Mid-Term Review

GEF/UNDP/Government of Cape Verde

Consolidation of Cape Verde's Protected Areas System

GEF PIMS: 4176

Executed by

General Directorate for the Environment,

Ministry of Environment, Housing and Land Planning

Cape Verde

The Cape Verde Shearwater (*Calonectris edwardsii) that breeds only in Cape Verde*

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20th of September 2013

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ACRONYMS AND ABBREVIATIONS

AMP	Areas marinhas protegidas
ANMCV	National Association of Municipals of Cabo Verde
APR	Annual Project Report
AWP	Annual Work Plan
CBD	Convention on Biological Diversity
CEPF	Critical Ecosystem Partnership Fund
CM	Municipality
CNA	National Council of Environment
CO	Country Office
CP	Project Steering Committee
CR	CRITICALLY ENDANGERED
CRP	Partners Regional Commission
CT	Project Technical Committee
CTA	Chief Technical Adviser
CTS	Chief Technical Specialist
CVI	Cabo Verde Investimentos
DGA	National Directorate of Environment
DGADR	National Directorate of Agriculture and Rural development
DGOT	National Directorate of territorial Planning and Urbanism
DGP	National Directorate of Fisheries
DGPOG	Directorate of Management, Planning and Budget
DGT	National Directorate of Tourism
DGDT	General Directorate of Tourism Development
DMDR	Delegation of the Ministry of Agriculture and Rural development
DNAPEC	Direção Nacional dos Assuntos Políticos e de Cooperaçãos
EBA	Endemic Bird Area
EIA	Environmental Impact Assessment
EN	ENDANGERED
ENDU	Environmental Natural Disasters Unit
ETMA	Municipal Tehnical team for Environment
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FMZ	Forestry Management Zones
GDP	Gross Domestic Product
GEF	Global Environment Facility
GIS	Geographic Information System
GoCV	Government of Cape Verde
HQ	Headquarters
IBA	Important Bird Area
KBA	Key Biodiversity Area
INDP	National Research Institute of Fisheries
INIDA	National Institute of Agricultural Research
IUCN	World Conservation Union
IWO	Island Project Unit
KfW	Kreditanstalt für Wiederaufbau, meaning *Reconstruction Credit Institute*
LAC	Local Adivser Committee
M&E	Monitoring and Evaluation
MADRRM	Ministry of Environment, Rural Development and Marine Resources
MAHOT	Ministry of Environment, Habitat, and territorial Planning
MDR	Ministry of Agriculture and Rural development
METT	Monitoring Effectiveness Tracking Tools
MIREX	Ministry of External Relations
MPA	Marine Protected Area
MTR	Mid-Term Review
NBSAP	National Biodiversity Strategy and Action Plan

NEAP	National Environmental Action Plan
NEX	National Execution
NGO	Non Governmental Organization
NP	Natural Park
NPCU	National Project Coordinating Unit
PA	Protected Area
PAAA	Protected Areas Autonomous Authority
PAIS	Intersectoral Environnmental Plans
PAM	Municipal Environnmental Plans
PANA	National Plan for the Environment
PC	Project Coordintor
PCSAPCV	Consolidation of Cape Verde's Protected Areas System Project
PCU	Project Coordination Unit
PDA	Plan of Agricultural Development
PIMS	Project Information Management System
PIR	Project Implementation Report
PN	Natural Park
ProDoc	Project Document
PSC	Project Steering Committee
PSU	Project Site Unit
RTA	Regional Technical Adviser
SGF-GEF	Small Grants Funds Program of GEF
SIGOF	Integrated System of Budgetary and Financial Management
SIGOF	Sistema Integrado de Orçamento e Gestão Financeira
SO	Strategic Objective
SP	Strategic Program
SRF	Strategic Results Framework
SWOT	Strengths, Weaknesses, Opportunities and Threats
TAC	Technical Advisory Committee
TE	Terminal Evaluation
TOR	Terms of Reference
UNDP	United Nations Development Programme
UNDP-GEF RTA	UNDP-GEF Regional Technical Advisor
UNFCCC	United Nations Framework Convention on Climate Change
UNJO	United Nations Joint Office
UNMCV	União Nacional dos Municípios de Cabo Verde
VU	VULNERABLE
WWF	World Wide fund for Nature

Cover photograph from: http://www.birdfinders.co.uk/news/cape-verde-2009-pics.html

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BASIC PROJECT DATA

UNDP/GEF Project Title	Consolidation of Cape Verde's Protected Areas System
Parent Program	Strategic Program in West Africa: Sub-component on Biodiversity. Objective 3: 'Consolidating Protected Area Networks'
GEF Project ID No	3752
UNDP Project ID No	PIMS 4176
Evaluation Time Frame	15 July to 20 September 2013
Date of Evaluation Report	23 August 2013
Region	West Africa
Country	Cape Verde
GEF Focal Area	Biodiversity
GEF-4 Strategic Objective and Programs	SO1"To catalyze sustainability of protected area systems" • SP2 : Increasing Representation of Effectively Managed Marine Protected Area Networks in Protected Area Systems • SP3: "Strengthening Terrestrial Protected Area Networks"
Implementing Agency	UNDP
Executing Agency	Directorate General of Environment, Ministry of Environment, Housing and Land Planning
Project Partners	Government of Cape Verde, Spanish Cooperation, Austrian Cooperation, US Peace Corps, WWF Cape Verde, UN Joint Office in Cape Verde
GEF project financing	US$3,100,000
UN Joint Office in Cape Verde cash co-financing	US$ 300,000
Government of Cape Verde cash co-financing	US$ 783,000
In kind co-financing	US$15,697,738
Total co-financing	US$16,780,738
Total Project Cost	US$19,880,738
ProDoc Signature (date project began)	4 August 2010
Date of Inception Report	14 April 2011 (finalized September 2011)
Original operational closing date	30 May 2014
Revised operational closing date	December 2014 (project extension of 7 months approved in March 2013)

