monitoring the implementation. As a consequence, a small amount of well-targeted training would go far to optimise the performance of projects. Within this project, as mentioned above, the team felt that some form of targeted training – particularly in the minutiae of UNDP-GEF project management – would have further streamlined the implementation of the project. It may be possible that the UNDP-GEF RTC in Bratislava may continue to develop simple but effective training packages for the projects across the CIS. *To the UNDP-CO and UNDP-GEF RTC in Bratislava.*

123. *Support for projects from UNDP-CO Support Staff.* Somewhat linked with the above recommendation and while there is ample support from the Energy and Environment section within the UNDP-CO, the administrative support staff within the UNDP-CO office can, on occasion be less than cooperative if not downright condescending with the project teams. There are three aspects to consider here: first, it leads to tensions between project teams and the UNDP-CO; second, it leads to inefficiencies; and, third, the projects are the “face” of the UNDP-CO. It is, therefore, in the interests of the entire staff of the UNDP-CO to support and maximise the efficiencies of the projects. *To the UNDP-CO.*

¹¹ UNDP-CO comment: “I do not entirely understand this and as it is, I would question this statement”.
TE response: Paragraph clarified and statement qualified.

124. *Replication and sustainability.* This project faces the same issues that many “enabling” projects face. They work to put an enabling environment in place – through the development and approval of legislation, policies and regulations – and build capacity among target groups. On occasion, the projects will attempt to take this one step further and start processes of replication and implementation. However, none of this *guarantees* that replication will happen or that there will be sustainability of the processes put in place or even of the impacts that the project may have had.

125. In Belarus (as well as other countries in the CIS), the approval of legislation can make it “obligatory” for government agencies to adopt and implement it – making the situation better than in many countries. And so it is with the results of this project. And yet, it appears that even this does not guarantee that there will be either replication or sustainability and many interviewees were nervous about the likelihood that processes and impacts would be either replicated or sustained – particularly the rayon level land management schemes (cf. the species maintenance standards which are likely to be replicated in the country – particularly in those areas with important species).

126. There appears to be no magic solution to this dilemma. Indeed, it appears that the project has done what it can to ensure replication (and has had some successes in this area) and sustainability.

127. Is there more than can be done? One of the issues that faces projects in Belarus is that mechanisms that may function elsewhere to ensure replication and sustainability may not currently be appropriate in Belarus. For example, civil society remains weak in Belarus; elsewhere, building civil society capacity can assist with longer-term monitoring and technical support. In addition, there are other mechanisms – such as provision of incentives – that become the key to sustainability elsewhere but state ownership and subsidisation can undermine incentive-based approaches. Thus, at present, projects can only use the mechanisms at hand that seem to function: developing and enforcing regulations; ensuring that regulations are replicated through making legislation “obligatory” and following this up (with monitoring and political pressure) to ensure that it is actually implemented. However, if and when the system changes¹², the mechanisms for replication and sustainability will equally have to change.

128. It could also be useful for such “enabling” projects to develop an “Implementation Plan” which would describe the steps that are necessary to take the project outputs forward. In addition, a “Sustainability Plan” could also be developed – starting from the point of the MTR – as this would force the project team and partners about sustainability and how it could be best achieved. Such a “Sustainability Plan” would be in synergy with the timetable for developing land management schemes under the SPC.

129. *Explore and diversify the GEF projects undertaken in Belarus, and the UNDP-CO’s roles and responsibilities.* While doubtless the projects in Belarus that have been undertaken to date (both completed and ongoing) have their merits, there appears to be an overwhelming focus on wetlands (and peatlands in particular) and avifauna. In partnership with the Government of Belarus and institutions such as the

¹² People talk of a move to adopting the “Swedish model” – a compromise between a social democracy and a privately owned industrial sector – characterised as the “middle way” between unrestricted capitalism and a centrally planned economy.

National Academy of Sciences, the UNDP-CO should explore the possibility to diversify the biodiversity projects that are developed and, thereafter, implemented in the country.

130. Such a recommendation may yet present challenges because there is only a small pool of expertise in the field of biodiversity within the country; indeed, the focus of projects is probably a function of the areas in which expertise exists. (As a consequence, building capacity in other areas would itself be a worthy goal.) In addition, there are probably lessons that could be learned from neighbouring countries, other countries in the CIS or other countries in Europe. Either way, to diversify biodiversity projects in the country would be beneficial.

131. Another starting point for diversification would be the NBSAP (assuming that it does not suffer from a similar limitation of being developed by those same few people). Indeed, the NBSAP II has 89 actions to be accomplished in the coming three – four years. The UNDP-CO should certainly ensure that future editions of the NBSAP are balanced (perhaps through a well-facilitated process) and then use this as a springboard for the development of future GEF projects in the Biodiversity Focal Area.

132. Finally, diversifying partners could also lead to a broader diversity of projects. For example, working with the Ministry of Forestry could be beneficial particularly because forestries cover over 45% of the country. *To the UNDP-CO and UNDP-GEF RTC in Bratislava.*

133. *Continually examine and question the scientists' vision for ecosystems' end-states.* This point is discussed in detail under the section on Environmental Sustainability. *To the UNDP-CO and UNDP-GEF RTC in Bratislava.*

134. *Carefully select PSC members.* While it is acknowledged that it is politick to invite institutions for PSC membership, often this leads to unknowing, unwilling and uncommitted delegates attending these meetings. In such circumstances in other countries, one practice that has proved successful is for the PM to “cherry pick” members from all appropriate institutions. This may require some courting by the PM and some political compromise but in the end, if the PSC is attended by knowing, willing and committed attendees, it will not only function better but also i) attendance will be consistent and ii) cooperation and collaboration will be enhanced. This is a lesson that has been learned elsewhere. While it is unlikely that such a change will happen immediately, it may be worthwhile for the UNDP-CO to initiate a conversation with, say, the Head of the Division of Biological and Landscape Diversity within the MNREP with the idea that change to the present system may be introduced slowly. *To the UNDP-CO and future projects.*

135. *“In-field demonstrations”.* In various sections of the report, the “in-field demonstration activities” have been discussed but this acts a conclusion to these discussions. First, it is acknowledged that enabling projects such as this must, by definition, deal primarily with intangible “soft” inputs when many constituents wish to see tangible “hard” input. Second, the scope of a mid-sized project such as this simply do not have the resources to implement significant “in-field demonstration activities”. As such, it may be better to seek a larger full-sized GEF grant and work with fewer demonstration sites (say, three rather than 10 rayons in the current project) but work to not only create an enabling environment but also to implement meaningful “in-field demonstration activities”. Mid-sized projects such as the one

being evaluated would do better to target the “soft” enabling aspects and have follow-on projects that then work to implement the framework that has been established, thereby demonstrating the value of the newly created enabling environment. *To the UNDP-CO and UNDP-GEF RTC in Bratislava.*

136. *Flexibility in GEF projects.* By definition, GEF works with developing countries and there is no doubt that the capacities among those countries range dramatically. However, as we move towards the end the second decade of the GEF, surely there are some patterns emerging of those countries that perform consistently well in both their expenditure as well as project implementation. The GEF may consider allowing a greater degree of decentralisation (say, to regional implementation agency offices) and even a greater degree of managerial flexibility at the project manager level. Thus, once the project framework is agreed and endorsed, project managers, UNDP-COs and regional technical centres may have greater flexibility with budget lines or have unassigned funds in their budget to focus greater efforts on those aspects of the projects that are working. Such flexibility would act as incentives to countries to improve their performance and would, ultimately, have greater environmental benefits. Finally, the auditing, and monitoring and evaluation processes – such as these Terminal Evaluations – would have to remain vigilant to how this flexibility was functioning, both in terms of global environmental benefits but also how the flexible funds were being used or were used. *To the UNDP-GEF RTC in Bratislava and GEF.*

137. *Role of SGP.* A second general observation that emerged during the current Terminal Evaluation was the role that the GEF Small Grants Program (SGP) plays. As is stated above and elsewhere, civil society in Belarus is weak both relative to the omnipotence of the government but also relative to many other countries around the world. The APB is therefore a rarity in Belarus. It has been a partner to a number of UNDP-GEF projects and has, in the past, been the recipient of a number of SGP grants. However, it has now reached the critical mass such that a grant from the SGP is of less interest because of the administrative burden it puts on the organisation; and, yet, in principle, the APB is the sort of civil society organisation that the GEF should be supporting. Thus, the rather unique circumstances presented by Belarus demands a slightly different approach to that taken in other countries. In summary, therefore, a blanket approach for the SGP across all countries may not be useful and a deeper analysis of the support that it provides to civil society, particularly in countries such as Belarus, may be warranted. *To the UNDP-GEF RTC in Bratislava and GEF.*

4.1.2 Lessons Learned

138. The project provides a number of lessons and reinforces others that have been observed before.

139. *A good team makes a big difference.* It might be intuitively obvious, but a well led and tightknit team within which trust has been built can make a significant difference to whether or not a project achieves what it sets out to achieve. As described above, in this project, the team worked well and were particularly effective.

140. *The Forestry Stewardship Council certification acted as a significant incentive for forests to become involved.* The certifications of the Forestry Stewardship Council (FSC) and Programme for the Endorsement of Forest Certification (PEFC) provided incentives for the forestries to collaborate with the project. In other words, collaborating with the project helped the forestries achieve some of the standards that

they needed for their certification. Such mutually beneficial incentives should be sought wherever possible. In addition, projects may take up a negotiation with certification processes to amend their standards such that they become similarly mutually beneficial.

141. *Mid-sized projects should be accurately targeted in their design and seek entry-points for partner organizations.* In contrast to the forestries, the project made little or no gains in their attempts to work with agricultural enterprises. This is hardly surprising given that, in the perception of the agricultural enterprises, conforming to the project's objectives were seen as some form of limitation and threat to their productivity. It is arguable that the designers of the project should have foreseen this; indeed, if the project development work was as participatory as has been suggested, any form of interaction with the agriculture sector should have made this clear.

142. An accurately targeted mid-sized project design – which by definition cannot be too ambitious because of the limitation of resources – would have simply not targeted agricultural enterprises in the project. This is not to suggest that there are not opportunities that could be explored here in future projects – for, as with forestry, there are schemes for 'conservation' or organic agriculture, which, through equivalent certification processes, can lead to attractive premiums for agricultural producers.

143. Searching for such entry points and to test innovative solutions are key roles for GEF projects – for these projects are about overcoming fears, catalysing processes and demonstrating successes. With agricultural enterprises, there is a fear that collaborating with such a project will harm their productivity. However, if projects can start working with a small number of enterprises and demonstrate that there are gains to be made, the work to overcome those fears will have started.

144. *The targeted impacts of "enabling" projects should be realistic.* GEF projects, ultimately, should have positive impacts on global biodiversity; indeed, this is their raison d'être. However, it is highly unlikely that over the course of a four year enabling project such as this there will be biodiversity impacts – particularly if those impacts are sought in relatively slow breeding animals (e.g., avifauna or the larger mammalian fauna). Indeed, arguably it is disingenuous for project designers to include such impacts into logframes and indicators because these aspects of biodiversity are more likely to be affected by stochastic variation and events than to the impacts of the project's successes (or otherwise).

Mainstreaming Biodiversity Conservation into Territorial Planning Policies and Practices in Belarus

PIMS 3985

Atlas Award 00058307

Atlas Project No: 00072384

Terminal Evaluation Volume 2: Annexes

Republic of Belarus

GEF SO-2, SP-4: Strengthening the Policy and Regulatory
Frameworks for Mainstreaming Biodiversity

Government of the Republic of Belarus
Ministry of Natural Resources and Environmental Protection

United National Development Program (UNDP)

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Annex I: Terms of Reference

Office/Project:

UNDP/GEF project: “Mainstreaming Biodiversity Conservation into Territorial Planning Policies and Practices in Belarus” 00072384

Requirements for experience and qualifications

The evaluator selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

I. Academic Qualifications:

University degree. PhD or Master degree (or equivalent) is preferable and will be considered as an asset.

II. Experience:

- Minimum 7 years of relevant professional experience
- Extensive (at least 10-year) experience with policy advice and/or project development/implementation in biodiversity conservation
- Previous experience with results-based monitoring and evaluation methodologies (at least 2 projects);
- Relevant experience in the CIS region and within UN system would be an asset
- Prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage

III. Competencies:

Proven track record of application of results-based approaches to evaluation of projects focusing on biodiversity conservation.

Direct supervisor:

The Consultant will work in close collaboration with the UNDP Country Office in Minsk, MNREP and the Project Management Unit. The person works under the overall supervision of the Project Manager and reports to the Project Manager and the Programme Officer, UNDP CO in Minsk. He/she will be assisted by a translator/interpreter (when needed).

The evaluator selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the Project “Mainstreaming Biodiversity Conservation into Territorial Planning Policies and Practices”(PIMS # 3985).

Objectives of the assignment

This assignment has an objective to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

Scope of work

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework, which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: relevance, effectiveness, efficiency, sustainability and impact.

The Evaluation will assess:

1. the key financial aspects of the project, including the extent of co-financing planned and realized.
2. the extent to which the project was successfully mainstreamed with other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender.
3. the extent to which the project is achieving impacts or progressing towards the achievement of impacts.

Duties and responsibilities

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

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

Project Summary Table

Project Title:	Mainstreaming Biodiversity Conservation into Territorial Planning Policies and Practices			
GEF Project ID:	3914		at endorsement (Million US\$)	at completion (Million US\$)
UNDP Project ID:	Atlas: 72384 PIMS: 3985	GEF financing:	1	1
Country:	Belarus	IA/EA own:	0	0
Region:	Europe and CIS	Government:	7.084	7.084
Focal Area:	Biodiversity	Other:	N/A	N/A
FA Objectives, (OP/SP):	SP2. Mainstream Biodiversity Conservation and Sustainable Use into Production Landscapes/Seascapes and Sectors	Total co-financing:	7,084	7,084

Executing Agency:	Ministry of Natural Resources and Environmental Protection of Belarus	Total Project Cost:	8.084	8.084
Other Partners involved:		ProDoc Signature (date project began):		23 December 2009
		(Operational) Closing Date:	Proposed: 1 January 2014	Actual:

Objective and Scope

The project was designed to ensure ecologically-balanced land use planning at the district level, wherein productive activities outside protected areas are managed in ways that guarantee a normal functioning of ecosystems and their components and the preservation of historically established conditions of evolution of genetic resources. The immediate objective of the project is to mainstream biodiversity conservation priorities into Belarusian territorial planning policies and practices.

The project objective was going to be realized through 2 key outcomes:

- Outcome 1: Enabling regulatory, policy and institutional framework for land-use planning that reflects biodiversity considerations outside protected areas (PAs);
- Outcome 2: Tested models for development and enforcement of biodiversity-compatible territorial plans outside (PAs)

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

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

Evaluation approach and method

An overall approach and method¹ for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of relevance, effectiveness, efficiency, sustainability, and impact, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR. The evaluator is expected to amend, complete and submit this matrix as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach

¹ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to Hlybokaje and Smaliavicy districts including the following project sites: Mlichino and Belaje lakes, Jurjeva reclamation system, local district administration and inspectorate on natural resources and environmental protection.