EXECUTIVE SUMMARY

The place

Cape Verde, a volcanic archipelago of 10 islands and several islets lying 600 km west of Senegal in the Atlantic Ocean is home to globally threatened biodiversity and a high number of endemic species of plants and animals, both marine and terrestrial. The islands were first colonized by man over 500 years ago have a small (ca 500,000) human population living on nine islands with a combined surface area of less than 4,000 sq km. Rainfall varies greatly according to location but most places get very little, and it is concentrated in a single rainy season in August and September. Droughts in the past have caused severe food shortages.

Cultivation, despite careful terracing on steep slopes, livestock herding, overfishing, over-collection of fodder plants and firewood, excessive hunting of seabirds, introduction of exotic plants, and rapid tourism developments on some islands have led to degradation of habitats and declines in species abundance and distribution.

Protected Areas

Cape Verde is a signatory to the main international conventions on biodiversity conservation and prepared its National Biodiversity Strategy and Action Plan in 1999. In response to growing concerns about the depletion of natural resources and the natural heritage of Cape Verde, the government passed legislation in 2003 that formed the basis for a protected area system and defined six major categories of protected area and four zones available for different management regimes. In addition 47 sites were announced for protection under the law. Between 2003 and 2009 progress was made in establishing legal boundaries and management regimes at three protected areas with the assistance of a UNDP/GEF/GOCV protected areas project often referred to as “Phase 1”. When that project came to an end the government took over management of the three protected areas, but the funding available was less than during the project and there was insufficient government funding to run a central protected area administration and the other 44 protected areas. The lack of an effective exit strategy to guarantee sustainability of the results was identified as a flaw at that project’s Terminal Evaluation.

Project context

The current project was designed to create that sustainability by including in one of its three outcomes the establishment of an autonomous Protected Area Authority with finance identified that would be sufficient to run the whole protected area service. The project includes the establishment of legal boundaries and management regimes at an additional 14 protected areas on four different islands, and a large component on community and local government participation in protected area planning and management. There is a specific emphasis on marine protected areas and an island wide approach that, on two of the islands, combines the management oversight for several small protected areas under a single assemblage or “complex”.

Mid-term Review

The Mid-term Review (MTR) is an integral part of the UNDP/GEF project cycle. It should take place half way through each project and is designed to assess progress towards objectives and the way that monitoring is carried out, and based on that assessment suggest what could be done to improve performance in the remaining part of the project.

The MTR of the Consolidation of Cape Verde's Protected Areas System project took place in July and August 2013 and was carried out by two consultants. The methodology consisted of a desk review of relevant documents, interviews and group meetings with project and UNDP staff, government officials, and members of the public, and the use of a simple questionnaire that was given to all those who were interviewed or attended a group meeting. A presentation of initial findings was made at a workshop in Praia on 6th August.

Project scope and management

The project was funded by GEF (US$3,100,000), UNDP (US$300,000) and Government of Cape Verde (US$783,000) for 46 months when the Project Document (Prodoc) was signed on 4 August 2010. Basic project data are shown above (page 2), and the objective and abbreviated versions of the outcomes and outputs are shown here.

Objective

To consolidate and strengthen Cape Verde's protected areas (PA) System through the establishment of new terrestrial and marine PA units and the promotion of participatory approaches to conservation

Summary of the scope of Outcomes and their constituent Outputs

1. Stronger governance framework for National PA system

1. PA Autonomous Authority (PAAA) established, with trained staff, and operating
2. National PA Strategies including business plan
3. Routine collaboration between PAAA and agencies involved in sustainable natural resource management

2. Management effectiveness at selected terrestrial and marine PAs is enhanced

1. Seven PA Management and Business Plans
2. Two island wide conservation plans
3. Ecological monitoring systems running in all PAs
4. Invasive species under control: selected PAs
5. Coordination regarding PAs and Fisheries Management plan

3. Community mobilization, sectoral engagement, capacity building

1. Local capacity for biodiversity friendly alternative livelihoods in place of damaging ones
2. Wide participation of local government, private sector, NGOs in PA Advisory Councils
3. Integration of PA considerations into local development
4. NEW OUTPUT – Respect for ecological carrying capacities

The project is managed by a central Project Coordination Unit (PCU) in Praia, Santiago Island, in an office above the Directorate General of the Environment (under Ministry of Environment, Housing and Land Planning), which is the Implementing Agency. Activities on Santo Antão, Sao Vicente, Sal, Boavista and Fogo are run by Project Site Units (PSU) and Island Wide Offices (IWO) on four of those islands. There is a staff of ca 35 with eight of those based at the PCU. UNDP Cape Verde provides considerable administrative and technical support, and UNDP staff have made monitoring visits to each project site up to three times per year. The UNDP Regional Technical Adviser also visits from time to time and provides support from Regional HQ. There are regular Steering Committee and Technical Committee Meetings in Praia and on the other islands, but there have been no meetings of the whole project staff together, and the MTR team feel that such a meeting once or twice during the project would have helped to improve activities and approaches and ensure compatibility between project outputs.