Interviews will be held with the following organizations and individuals at a minimum: Ministry of Natural Resources and Environmental Protection of the Republic of Belarus, State Committee on Property of the Republic of Belarus, Ministry of Forestry of the Republic of Belarus, The State Inspectorate for Fauna and Flora Protection of the President of the Republic of Belarus, SPA of the National Academy of Sciences of Belarus “The Scientific and Practical Centre for Bioresources”.

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

Evaluation Criteria & Ratings

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

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

Project finance / cofinance

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

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

Mainstreaming

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

Impact

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.²

Conclusions, recommendations & lessons

The evaluation report must include a chapter providing a set of conclusions, recommendations and lessons.

Implementation arrangements

The principal responsibility for managing this evaluation resides with the UNDP CO in Belarus. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to

²A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROTI) method developed by the GEF Evaluation Office: [ROTI Handbook 2009](#)

set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

Evaluation timeframe

The total duration of the evaluation will be 20 days according to the following plan:

Activity	Timing	Date
Preparation	5 working days	22-26 October 2013
Evaluation Mission	4 working days	28 - 31 October 2013
Draft Evaluation Report	6 working days	1 October – 8 November 2013
Final Report	5 days	18 – 22 November 2013

Evaluation deliverables

The evaluator is expected to deliver the following:

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

*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

The core product of the Terminal Evaluation will be the Terminal Evaluation Report developed according to the Annex F.

The Report length should not exceed 40 pages in total (not including annexes). Any discrepancies between the interpretations and findings of the evaluator and the key project stakeholders will be explained in an annex to the final report.

Evaluator Ethics

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

Annex II: Itinerary of Mission in Belarus

Date	Item
26 Oct 2013	Arrival of International Consultant
27 Oct	
28 Oct	Meeting in the UNDP Country Office Meeting with Ministry of Environment (MNREP) Meeting with Ministry of Forestry Meeting with the UNDP-GEF project staff
29 Oct	Meeting at the Volozhin District Executive Committee Demonstration project proposals with land use schemes based on the priorities of biological and landscape diversity
30 Oct	Meeting with the SPC NAS on Bioresources Meeting at the State Committee on Property Meeting with the UNDP-GEF project staff
31 October	Debriefing with UNDP Belarus Meeting with the UNDP-GEF project staff International consultant departs

Annex III: List of persons interviewed

UNDP Belarus:

Igor Tchoulba – Programme Officer, Energy & Environment

UNDP-GEF project team:

Vladimir Koltunov – Project Manager

Mikhail Maksimenkau - Chief Biodiversity and Ecosystem Management Expert

Gennadij Dudko - Land-Use Planning Expert

Elena Bondarenko – Administrative and Financial Assistant

Iryna Novak – PR Specialist

Ministry of Natural Resources and Environmental Protection of the Republic of Belarus (MNREP)

Natalya Minchenko - Head of the Division of Biological and Landscape Diversity

State Committee on Property

Alexander Pomelov – Director of Institute for Land Management, Geodesy and Cartography

Ministry of Forestry

Valentin Shatravko- Head of the Forestry Department

State Scientific and Production Amalgamation of the National Academy of Sciences of Belarus “The Scientific and Practical Centre for bioresources”

Mikhail Nikiforov – General Director

Alexander Pugachevskij – Director of the Institute of Experimental Botany

Volozhin district

Mr. Dmitrij Protas, Head of Land Management Service of Volozhin District Executive Committee

Vasilij Shakun – senior game manager of nature reserve “Nalibokskij”

Non-governmental organization “APB BirdLife Belarus”

Victor Fenchuk – Executive Director

Annex IV: List of pilot activities

Pilot name	Outputs and outcomes
Game management scheme of Volozhin hunting unit	Game management scheme of Volozhin hunting unit with included provisions for conservation of biological diversity and development of eco-tourism was developed, agreed upon with the MNREP, approved by the Ministry of Forestry in November 2011 and handed over to the unit for implementation
Equipped platform for monitoring of capercaillie and grouse on display, woodcock and other species of game birds - hazel-hen, snipe and ducks	Equipped platform for monitoring of capercaillie and grouse on display, woodcock and other species of game birds - hazel-hen, snipe and ducks was arranged, including preparation of special shelters for bird-watching, construction of camping place, road improvement, arrangement of parking places
Development of biological objectivations for the bayou lakes of Dnieper River in Rogachev district and recommendations for the restoration of spawning grounds	Recommendations to restore spawning and organization of recreational and commercial fishing for 2 bayou lakes River Dnieper in Rogachyov district
Arrangement of the Volkovo military-forestry territory for eco-tourism organization	Scientific study of the forestry has been implemented by the expert and appropriate recommendations on sustainable hunting practices through development of eco-tourism (including schematic map with pointed ecological routs and objects of observation) were elaborated and approved by the MNREP. Observation tower for watching hoofed and predatory animals and birds has been constructed. Supplementary feeding fields, artificial nests, salt licks, pebbles for hoofed animals, wolves, lynx, mustelids, large predatory birds were constructed on the territory of forestry
Development and implementation of economic activities taking into account biological and landscape diversity conservation priorities	Land management scheme of agricultural enterprise of 'Rechitsa hardware plant' developed taking into account biological and landscape diversity conservation priorities
Implementation of high priority activities on NAPs realization	Methodological recommendations on conservation of unique population of Magpie diver in Belarus developed. 4 passports and 4 species maintenance standards for Magpie Diver population of the "Beloe" fishery prepared in accordance with NAP recommendations and handed over to local inspectorate of the MNREP. 30 artificial nets for Magpie Diver prepared and placed with appropriate information notification in accordance with the NAP recommendation. Demarcation signage was established with appropriate information on prohibited activities.
The recommendations on the sustainable hay-making and cattle grazing developed taking into account wetland bird species populations conservation for the identified bottomland areas of the river Dnepr in Rechitsa district, which are important for	Expert investigation of the possible sites of hay-making and cattle grazing were made. The most appropriate territories were selected in order to keep them in their open state (without bushes) to minimize impact on Sandpiper colonies and support the right vegetation. An action plan has been agreed upon with agricultural

Pilot name	Outputs and outcomes
the conservation of wetland bird species	enterprise authorities.
Restored <i>Hypericum tetrapterum</i> population on the territory of Telekhany forestry of Ivatsevichi district	1000 spouts of <i>Hypericum tetrapterum</i> were planted at the specially prepared place in Telekhany forestry. Demarcation signage was established with appropriate information on prohibited activities.
Implementation of activities dedicated to conservation and increasing populations of fauna native species, included into the Red Data Book of the Republic of Belarus.	300 samples of <i>Astacus astacus</i> were introduced into two lakes of Hlybokaje district and information stands for protection of <i>Astacus astacus</i> were mounted. Species maintenance standards for <i>Astacus astacus</i> habitats were handed over to the district inspection of MNREP Prepared recommendations and list of high priority activities on crayfish <i>Astacus astacus</i> maintenance in Belarus.
Implementation of high priority activities on NAPs realization.	Allocated the most significant sites for great snipe conservation and developed activities for its population size increase. Removed grass, tree and shrubbery vegetation at 2 sites for great snipe population size increase.
Implementation of activities dedicated to conservation and increasing of populations fauna native species, included into the Red Data Book of the Republic of Belarus.	Reconstructed ground dam for groundwater level maintenance, and planted typical wetland trees on renaturalised peatland Bartenikha. These activities are aimed on gray crane population strengthening.
Repellants usage for biodiversity protection	Implemented in-field testing of repellants to: - minimize damage caused by wild ungulates-dendrofagous to the basic forest forming species; - protect capercaillie breeding grounds of wild boar damage; - minimize traffic accidents with wild animals. Carried out an analysis and developed proposals of repellents use to minimize damage caused by wild ungulates-dendrofagous to the basic forest forming species of Belarus