Formulation

The design was strong in that it included central and site based outcomes all necessary for a working protected area system. It aimed at collaboration with other projects and there was substantial co-finance (ratio of 5:1) agreed, although some of in-kind co-finance stretches the definition and much of it did not materialize. The substantial level of cash contribution from the Cape Verde Government, however, demonstrated high commitment to the project and to protected areas and is a strong part of the design. Other strong points include the partnership with the GEF Small Grants Programme and the coverage of both marine and terrestrial protected areas. The scope of the project was ambitious given the four year time frame, the core funds available and lessons learned world-wide in projects that aim for institutional change. The risk that the PAAA would not be established was perhaps rated too low. A high proportion of the budget (over 50%) was taken up by staff and other recurrent costs

and there are no funds available for implementation of the management plans. The expectation was that these funds would be supplied by the PAAA but the establishment of the PAAA is actually beyond the control of the project.

Implementation

After a slow start – the project did not begin any activities until 2011, and the Inception Workshop took place only in April 2011 – implementation has speeded up. A project extension was applied for in 2012 and granted in March 2013: the current operational closing date is December 2014. The project teams are enthusiastic and knowledgeable, and considerable progress has been made, particularly at the site level. Fourteen protected areas have been established with legal boundaries and gazetted, and they all have draft management plans, some of which make use of the Island Wide approach to protected area management described above. GIS boundary determinations and gazetting are being done for other protected areas on the project islands (and one more), and this will contribute to the national system. Extensive work has taken place to involve local communities and governments in protected area matters and there are now Advisory Councils at all project sites. With regard to implementation of management the plans have not been approved or funded, but some activities, including control of invasive plants and protection of turtles at nesting beaches (in collaboration with NGOs and the Army) have been funded by the project.

Concerns

The main concern now is that the PAAA has not been established, and this casts doubt on the sustainability of project results. Strategies and other papers have been prepared, but they remain documents not policy. If there is no additional finance allocated to the PA system and its management at central and local levels the newly established protected areas will suddenly lose administrations when the project comes to an end in 2014: at present the project staff act as and are treated as the protected area staff. The DGA is committed to a protected area system but the Director General told the MTR team that he considered direct management by DGA a better route for institutionalization of the PA system. This is not what the project is directing its efforts towards (Output 1.1) but if sustainable financing for this option were secured it would satisfy the requirements for Outcome 1.

The MTR team have a few other concerns too. For example, project staff would benefit from a more questioning and innovative approach to conservation and development. The same applies to project management, which has tended to be too prescriptive and not to consider departures from the Prodoc even when that may be in the interests of achieving the outcomes and the objective. Use of data could be improved, for example in the way that it is applied to measuring progress against performance indicators. Although the maps and area calculations for the focal protected areas are excellent, there is a lack of definitive data on the protected areas overall, and the ways that marine and terrestrial percentage coverage are calculated need clarification. A website has been set up and it looks fine, but it could include so much more information with very little work. Overall, at both central and local levels, there has perhaps been too much reliance on reports, plans and strategies prepared by consultants. For example, instead of commissioning papers from four different consultants to support the formation of the PAAA and then going through long review periods (still not completed) it might have been more efficient to employ just one consultant to lead a process of consultation including contributions from all project staff backed up by more focused papers and analyse.

Ratings

Standard six point and four point scales for satisfactoriness and sustainability (see Table 1 in the main text) were used to rate that project on a range of criteria. Overall, project formulation and performance was both assessed as Moderately Satisfactory (3rd out of 6). However, sustainability was rated as Moderately Unlikely (3rd out of 4). An established PAAA or an alternative is essential to achievement of Outcome 1 and to the sustainability of Outcomes 2 and 3 and, three years into the project, Outcome 1 should have been achieved by now. PAAA establishment requires an initial outside investment of US$1,000,000 from an outside source and this has not yet been secured. The

time taken just to find that initial investment, let alone obtain government commitment to further funding, is likely to be longer than the project has available.

Constraints

The project is facing constraints now of time and funds. Renewed efforts are needed at the central level to get the PAAA financed and established within the remaining period of the project. However, there are problems facing the project in terms of funds remaining for 2014. Recurrent annual costs are high (US$512,000 for staff salaries, US$52,000 for office running costs, US$30,000 for steering and technical committee meetings, and US$36,000 for vehicle fuel and maintenance) and if the estimated cost of the obligatory terminal evaluation (US$40,000) is added in the total comes to US$670,000. Assuming that there is 100% delivery of the funds budgeted for 2013 the funds available available for Jan to Dec 2014 are estimated to be US$683,000, which, if 2013 recurrent costs are left unchanged for 2014 would leave only US$13,000 for other planned activities such as workshops, business plans, ecological monitoring system development, boundary delineation, invasive plant control and other protected area management and integrated conservation and development initiatives.

Recommendations

The MTR made a number of management and technical recommendations aimed at:

- increasing the likelihood of institutionalization and financing of the PA system
- ensuring that progress made so far is consolidated, and
- taking advantage of opportunities available through the project to improve the resources and functioning of a future PA system

This is a brief summary of the recommendations made in Section 4.1:

Recommendation 1. Revise the SRF Indicators for Objective and Outcomes using suggestions given

Recommendation 2. Delete Output 3.4 (on carrying capacities) from the SRF

Recommendation 3. Arrange joint reaffirmation by all project stakeholders of their determination to go forward with establishment and adequate funding by government, of a comprehensive PA system administration, and through what modality.

Recommendation 4.
Establish a task force to get the protected area administration financed and institutionalized either as PAAA or within the DGA and agree to a timetable of steps and milestones

Recommendation 5.
Design and implement a programme to deepen understanding of the economic values of protected areas across all sectors of government and among the general public

Recommendation 6.
Reduce project duration by 4 months to end of August 2014

Recommendation 7:
Quickly prepare a programme of work to cover the period October 2013 to August 2014, reconsidering the priorities of activities scheduled for 2013, and focusing on activities necessary to
a) achieve institutional sustainability for the PA system administration before the end of the project (links with Recommendations 3, 4 and 5)
b) consolidate project outputs at the site level, and
c) establish practical spatial database for the whole PA system using the GIS capabilities developed by the project

1. INTRODUCTION

1.1 The place, the people and the biodiversity

Cape Verde lies in the eastern Atlantic 500 km west of Dakar Senegal between latitudes 14 and 17 degrees N. The archipelago consists of 10 main islands (nine populated), ranging in size from 35 sq km (uninhabited Santa Lucia) to 991 sq km (Santiago, the seat of the capital, Praia) and several uninhabited islets, the largest of which is Raso (7 sq km). The total land area is 4,033 sq km distributed over about 58,000 sq km of ocean. The 2013 population is estimated to be 531,046 and growing at 1.41% per year[1], and about 30% of the population live in the two main cities of Praia and Mindelo (on Sao Vicente). GDP per person is US$4,200 (2012 estimate)[1] and Cape Verde lies 132nd (out of 187 countries and territories) in the UNDP development index.[2]. Literacy is high, at 84.3%, and spending on education (in 2011) was 5.6% of GDP, which puts Cape Verde at 54th position in the world[1]. The economy is service oriented with commerce, transport, tourism, and public services accounting for about three quarters of GDP.

The economy suffers from a poor natural resource base, including serious water shortages exacerbated by cycles of long-term drought and poor soil for agriculture on several of the islands. Although about 40% of the population lives in rural areas, the share of food production in GDP is low. About 82% of food must be imported. The fishing potential, mostly lobster and tuna, is not fully exploited, although there is local overfishing.

Cape Verde annually runs a high trade deficit financed by foreign aid and remittances from its large pool of emigrants; remittances supplement GDP by more than 20%[3]. A relatively new and rapidly growing tourism industry accounts for over 20% of GDP[4]. Most of this is charter flight beach holidays on the islands of Sal and Boavista, with relatively little on the other islands, and there is growing concern that much of the profits from tourism are taken by overseas companies. There is a small but increasing number of tourists who venture into the mountains for hiking on San Vicente, Santo Antão and Fogo in particular, and an even smaller number of keen ornithologists who come to view or study the birdlife.

The islands are volcanic, with steep rugged mountains reaching up to 2,829m (the summit of the only active volcano, on Fogo), bare rocky plateaux, arid deserts (notably on Sal and Boavista), and a mainly drought-resistant vegetation greatly affected by humans (about half the over 600 species of plants are introduced since human settlement began). Cape Verde belongs to the extended Sahelian zone of continental Africa, with a warm dry climate and irregular rains, modified by the cool Canary Current that flows past the islands from north to south. Rainfall varies greatly according to location (0 to 1,200 mm) but it is extremely seasonal and the terrain is such that there are no permanent inland water bodies apart from a few brackish water lagoons on Boavista and Santiago, and a tiny number of watercourses that run year round (eg on northern Santo Antão). Water catchment and distribution and soil management systems are poorly developed, so that much of the limited water supply is not captured for human use but flows directly to the ocean, and erosion and soil exhaustion are commonplace. Water for human use comes largely from desalinization plants in the urban areas, and from wells and springs in rural areas, with locally significant collection of mist droplets on some of the high volcanoes. The price of water delivered in tankers on Santiago is typically 1000 Cape Verde Escudos[5] per tonne or 20 escudos for 20 litres.

Lying off the coast of continental Africa in a position, and with an origin, analogous to that of the Galapagos off the coast of continental South America, Cape Verde is home to a wide range of endemic species – and was likely home to many more before the advent of man to the islands over

[1] https://www.cia.gov/library/publications/the-world-factbook/geos/cv.html
[2] Cape Verde's 2012 score of 0.586 on the HDI has increased by 10% since 2000. See http://hdrstats.undp.org/images/explanations/CPV.pdf
[3] http://www.indexmundi.com/cape_verde/economy_profile.html
[4] http://www.odi.org.uk/sites/odi.org.uk/files/odi-assets/publications-opinion-files/5850.pdf
[5] Exchange rate at present loosely pinned to the euro at a rate of 110 escudos to the euro

500 years ago. Macaronesia, which includes five mid-Atlantic archipelagos (Azores, Madeira, Selvagems, Canaries, and Cape Verde), has been recognized as a distinct biogeographic unit, but this is not universally accepted. The islands were once covered with dry forests and scrub habitat, but agriculture and forestry, including the introduction and planting of exotic species, has destroyed much of the original native vegetation, apart from at the highest altitudes. Nineteen Key Biodiversity Areas (KBA) have been determined for the islands under the CEPF Mediterranean Basin Hotspot Ecosystem Profile[6].