Annex V: List of Sectoral regulations and methodological guidelines produced by the project

The sectoral regulations and methodological guidelines produced by the project to facilitate the incorporation of biodiversity conservation requirements into planning and management of land use outside protected areas:

- Three action plans for conservation of wild fauna species in the Red Book of Belarus - the Aquatic Warbler, Greater Spotted Eagle and Great Snipe - were actualized and eight new action plans for conservation of wild fauna - Bittern, Roller, Magpie diver, migratory salmon fishes *Salmo salar* and *Salmo trutta trutta* - and flora - Matricary grapefern, and Fen orchid - species in the Red Book of Belarus were developed and approved by the MNREP.
- 300 samples of *Astacus astacus* were introduced into two lakes of Hlybokaje district and information stands for protection of *Astacus astacus* were mounted. Species maintenance standards for *Astacus astacus* habitats were handed over to the district inspection of MNREP Prepared recommendations and list of high priority activities on crayfish *Astacus astacus* maintenance in Belarus.
- “Requirements on protection of the wild fauna and flora included in the Red Book of Belarus, their habitats and places of growth, for further inclusion into species maintenance standards for land and/or water users outside specially protected natural areas, and for inclusion into forest - and land management projects and schemes” were prepared.
- The “Law on Nature Protection of Belarus” has been amended to incorporate the proposals for the conservation, sustainable use and proposals for legal regulation of protection of threatened biotopes of international and national importance developed within the project.
- Proposals on recording and display of information on biodiversity for inclusion in the “Regulations on the development of land management schemes” are prepared.
- Changes and additions to the “Regulations on the distribution of forests into groups and categories of protection, transfer of forests from one group or category of protection to another, as well as the selection of specially protected forest areas” developed.
- “Methodological recommendations for the inventory of biological and landscape diversity” developed and approved by the MNREP.
- The draft normative legal act “On amendments and additions to the Regulations on the transfer of wild fauna and flora habitats, concerning the species included in the Red Data Book of the Republic of Belarus, under the protection of land and (or) water users” developed
- The draft normative legal act (Technical Code of Common Practice, TCCP) “On the procedure of development of standard actions plans for conservation of species included in the Red Data Book of the Republic of Belarus”, and TCCP “On the content of standard action plans” developed
- “On requirements on protection of rare and threatened wild flora and fauna species included in the Red Data Book of the Republic of Belarus” developed
- Amendments and additions to the legislation of Belarus (11 codes and legal acts) providing for the system of compensations to land and/or water users for imposition of limitations on economic and other activities on the natural territories

under special protection (wild fauna and flora habitats of the species, included in the Red Data book of the Republic of Belarus, handed under protection to land and/or water users) developed.

- Amendments and additions to the legislation of Belarus (5 laws and legal acts) providing mechanism of conservation of recreational and landscape zones in population places in the process of its territorial planning and use developed

Annex VI: Capacity Scorecard

Scorecard

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
1. Capacity to conceptualize and formulate policies, legislations, strategies and programmes	Systemic	There is a strong and clear legal mandate for mainstreaming biodiversity into territorial planning	There is no legal framework for biodiversity mainstreaming into territorial plans		There is a partial legal framework for biodiversity mainstreaming into territorial plans, but it has many inadequacies		There is a reasonable legal framework for biodiversity mainstreaming but it has a few weaknesses and gaps	2	There is a strong and clear legal mandate for biodiversity mainstreaming into territorial plans	3
1. Capacity to conceptualize and formulate policies, legislations, strategies and programmes	Institutional	There is an institution responsible for mainstreaming biodiversity concerns into territorial planning that is able to prepare effective strategies and plans to this end	Territorial planning institutions do not have clear plans or strategies for mainstreaming biodiversity concerns into territorial planning	0	Territorial planning institutions do have strategies and plans for biodiversity mainstreaming, but these are old and no longer up to date or were prepared in a top-down fashion		Territorial planning institutions have some sort of mechanism to update their strategies and plans, but this is irregular or is done in a largely top-down fashion without proper consultation		Territorial planning institutions have a clear strategy and plan for biodiversity mainstreaming into territorial plans that have been developed with adequate participation and are regularly updated	3
2. Capacity to implement policies, legislation, strategies and programmes	Systemic	There are adequate skills for mainstreaming biodiversity concerns into territorial planning	There is a general lack of planning and management skills		Some skills exist but in largely insufficient quantities to guarantee effective planning and management	1	Necessary skills for effective biodiversity mainstreaming into territorial plans do exist but are stretched and not easily available		Adequate quantities of the full range of skills necessary for effective biodiversity mainstreaming into territorial plans are easily available	3

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
2. Capacity to implement policies, legislation, strategies and programmes	Systemic	There is a fully transparent oversight authority for the Territorial Planning institutions that has the capacity to monitor and enforce biodiversity mainstreaming into territorial plans	There is no oversight at all of Territorial Planning institutions		There is some general oversight, but it lacks capacity to specifically monitor and enforce compliance with biodiversity considerations	1	There is a reasonable oversight mechanism in place providing for regular review of biodiversity considerations but it lacks transparency (e.g. is not independent, or is internalized)		There is a fully transparent oversight mechanism in place providing for regular review of biodiversity considerations	3
2. Capacity to implement policies, legislation, strategies and programmes	Institutional	Territorial planning institutions have regularly updated, biodiversity-compatible territorial plans that have been prepared with effective participation of land users	Territorial planning institutions do not have biodiversity-compatible territorial plans	0	Territorial planning institutions have biodiversity-compatible territorial plans, but these are not developed through consultations with land users		Territorial planning institutions have biodiversity-compatible territorial plans, developed through consultations with land users, but there is no process for regular review and updating of the plans		Territorial planning institutions have biodiversity-compatible territorial plans, developed through consultations with land users, and there is a process for regular review and updating of the plans	3
2. Capacity to implement policies, legislation, strategies and programmes	Institutional	Human resources are well qualified and motivated to mainstream biodiversity concerns into territorial plans	Human resources (HR) are poorly qualified and unmotivated		Human resources qualification is spotty, with some well qualified, but many only poorly and in general unmotivated	1	HR in general reasonably qualified, but many lack in motivation, or those that are motivated are not sufficiently qualified.		Human resources are well qualified and motivated	3

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
2. Capacity to implement policies, legislation, strategies and programmes	Institutional	Biodiversity-compatible territorial plans are implemented in a timely manner effectively achieving their objectives	There is very little implementation of biodiversity-compatible territorial plans	0	Biodiversity-compatible territorial plans are poorly implemented and their objectives are rarely met		Biodiversity-compatible territorial plans are usually implemented in a timely manner, though delays typically occur and some objectives are not met		Biodiversity-compatible territorial plans are implemented in a timely manner effectively achieving their objectives	3
2. Capacity to implement policies, legislation, strategies and programmes	Institutional	Territorial Planning institutions are able to adequately mobilize sufficient funding, and human and material resources to effectively implement the biodiversity mainstreaming mandate	Territorial Planning institutions typically are severely under funded and have no capacity to mobilize sufficient resources		Territorial Planning institutions have some funding and are able to mobilize some human and material resources but not enough to effectively implement their biodiversity mainstreaming mandate	1	Territorial Planning institutions have reasonable capacity to mobilize funding or other resources but not always in sufficient quantities for fully effective implementation of their biodiversity mainstreaming mandate		Territorial Planning institutions are able to adequately mobilize sufficient quantity of funding, human and material resources to effectively implement their biodiversity mainstreaming mandate	3