There are several endemic species and subspecies[7] of land birds, including the globally threatened[8] Razo Lark (*Alauda razae*)(CR) which is restricted to the Ilheu Raso KBA and has fluctuated in numbers in recent years between about 150 and 1,400 individuals[9], and the Cape Verde Warbler (*Acrocephalus brevipennis*) (EN). Population sizes of some of the endemic sub-species, such as Bourne's Heron (*Ardea purpurea bournei*), have dropped to very low levels. There are two Cape Verde subspecies of Kestrel (*Falco tinnunculus neglectus* and *F.t alexandri*) which themselves show inter-island variation. The islands are the third most important nesting location worldwide for the Loggerhead Turtle (*Caretta caretta*) (EN): most turtles nest on the beaches of Boavista where there are threats from the growth of tourism. There are several endemic lizards, including the Bouvier's Leaf-toed Gecko (*Hemidactylus bouvieri*) (CR), the Vaillant's Mabuya (*Chioninia vaillantii*) (EN), which may have an area of occupancy of only 20 sq km[10], and the Boavista Wall Gecko (*Tarentola boavistensis*) (VU). Former large seabird colonies (including Magnificent Frigate Bird [*Fregata magnificens*], the near endemic Fea's Petrel [*Pterodroma feae*], Brown Booby [*Sula leucogaster*], the breeding endemic Cape Verde Shearwater [*Calonectris edwardsii]* and the Red-billed Tropic Bird [*Phaethon aethereus*]) have been greatly reduced in size through overhunting and over-collection of eggs, which continues, even though it is now illegal.

The islands' land invertebrates (notably gastropods, insects and arachnids) show particularly high levels of endemism and there are also numerous marine molluscs known only from Cape Verde. Nearly 50 species of cone snails have been recorded, and 12 of these are listed as globally threatened (eg [the Critically Endangered] *Conus lugubris*). Other marine life of Cape Verde is rich too, and although there are no true reefs there are a number of sites with rich coral communities[11]. There are 13 endemic coastal fish species, including the Cape Verde Skate (*Raja herwigi*) and three species of *Diplodus* (Sea Bream)[12]. Thirty-eight of over 660 Nine species of bony and cartilaginous fish recorded are listed as globally threated on the IUCN Redlist, including the Atlantic Blue Finned Tuna (*Thunnus thynnus*) (EN), the Small-toothed Sawfish *(Pristis pectinata)* (CR), the Common Guitarfish *Rhinobatos rhinobatos*[13] (EN), and the Scalloped Hammerhead (*Sphyrna lewini*)[14] (EN). Marine mammals are common in Cape Verde waters too, and include the Blue Whale (*Balaenoptera musculus*) (EN) and the Sperm Whale (*Physeter catodon*) (VU). There is a growing interest in Cape Verde as a venue for whale and dolphin watching tours.

The plants of Cape Verde include about 250 species of vascular plants that are thought to have been present when man first arrived in the 15th century, and well over that number that have arrived since,

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[6] Sites that contain populations of at least one globally threatened species, restricted range species, biome-restricted species or congregatory species. See http://www.cepf.net/Documents/Mediterranean_EP_FINAL.pdf

[7] The taxonomy is discussed as the populations of the birds themselves continue to fall.

[8] In order to be consistent, the use of the term threatened is limited to those in the categories of Vulnerable VU, Endangered EN and Critically Endangered CR on the IUCN Redlist http://www.iucnredlist.org/technical-documents/categories-and-criteria

[9] http://www.birdlife.org/datazone/speciesfactsheet.php?id=8180

[10] http://www.iucnredlist.org/details/178352/0

[11] http://www.researchgate.net/publication/235633591_Coral_assemblages_of_Cabo_Verde_preliminary_assessment_and_description

[12] http://www.fishbase.org/Country/CountryChecklist.php?what=list&trpp=50&c_code=132&csub_code=&sortby=alpha2&vhabitat=endemic

[13] http://www.iucnredlist.org/details/63131/0

[14] http://www.fishbase.org/Country/CountryChecklist.php?what=list&trpp=50&c_code=132&csub_code=&sortby=alpha2&vhabitat=threatened

the vast majority introduced by man, and many of which have become invasive species. *Lantana camara*, *Furcraea foetida* and *Dicrostacys cinerea* have spread from agricultural areas to adjacent lands throughout Cape Verde, and reforestation projects have used exotic tree species, predominantly *Pinus*, *Eucalyptus*, *Acacia* and *Prosopis* spp. There are over 80 endemic species of vascular plants, including several from the endemic genus *Tornabenea,* and *Aeonium gorgoneum*, *Campanula jacobaea*, *Nauplius smithii*, *Globularia amygdalifolia*, a sagebrush *Artemisia gorgonum*, and a tree, *Sideroxylon marginata*. Three of the non-endemic species (*Bolboschoenus grandispicus*, *Dracaena draco*, and *Sideroxylon mirumulano*[15]) are classified as Vulnerable on the IUCN Red List, and many of Cape Verde's species have not yet been assessed.