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
2. Capacity to implement policies, legislation, strategies and programmes	Institutional	The process of collecting biodiversity information (led by MNREP) and the process of developing territorial plans (led by the State Committee on Property) are well integrated so the former can feed in the right information at the right time into the latter	Only the standard land use planning process is occurring in the district, with no biodiversity information being collected		Both processes are occurring but are taking place independent of the other and are not coordinated	1	There is agreement in principle on coordinating the 2 processes, but there is a lack of clarity in the normative documents guiding the 2 processes and no practical guidelines/ protocols on how to coordinate		The two processes are well coordinated	3
2. Capacity to implement policies, legislation, strategies and programmes	Individual	Individuals in Territorial Planning institutions are appropriately skilled for biodiversity mainstreaming into territorial plans	Individuals have no skills for biodiversity mainstreaming into territorial plans	0	Individuals have some or poor skills for biodiversity mainstreaming		Individuals are reasonably skilled but could further improve for optimum match with job requirement		Individuals are appropriately skilled for biodiversity mainstreaming	3
2. Capacity to implement policies, legislation, strategies and programmes	Individual	Individuals in Territorial Planning institutions are highly motivated for biodiversity mainstreaming	No motivation at all	0	Motivation uneven, some are but most are not		Many individuals are motivated but not all	2	Individuals are highly motivated	

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
2. Capacity to implement policies, legislation, strategies and programmes	Individual	There are appropriate systems of training, mentoring, and learning in place to maintain a continuous flow of new staff with the capacity to mainstream biodiversity in territorial plans	No mechanisms exist	0	Some mechanisms exist but unable to develop enough and unable to provide the full range of skills needed		Mechanisms generally exist to develop skilled professionals, but either not enough of them or unable to cover the full range of skills required		There are mechanisms for developing adequate numbers of the full range of highly skilled professionals able to mainstream biodiversity in territorial plans	3
3. Capacity to engage and build consensus among all stakeholders	Systemic	Biodiversity-compatible Territorial Plans have the political commitment they require	There is no political will at all, or worse, the prevailing political will runs counter to the interests of biodiversity mainstreaming into territorial plans		Some political will exists, but is not strong enough to make a difference		Reasonable political will exists, but is not always strong enough to fully support biodiversity mainstreaming into territorial plans	2	There are very high levels of political will to support biodiversity mainstreaming into territorial plans	3
3. Capacity to engage and build consensus among all stakeholders	Systemic	Biodiversity-compatible Territorial Plans have the public support they require	The public has little interest in Biodiversity-compatible Territorial Plans and there is no significant lobby for it	0	There is limited support for Biodiversity-compatible Territorial Plans		There is general public support for Biodiversity-compatible Territorial Plans and there are various lobby groups such as environmental NGO's strongly pushing for them	2	There is tremendous public support in the country for Biodiversity-compatible Territorial Plans	

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
3. Capacity to engage and build consensus among all stakeholders	Institutional	Territorial Planning institutions can establish the partnerships needed to achieve biodiversity mainstreaming objectives	Territorial Planning institutions operate in isolation		Some partnerships are in place but there are significant gaps, and existing partnerships achieve little	1	Many partnerships in place with a wide range of agencies, NGOs etc, but there are some gaps, partnerships are not always effective and do not always enable efficient achievement of biodiversity mainstreaming objectives		Territorial Planning institutions establish effective partnerships with other agencies and institutions, including provincial and local governments, NGO's and the private sector to enable achievement of biodiversity mainstreaming objectives in an efficient and effective manner	3
4. Capacity to mobilize information and knowledge	Systemic	Territorial Planning institutions have the biodiversity information they need to develop and monitor biodiversity-compatible territorial plans	Information is virtually lacking		Some information exists, but is of poor quality, is of limited usefulness, and is not always available at the right time	1	Much information is easily available and mostly of good quality, but there remain some gaps in quality, coverage and availability		Territorial Planning institutions have the biodiversity information they need to develop and monitor territorial plans	3
4. Capacity to mobilize information and knowledge	Individual	Individuals working on territorial planning work effectively together as a team	Individuals work in isolation and don't interact		Individuals interact in limited way and sometimes in teams but this is rarely effective and functional	1	Individuals interact regularly and form teams, but this is not always fully effective or functional		Individuals interact effectively and form cross-disciplinary functional teams	3

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
5. Capacity to monitor, evaluate, report and learn	Systemic	Society monitors the state of biodiversity mainstreaming into territorial plans	There is no dialogue at all		There is some dialogue going on, but not in the wider public and restricted to specialized circles	1	There is a reasonably open public dialogue going on but issues that particularly magnify the conflict between economic activities and biodiversity considerations are not discussed.		There is an open and transparent public dialogue about the state of biodiversity mainstreaming into territorial plans	3
5. Capacity to monitor, evaluate, report and learn	Institutional	Territorial Planning institutions have effective internal mechanisms for monitoring, evaluation, reporting and learning	There are no mechanisms for monitoring, evaluation, reporting or learning		There are some mechanisms for monitoring, evaluation, reporting and learning but they are limited and weak	1	Reasonable mechanisms for monitoring, evaluation, reporting and learning are in place but are not as strong or comprehensive as they could be		Institutions have effective internal mechanisms for monitoring, evaluation, reporting and learning	3

Quantitative summary of Total Possible Scores

Strategic Areas of Support	Total Possible Scores		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	3	3	-
2. Capacity to implement policies, legislation, strategies and programmes	6	15	9
3. Capacity to engage and build consensus among all stakeholders	6	3	-
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of GEF SO-2 and SP-4	3	-	3
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	3	3	-
Total	21	24	12
Note: "-" means no indicator was selected for that level.			

Quantitative summary of Baseline Scores

Strategic Areas of Support	Baseline Scores		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	2	0	-
2. Capacity to implement policies, legislation, strategies and programmes	2	3	0
3. Capacity to engage and build consensus among all stakeholders	2	1	-
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of GEF SO-2 and SP-4	1	-	1
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	1	1	-
Total	8	5	1

Note: "-" means no indicator was selected for that level.

Quantitative summary of Target Scores

Strategic Areas of Support	Target Scores		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	3	3	-
2. Capacity to implement policies, legislation, strategies and programmes	6	15	8
3. Capacity to engage and build consensus among all stakeholders	5	3	-
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of GEF SO-2 and SP-4	3	-	3
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	3	3	-
Total	20	24	11

Note: "-" means no indicator was selected for that level.

Quantitative summary of Baseline Scores as a % of Total Possible Scores

Strategic Areas of Support	Baseline Scores as % of TPS		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	67%	0%	-
2. Capacity to implement policies, legislation, strategies and programmes	33%	20%	0%
3. Capacity to engage and build consensus among all stakeholders	33%	33%	-
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of GEF SO-2 and SP-4	33%	-	33%
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	33%	33%	-
Total	38%	21%	8%

Note: "-" means no indicator was selected for that level.

Quantitative summary of Target Scores as a % of Total Possible Scores

Strategic Areas of Support	Target Scores as % of TPS		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	100%	100%	-
2. Capacity to implement policies, legislation, strategies and programmes	100%	100%	89%
3. Capacity to engage and build consensus among all stakeholders	83%	100%	-
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of GEF SO-2 and SP-4	100%	-	100%
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	100%	100%	-
Total	95%	100%	92%
Note: "-" means no indicator was selected for that level.			

Scorecard as of 30 June 2013

Strategic Area of Support	Capacity Level	Indicator	Scores				
			Worst (Score 0)		Marginal (Score 1)	Satisfactory (Score 2)	Best (Score 3)
1. Capacity to conceptualize and formulate policies, legislations, strategies and programmes	Systemic	There is a strong and clear legal mandate for mainstreaming biodiversity into territorial planning	There is no legal framework for biodiversity mainstreaming into territorial plans		There is a partial legal framework for biodiversity mainstreaming into territorial plans, but it has many inadequacies	There is a reasonable legal framework for biodiversity mainstreaming but it has a few weaknesses and gaps	2 There is a strong and clear legal mandate for biodiversity mainstreaming into territorial plans
1. Capacity to conceptualize and formulate policies, legislations, strategies and programmes	Institutional	There is an institution responsible for mainstreaming biodiversity concerns into territorial planning that is able to prepare effective strategies and plans to this end	Territorial planning institutions do not have clear plans or strategies for mainstreaming biodiversity concerns into territorial planning		Territorial planning institutions do have strategies and plans for biodiversity mainstreaming, but these are old and no longer up to date or were prepared in a top-down fashion	Territorial planning institutions have some sort of mechanism to update their strategies and plans, but this is irregular or is done in a largely top-down fashion without proper consultation	2 Territorial planning institutions have a clear strategy and plan for biodiversity mainstreaming into territorial plans that have been developed with adequate participation and are regularly updated

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
2. Capacity to implement policies, legislation, strategies and programmes	Systemic	There are adequate skills for mainstreaming biodiversity concerns into territorial planning	There is a general lack of planning and management skills		Some skills exist but in largely insufficient quantities to guarantee effective planning and management		Necessary skills for effective biodiversity mainstreaming into territorial plans do exist but are stretched and not easily available	2	Adequate quantities of the full range of skills necessary for effective biodiversity mainstreaming into territorial plans are easily available	3
2. Capacity to implement policies, legislation, strategies and programmes	Systemic	There is a fully transparent oversight authority for the Territorial Planning institutions that has the capacity to monitor and enforce biodiversity mainstreaming into territorial plans	There is no oversight at all of Territorial Planning institutions		There is some general oversight, but it lacks capacity to specifically monitor and enforce compliance with biodiversity considerations	1	There is a reasonable oversight mechanism in place providing for regular review of biodiversity considerations but it lacks transparency (e.g. is not independent, or is internalized)		There is a fully transparent oversight mechanism in place providing for regular review of biodiversity considerations	3
2. Capacity to implement policies, legislation, strategies and programmes	Institutional	Territorial planning institutions have regularly updated, biodiversity-compatible territorial plans that have been prepared with effective participation of land users	Territorial planning institutions do not have biodiversity-compatible territorial plans		Territorial planning institutions have biodiversity-compatible territorial plans, but these are not developed through consultations with land users		Territorial planning institutions have biodiversity-compatible territorial plans, developed through consultations with land users, but there is no process for regular review and updating of the plans	2	Territorial planning institutions have biodiversity-compatible territorial plans, developed through consultations with land users, and there is a process for regular review and updating of the plans	3

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
2. Capacity to implement policies, legislation, strategies and programmes	Institutional	Human resources are well qualified and motivated to mainstream biodiversity concerns into territorial plans	Human resources (HR) are poorly qualified and unmotivated		Human resources qualification is spotty, with some well qualified, but many only poorly and in general unmotivated		HR in general reasonably qualified, but many lack in motivation, or those that are motivated are not sufficiently qualified.	2	Human resources are well qualified and motivated	3
2. Capacity to implement policies, legislation, strategies and programmes	Institutional	Biodiversity-compatible territorial plans are implemented in a timely manner effectively achieving their objectives	There is very little implementation of biodiversity-compatible territorial plans		Biodiversity-compatible territorial plans are poorly implemented and their objectives are rarely met	1	Biodiversity-compatible territorial plans are usually implemented in a timely manner, though delays typically occur and some objectives are not met		Biodiversity-compatible territorial plans are implemented in a timely manner effectively achieving their objectives	3
2. Capacity to implement policies, legislation, strategies and programmes	Institutional	Territorial Planning institutions are able to adequately mobilize sufficient funding, and human and material resources to effectively implement the biodiversity mainstreaming mandate	Territorial Planning institutions typically are severely under funded and have no capacity to mobilize sufficient resources		Territorial Planning institutions have some funding and are able to mobilize some human and material resources but not enough to effectively implement their biodiversity mainstreaming mandate	1	Territorial Planning institutions have reasonable capacity to mobilize funding or other resources but not always in sufficient quantities for fully effective implementation of their biodiversity mainstreaming mandate		Territorial Planning institutions are able to adequately mobilize sufficient quantity of funding, human and material resources to effectively implement their biodiversity mainstreaming mandate	3

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
2. Capacity to implement policies, legislation, strategies and programmes	Institutional	The process of collecting biodiversity information (led by MNREP) and the process of developing territorial plans (led by the State Committee on Property) are well integrated so the former can feed in the right information at the right time into the latter	Only the standard land use planning process is occurring in the district, with no biodiversity information being collected		Both processes are occurring but are taking place independent of the other and are not coordinated	1	There is agreement in principle on coordinating the 2 processes, but there is a lack of clarity in the normative documents guiding the 2 processes and no practical guidelines/ protocols on how to coordinate		The two processes are well coordinated	3
2. Capacity to implement policies, legislation, strategies and programmes	Individual	Individuals in Territorial Planning institutions are appropriately skilled for biodiversity mainstreaming into territorial plans	Individuals have no skills for biodiversity mainstreaming into territorial plans		Individuals have some or poor skills for biodiversity mainstreaming		Individuals are reasonably skilled but could further improve for optimum match with job requirement	2	Individuals are appropriately skilled for biodiversity mainstreaming	3
2. Capacity to implement policies, legislation, strategies and programmes	Individual	Individuals in Territorial Planning institutions are highly motivated for biodiversity mainstreaming	No motivation at all		Motivation uneven, some are but most are not		Many individuals are motivated but not all	2	Individuals are highly motivated	

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
2. Capacity to implement policies, legislation, strategies and programmes	Individual	There are appropriate systems of training, mentoring, and learning in place to maintain a continuous flow of new staff with the capacity to mainstream biodiversity in territorial plans	No mechanisms exist	0	Some mechanisms exist but unable to develop enough and unable to provide the full range of skills needed		Mechanisms generally exist to develop skilled professionals, but either not enough of them or unable to cover the full range of skills required	2	There are mechanisms for developing adequate numbers of the full range of highly skilled professionals able to mainstream biodiversity in territorial plans	3
3. Capacity to engage and build consensus among all stakeholders	Systemic	Biodiversity-compatible Territorial Plans have the political commitment they require	There is no political will at all, or worse, the prevailing political will runs counter to the interests of biodiversity mainstreaming into territorial plans		Some political will exists, but is not strong enough to make a difference		Reasonable political will exists, but is not always strong enough to fully support biodiversity mainstreaming into territorial plans	2	There are very high levels of political will to support biodiversity mainstreaming into territorial plans	3
3. Capacity to engage and build consensus among all stakeholders	Systemic	Biodiversity-compatible Territorial Plans have the public support they require	The public has little interest in Biodiversity-compatible Territorial Plans and there is no significant lobby for it		There is limited support for Biodiversity-compatible Territorial Plans		There is general public support for Biodiversity-compatible Territorial Plans and there are various lobby groups such as environmental NGO's strongly pushing for them	2	There is tremendous public support in the country for Biodiversity-compatible Territorial Plans	