Cape Verde comprises an Endemic Bird Area (EBA) (Birdlife International) and there are nine separate Important Bird Areas (IBA) within the archipelago[16]. Cape Verde signed the Convention on Biodiversity in June 1992 and ratified it in March 1995, and has also ratified the conventions on Climate Change and on Combating Desertification. The 1999 National Biodiversity Strategy and Action Plan (NBSAP), and the 2004-2014 Second National Environmental Action Plan both call for increase in in-situ protection of biodiversity. Cape Verde is also party to the Bonn Convention on Conservation of Migratory Species (since 2006), and the Ramsar Convention on Wetlands (since 2005). There are now four Ramsar wetland sites in the country, the most recent being listed in July 2013.

1.2 The project context

Terrestrial biodiversity in Cape Verde is threatened by, among other things, land clearance for agricultural expansion, overgrazing, overharvesting of fuel-wood, and degradation of natural springs and other aquatic habitats by livestock. A continuing decline in water resources available to natural ecosystems, due to increasingly erratic rains and other climatic factors, but also to growing sugar cane production and large livestock herds, is of particular concern. Invasive plant species also are a significant problem throughout the country, including within terrestrial PAs. The impacts of climate change are being assessed but it appears that they pose a significant threat to both terrestrial and marine ecosystems. In the marine environment, overfishing and various destructive, and often illegal, fishing methods (both commercial and artisanal) pose a significant threat to biodiversity. Coastal development for settlement, industry and especially tourism is perhaps an even larger threat, causing habitat destruction, pollution, and damage from visitors (eg all-terrain vehicle use on coastal lands; careless diving on reefs; artificial light impacts on turtle nesting).

In response to increased losses of wildlife, widespread land degradation and reduced agricultural and fishing yields, attention has been focused increasingly on sustainable use of natural resources and the conservation of Cape Verde's globally significant biodiversity. The first protected areas were established in 1990, but the protected area movement gathered speed in 2003 with the passing of Decree-Law No. 3/2003 (February 24, 2003). Six categories (and three sub-categories) of protected area, and four management zones were defined and 47 protected area sites were nominated. Since then three Natural Parks (Serra Malagueta, Monte Gordo and Fogo) that were the focus of a UNDP/GEF full sized project (Integrated Participatory Ecosystem Management in and Around Protected Areas 2004-2009 – known also as "Phase 1") have been staffed and are now operational, with management plans. However, these are the only three (out of 47) sites that receive funding from the DGA, the government agency responsible for protected areas, and only two of them are actually staffed by government (Fogo NP is staffed by the project). Lack of government funding, and a complex mosaic of land ownership and use, much of it customary, and unsupported by legal documentation, has hindered protected area gazetting and management.

The terminal evaluation of the Phase 1 project emphasized the important contributions of the project to biodiversity conservation in Cape Verde and regretted the lack of an "exit strategy" to guarantee

[15] http://www.iucnredlist.org/details/30336/0
[16] http://www.birdlife.org/datazone/ebafactsheet.php?id=79

sustainability of results. It is in this context that the current project was designed. It follows up on the initial work of the "Phase 1" project and aims to establish a national protected area service, to develop management plans and related management tools at selected protected areas, and to demonstrate participatory management and community conservation approaches in the same areas. WWF Cape Verde was a partner in project formulation, bringing with it an important emphasis on marine protected areas. Unfortunately WWF had to withdraw from participation in project implementation as they closed down their activities in Cape Verde.

1.3 Purpose of the review

The GEF Monitoring and Evaluation Policy (2010)[17] has two overarching objectives at the project level: to promote accountability for the achievement of GEF objectives through the assessment of results, effectiveness, processes and performance; and to improve performance by the promotion of learning, feedback and knowledge sharing on results and lessons learned.

Mid-term Review (MTR) is an integral part of the UNDP/GEF project cycle. Its purpose is to identify potential project design issues, assess progress towards the achievement of objectives, identify and document lessons learned, and to recommend specific actions that might improve the project. It is expected to serve as a means of validating or filling the gaps in the initial assessment of relevance, effectiveness and efficiency obtained from monitoring. Thus, the MTR provides an opportunity to assess early signs of project success or failure and prompt necessary adjustments.

So the MTR is intended to:

- strengthen the adaptive management and monitoring functions of the project;
- enhance the likelihood of achievement of the project and GEF objectives through analysing project strengths and weaknesses and suggesting measures for improvement;
- enhance organizational and development learning;
- enable informed decision-making; and
- create the basis of replication of successful project outcomes achieved so far.

Particular emphasis is placed on the current project results and the possibility of achieving all the outcomes in the given timeframe, taking into consideration the speed at which the project is proceeding. Further details can be found in the Terms of Reference (Annex 1).

1.4 Methodology of the review

The MTR followed GEF monitoring and evaluation policy[17], the Terms of Reference (Annex 1) and, as appropriate, the *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-Financed Projects* (UNDP Evaluation Office, 2012)[18].

The review process is independent of GEF, UNDP, the Government of Cape Verde, project staff and project partners. Opinions and recommendations are those of the Review Team.

The MTR has been undertaken in line with GEF principles concerning independence, credibility, utility, impartiality, transparency, disclosure, ethical, participation, competencies and capacities. The consultants adhered to the Evaluation Consultant Code of Conduct Agreement Form (Annex 2).

The review was carried out by a team of two (one international and one national consultant) in July and August 2013. It included five days preparation and document review, one week consultations in Praia, one week of field visits with further consultations on the islands of Sao Vicente, Santo Antão and Boavista, a stakeholder workshop in Praia at which the team presented their initial findings, two weeks for preparation of the draft report, plus time for reviewing feedback to the draft

[17] http://www.thegef.org/gef/Evaluation%20Policy%202010
[18] http://web.undp.org/evaluation/documents/guidance/GEF/UNDP-GEF-TE-Guide.pdf

Figure 1 Map of Cape Verde

and finalizing the report. Details of the in-country itinerary, including field visits, and stakeholders met are provided in Annex 3. The locations of the islands visited are shown in Figure 1.

Consultations included semi-formal interviews, informal conversations and email exchanges with project staff and consultants, UNDP staff, government officials, local residents, NGO staff, members of the general public with specific interests in and knowledge of conservation, and other stakeholders. A full list of those interviewed is given in Annex 3. The team also consulted with larger groups of local residents and government officials in formal meetings at the project field sites. Everyone that was either interviewed individually (or in small groups in the case of some project staff) or who attended a larger meeting (including the Preliminary Findings workshop) was given a simple questionnaire to complete (Annex 5a and Annex 5b). During formal meetings with (a) members of the general public and (b) local government officials and representatives of environmental NGOs, on Santa Antão and Boavista islands, the discussions were guided by the questions posed in Annex 5c.

The team concentrated on learning what has been done in the project under each outcome and output, on identifying any shortcomings in design or implementation, considering what if any changes should be made in the remaining months of the project, and pointing out where lessons could be learned for future projects in both design and implementation. Information was cross-checked wherever possible. Interpretation was often necessary for the international consultant, as he cannot speak Portuguese and many of the interviewees have little English. Lack of knowledge of Portuguese also limited the depth of document reviews.

Figure 2. Local residents completing questionnaires on Santo Antão

The review was undertaken in as participatory a manner as possible in order to build consensus on achievements, short-comings, lessons learned and opportunities for strengthening the project through adaptive management and other means. Information was cross-checked between as many different sources as possible to confirm that we had an accurate picture

Opportunities were taken to acknowledge, challenge and encourage project partners in an open, objective manner on the basis of preliminary findings from project reports and interviews, before committing these to paper.

Initial findings were shared at a workshop with members of the government, including the Implementing Agency (Directorate General Environment (DGA)), the project staff in Praia, and UNDP in Praia on 6th August, and the international consultant returned to UK the next day.

In addition to a descriptive assessment, the project design, its implementation, its monitoring, and its results were rated on a wide range of criteria specified in the Terms of Reference (TOR), and some additional ones from the UNDP Terminal Evaluation Guidance[19]. The rating systems used for satisfactoriness and sustainability corresponded with those recommended for UN Terminal Evaluations (TE) and also used in the annual PIRs (Project Implementation Reviews/Annual Performance Reports) (Table 1). The TOR specify different, five point, scale but in an early meeting with UNDP (Iria Touzon 22 July) it was agreed that the team would use the scales recommended in the UNDP TE guide.

The Project outcomes were rated according to their respective outputs based on evidence provided by the Project Coordination Unit (PCU)[20], and the field staff, and assessed by MTR team. The status and quality of delivery of the project objective and outcomes were also assessed against the targets established for indicators in the Strategic Results Framework (formerly GEF Logical Framework), and indicators themselves were assessed both for design and application. Overall project performance was rated using a range of measures to cover key areas such as monitoring and evaluation,

[19] *Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-Financed Projects,* UNDP Evaluation Office, 2012 http://web.undp.org/evaluation/documents/guidance/GEF/UNDP-GEF-TE-Guide.pdf

[20] Both PMU (Project Management Unit) and PCU are used in the Prodoc. PCU used here throughout.

sustainability and impact, as well as project formulation, implementation, scientific credibility and others.

Table 1 Ratings and their scales defined for different evaluation criteria

Design, Results, Effectiveness, Efficiency, Monitoring, Implementation and Execution	
Highly Satisfactory (**HS**)	**No** shortcomings
Satisfactory (**S**)	**Only minor** shortcomings
Moderately Satisfactory (**MS**)	**Moderate** shortcomings
Moderately Unsatisfactory (**MU**)	**Significant** shortcomings
Unsatisfactory (**U**)	**Major** shortcomings
Highly Unsatisfactory (**HU**)	**Severe** shortcomings
Levels of risk to sustainability of project outcomes	
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.
Level of Impact (Expected)	
Significant **(S)**	**Substantial** positive impacts of the project on conservation of global biodiversity expected
Minimal (**M)**	**Some** positive impacts expected
Negligible **(N)**	**Little** or no impact expected

1.5 Structure of the review report

The report begins with this introductory section, describing the geographical and biodiversity context, summarizing the project goal and describing the purpose of the review and the methods used. Section 2 describes the project and its expected results in more detail within the development context of the project sites and Cape Verde. The findings of the MTR are presented in Section 3, dealing in turn with formulation, implementation and results of the project and rating these according to the rating systems described in Section 1. Section 4 summarizes the conclusions of the MTR noting strengths and weaknesses of the project, its results so far, its management, and its design. Recommendations are made for changes over the final period of the project, and lessons learned are described.