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
3. Capacity to engage and build consensus among all stakeholders	Institutional	Territorial Planning institutions can establish the partnerships needed to achieve biodiversity mainstreaming objectives	Territorial Planning institutions operate in isolation		Some partnerships are in place but there are significant gaps, and existing partnerships achieve little	1	Many partnerships in place with a wide range of agencies, NGOs etc, but there are some gaps, partnerships are not always effective and do not always enable efficient achievement of biodiversity mainstreaming objectives		Territorial Planning institutions establish effective partnerships with other agencies and institutions, including provincial and local governments, NGO's and the private sector to enable achievement of biodiversity mainstreaming objectives in an efficient and effective manner	3
4. Capacity to mobilize information and knowledge	Systemic	Territorial Planning institutions have the biodiversity information they need to develop and monitor biodiversity-compatible territorial plans	Information is virtually lacking		Some information exists, but is of poor quality, is of limited usefulness, and is not always available at the right time		Much information is easily available and mostly of good quality, but there remain some gaps in quality, coverage and availability	2	Territorial Planning institutions have the biodiversity information they need to develop and monitor territorial plans	3
4. Capacity to mobilize information and knowledge	Individual	Individuals working on territorial planning work effectively together as a team	Individuals work in isolation and don't interact		Individuals interact in limited way and sometimes in teams but this is rarely effective and functional		Individuals interact regularly and form teams, but this is not always fully effective or functional	2	Individuals interact effectively and form cross-disciplinary functional teams	3

Strategic Area of Support	Capacity Level	Indicator	Scores							
			Worst (Score 0)		Marginal (Score 1)		Satisfactory (Score 2)		Best (Score 3)	
5. Capacity to monitor, evaluate, report and learn	Systemic	Society monitors the state of biodiversity mainstreaming into territorial plans	There is no dialogue at all		There is some dialogue going on, but not in the wider public and restricted to specialized circles	1	There is a reasonably open public dialogue going on but issues that particularly magnify the conflict between economic activities and biodiversity considerations are not discussed.		There is an open and transparent public dialogue about the state of biodiversity mainstreaming into territorial plans	3
5. Capacity to monitor, evaluate, report and learn	Institutional	Territorial Planning institutions have effective internal mechanisms for monitoring, evaluation, reporting and learning	There are no mechanisms for monitoring, evaluation, reporting or learning		There are some mechanisms for monitoring, evaluation, reporting and learning but they are limited and weak	1	Reasonable mechanisms for monitoring, evaluation, reporting and learning are in place but are not as strong or comprehensive as they could be		Institutions have effective internal mechanisms for monitoring, evaluation, reporting and learning	3

Quantitative summary of Scores as of 30 June 2013

Strategic Areas of Support	Baseline Scores		
	Systemic	Institutional	Individual
1. Capacity to conceptualize and formulate policies, legislations, strategies and programme	2	2	-
2. Capacity to implement policies, legislation, strategies and programmes	3	7	8
3. Capacity to engage and build consensus among all stakeholders	4	3	-
4. Capacity to mobilize information and knowledge: Technical skills related specifically to the requirements of GEF SO-2 and SP-4	2	-	2
5. Capacity to monitor, evaluate and report and learn at the sector and project levels	1	1	-
Total	12	13	10
Note: "-" means no indicator was selected for that level.			

Annex VII: Maps illustrating the rayon level land management schemes and the detail included in the maps

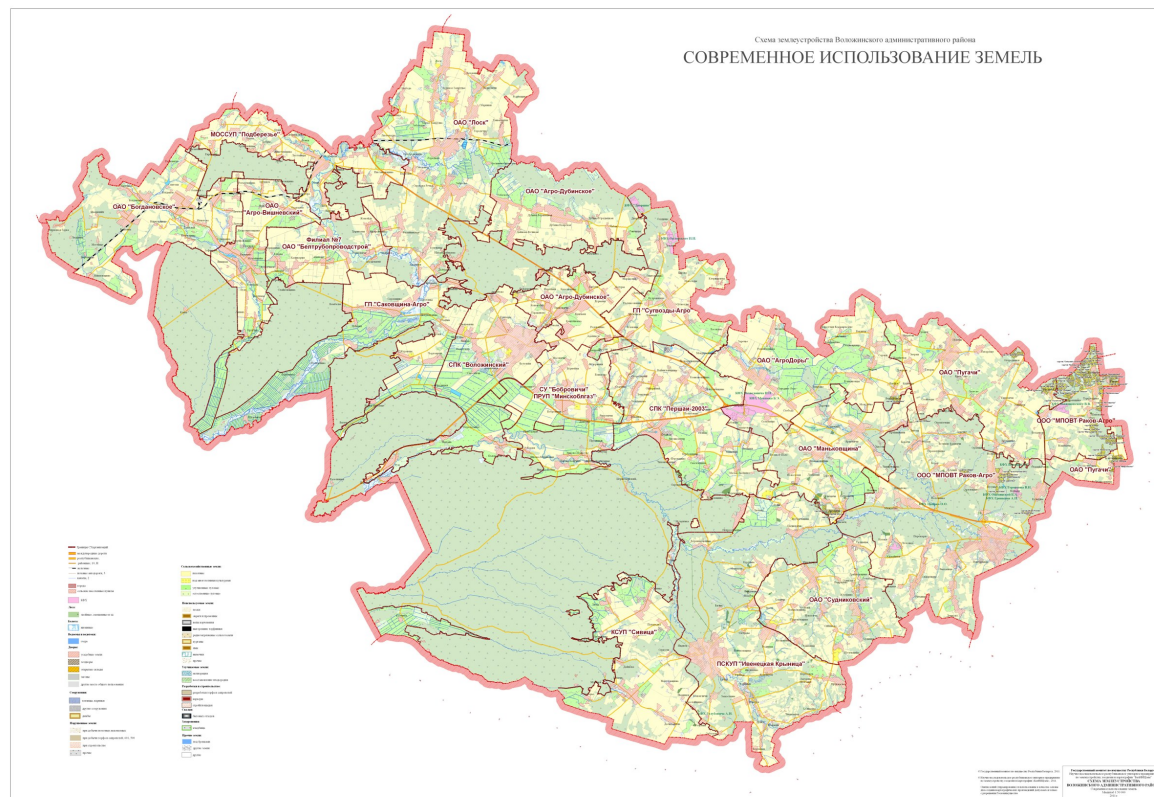


Figure 1. The resulting land management scheme for Valozhin rayon.

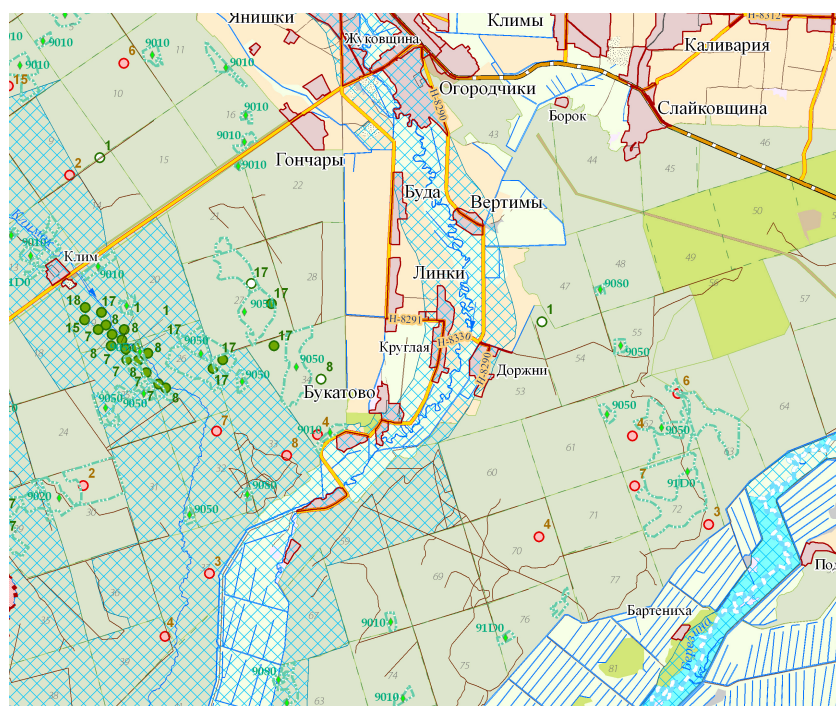


Figure 2. A detail from Volozhin rayon land management scheme illustrating detail in the maps.