2. THE PROJECT AND ITS DEVELOPMENT CONTEXT

2.1 Project start and duration

The project document *Consolidation of Cape Verde's Protected Areas System* was signed on 4th August 2010. This was three months after the project's approval date (7th May 2010) and two years after approval of the Project Identification Form (PIF) on 13th August 2008. The initial duration of the project was 46 months, with an operational closing date of 30 May 2014. A project extension was applied for in mid-2012 and granted in March 2013 and the new operational closing date is December 2014. The MTR falls 36 months into implementation and 16 months short of the end of the project.

There was a protracted Inception Phase, with a slow start to recruitment (National Project Coordinator appointed in December 2010) and activities and a change of seat of the Executing Agency as a result of government restructuring. The Implementing Agency, the Directorate General for the Environment, originally in the Ministry of Environment, Rural Development and Marine Resources (MADRRM) was

allocated to the new Ministry of Environment, Housing and Land Planning (MAHOT) when MADRRM was split into MAHOT and the Ministry for Rural Development (MDR).

By the time of the Inception Meeting in April 2011 most of the staff had been recruited. This was a joint meeting with the UNDP/GEF/GOCV "Building adaptive capacity and resilience to climate change in the water sector in Cape Verde" project, and was attended by over 50 stakeholders. The June 2011 Inception Report (approved in September 2011):

- listed the members of the Steering Committee and the Technical Committee (pending confirmation of some ex-officio members as a result of restructuring of government and ministry portfolios)
- provided a revised Strategic Results Framework (addition of one output and modifications to the indicators),
- updated the co-financing table
- updated the risk management table (adding ministry restructuring as a medium risk),
- presented a draft project work plan through to the end of 2014
- presented an annual work plan and budget (AWP) for 2011
- revised the monitoring and evaluation framework for the project
- summarized lessons learned, and
- listed the Terms of Reference for international consultants in 2011

2.2 Problems addressed

The project seeks to address the threats to Cape Verde's terrestrial and marine biodiversity and to engage communities in sustainable use of natural resources, through strengthening of the protected area (PA) system. It is a young PA system, existing more on paper and in computer files than on the ground, and it was given a boost under the "Phase 1" GEF project (see Section 1.2). The specific protected area problems that this project seeks to address are linked to:

- The (slowly) developing protected area system – little science based strategy, poor supporting legislation (eg wildlife protection laws), poor consideration of biodiversity in governance, inadequate finance and weak institutional framework
- Site level demarcation and management of protected areas in the face of increased threats from economic development and potential impacts of climate change
- Protected areas in the landscape – community involvement and local development planning

Three barriers to an effective national system of protected areas in Cape Verde were identified in the project document (2010) as follows:

Barrier 1) The legal, policy and institutional frameworks require strengthening to enable effective PA management

Barrier 2) Only a fraction of the PA estate is currently operational; capacities and financial resources remain scarce to face the up-scaling and consolidation challenges

Barrier 3) Participatory approaches to conservation in Cape Verde are still limited[21]

2.3 Immediate objective and development goal of the project

Consolidation of Cape Verde's Protected Areas System is a four year UNDP/GEF full-size project that aims to get the country's nascent protected area system firmly established within an effective

[21] As a basis for project design, the problems/barriers described demonstrate the common practice of including the solution in the statement of the problems (see Section 3.1) and Annex 9.

institutional setting, integrated into government policy, and staffed and equipped with the management tools that it requires both centrally and at the site level.

The **Project Objective** is ***"****To consolidate and strengthen Cape Verde's protected areas (PA) System through the establishment of new terrestrial and marine PA units and the promotion of participatory approaches to conservation"*.

This will contribute to the broader **Development Goal,** which is *"To conserve globally significant terrestrial and marine biodiversity in priority ecosystems of Cape Verde through a protected area system's approach"*

In order to achieve the objective and to contribute to the development goal, three outcomes were formulated, together with a set of outputs that were revised slightly (one addition) during the Inception Phase (Table 2).

Table 2 Outcomes and Outputs of the project

OUTCOME 1 Governance framework for the expansion, consolidation and sustainability of the National PA system is strengthened
Output 1.1 The PA Autonomous Authority (PAAA) is established, operational and appropriately staffed with trained personnel and with a strengthened capacity to manage both terrestrial PAs and MPAs Output 1.2 PA planning and management tools have been developed and are under implementation, including (i) a National PA Zoning Plan; (ii) a National PA Strategy; and (iii) a National PA Business Plan Output 1.3 The new PAAA is cooperating effectively with relevant institutions for sustainable resource management Output 1.4 Quantitative data on climate change and carbon sequestration is effectively informing the design and implementation of the National PA strategy
OUTCOME 2 Management effectiveness at selected terrestrial and marine PAs is enhanced
Output 2.1 Management and business plans have been prepared and implemented in a participatory fashion in 4 terrestrial PAs and in 3 MPAs involving communities, private land owners and tourism operators, among others Output 2.2 Island-Wide Conservation Strategy Plans have been implemented and are supporting the establishment of all of the MPAs on Sal and Boavista Islands Output 2.3 Ecological monitoring systems are in place for the seven target PAs/MPAs, yielding relevant data on the health of ecosystems Output 2.4 Exotic species are under management and IAS under sustained control in target terrestrial PAs Output 2.5 A Fisheries Management Plan is under implementation, as a result of cooperation agreements between the Directorate of Fisheries and the Island-Wide Office, at all MPA sites
OUTCOME 3 The sustainability of PAs is strengthened through community mobilization, sectoral engagement and local capacity building for sustainable resource management within PAs/MPAs and