Annex VIII: List of documents reviewed

Project documents:

- Project Implementation Reports (PIR)
- Annual Project Reviews
- Mid-term Evaluation,
- Minutes of Project Board meetings
- Financial Data
- Inception Report
- Mid-sized Project Document
- GEF CEO Request for Endorsement
- Project Identification Form (PIF)
- Sample of project communications materials, i.e. press releases, brochures, documentaries, etc.

The project website: www.biodiversity.by

GEF Evaluation Office. GEF Evaluation Office Ethical Guidelines, 2007

GEF Evaluation Office. Guidelines for GEF Agencies in Conducting Terminal Evaluations, 2008

GEF Evaluation Office. The GEF Monitoring and Evaluation Policy, 2010

UNDP Evaluation Guidelines for GEF-Financed Projects: Version for External Evaluators, March 2011

UNDP documents:

Development Assistance Framework (UNDAF)

Country Programme Document (CPD)

Annex IX: List of project assets and their destinations on project closure

No	SERIAL_ID	DESCRIPTION	ACQUISITION DATE	Acquisition Cost in USD	Currency	Recipient on Project Closure
1	354-30042070	PC (Intel Core 2 Duo E5400, MB+Video)+mouse+keyboard	06 May 2010	450.48	USD	MNREP
2	MY20HMASB00536	Display Samsung 20	06 May 2010	216.38	USD	MNREP
3	MY20HMASB00397	Display Samsung 20	06 May 2010	216.38	USD	MNREP
4	KSCW033425	Scanner Epson Perfection V300	18 May 2011	153.12	USD	MNREP
5	YKAWC004558	Fax Panasonic KX-FL 423 RU	06 May 2010	269.84	USD	MNREP
6	N/A	Table SK149m	30 April 2010	149	USD	MNREP
7	N/A	Table SK149m	30 April 2010	149	USD	MNREP
8	N/A	Cabinet Unit R5SO2	30 April 2010	155.77	USD	MNREP
9	N/A	Wardrobe 5G5SO	30 April 2010	142.23	USD	MNREP
10	N/A	Drawer unit KOS06	30 April 2010	103.28	USD	MNREP
11	CNU0054VWK	Notebook Compaq 610-VC276EA T5870	14 April 2010	825.09	USD	MNREP
12	MGTA310685	Laser printer Canon I-SENSYS LBP	14 April 2010	161.9	USD	MNREP
13	144QBKBSC02173	printer SAMSUNG	06 May 2010	102.07	USD	MNREP
14	118687225	GPS navigator Garmin GPSmap 60C SX	18 May 2011	442.21	USD	MNREP
15	M1212nf	Laser printer HP LaserJet Pro	28 September 2010	268.6	USD	MNREP
16	6090676 (camera)	CAMERA NIKON D3100	17 November 2010	996.01	USD	MNREP

No	SERIAL_ID	DESCRIPTION	ACQUISITION DATE	Acquisition Cost in USD	Currency	Recipient on Project Closure
18	XN850EA	Note-book HP 625-XN850EA	12 May 2011	912.8	USD	MNREP
19	N/A	TABLE BK-115	25 May 2011	263	USD	MNREP
20	VN-8500 PC	DICTAPHONE OLYMPUS	01 August 2011	117.31	USD	MNREP
21	N/A	BANNER DISPLAY	23 November 2011	159.5	USD	MNREP
22	N/A	BANNER DISPLAY	23 November 2011	159.5	USD	MNREP
23	N/A	BANNER DISPLAY	23 November 2011	159.5	USD	MNREP
24	N/A	BANNER DISPLAY	23 November 2011	159.5	USD	MNREP
25	12038N100913	Trimming machine 128R	12 June 2012	255.73	USD	“CIELIACHANY CHILDREN CREATIVE ACTIVITIES CENTER”*

*Already transferred.

Annex X: Questions used by TE during mission to Belarus

The following questions are those used in the TE during the structured and semi-structured interviews with stakeholders during the mission to Belarus:

1. What is the achievement, so far, of which you are most proud?
2. If you could go back in time, what would you change or do differently?
3. If you could go back in time, which activities would you definitely do again?
4. If the project had an extra USD 2 million and an extra two years, what else would you consider doing?
5. What are you doing to ensure take up/replication of the concept and processes in other rayons?
6. What are the effects of inflation or changes in the exchange rates to the budgeting and/or expenditure?
7. Please give examples of how you are ensuring cost effectiveness?
8. Please provide all information on cofinance to date, including both cash and in-kind expenditure and a summary of the items on which the co-finance has been spent.
9. What is your role/relationship with the project?
10. What are you doing to ensure sustainability of the project's processes and impacts?
11. This (xxx) success seems very good: what did you do to achieve it?
12. Who are the partners (i.e., people actively working to the same goals) on the project?
13. Who would you say *owns* the project?
14. Who are the stakeholders in the project (i.e., people that are involved in the project, either actively or passively or will be affected by the project in some way)?
15. Who prepares the TOR for all contracting?
16. Who signs the contracts?
17. Imagine this scenario: if the Minister phones you up and says that he needs to make a brief report on the project to the President and he needs 5 bullets on the following subjects:
 - Key successes
 - what would you advise the next door country to do if they were to implement a similar project
 - what works and why
 - what does not work and why
 - key challenges
18. Is the project having any useful (but unplanned) spin-offs?
19. Is the project having any detrimental or negative (but unplanned or unintended) impacts?
20. This is a UNDP project – what advantages or disadvantages does this bring? What if it was a World Bank project instead – what difference would that bring?
21. If you were to re-write the Project Document, what would you change?
22. Who are the project's champions?
23. Standard issues to be covered:

- Project Manager Forum
 - Procurement rules and efficiencies
 - UNDP training/support
 - Financial audits
 - Cofinance information
 - Communication strategy?
 - Monitoring awareness/knowledge
 - Backing up data and digital information
 - Team functionality
 - Staff turn over
 - If training is provided, how is training is now being used in job?
 - How including gender and/or indigenous peoples issues?
 - Need to provide all information, including equipment, inputs, infrastructure, tracking tool data.
 - If there was a delay, what was the reason?
24. How is the project aligned to the country's development programme, region-level development plans and the UNDAF?
 25. Is the project trying to increase awareness? If so, among which target groups? How is the project monitoring changes in awareness and attitude? How has any changes in attitude and awareness affected project implementation, and how is it being used in the daily, professional lives of the target groups?
 26. Infrastructure has been developed over the course of this project. Was it in alignment with the strategic plan developed at the landscape level? If not, how was the decision made for any given infrastructural input?
 27. New institutions have been created over the course of the project. How will these be sustainable? In five years' time, how do you imagine the committees functioning?
 28. Why did [any staff] resign?
 29. At a landscape level, what monitoring activities are being undertaken to determine the impact of the project?
 30. How does the project interface with the land reform processes in the country?
 31. This [aspect of the project] appears to be largely unsuccessful: why? What could have been done better to ensure it worked better?
 32. It appears as if some [key stakeholders] were not included in project processes. Would it be useful to try to include some of these organizations, at least on an ad hoc basis?
 33. How did the project interface with rayon and regional governments?

Annex XI: Evaluation Consultant 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	Stuart Williams
--------------------	-----------------

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

Signed at: Kampala, Uganda On: XXXX 2013

Signature



Annex XII: Evaluation Report Reviewed and Cleared

UNDP Country Office	
Name: Igar Tchoulba	
Signature:	Date:
UNDP-GEF RTA	
Name: Maxim Vergeichik	
Signature:	Date: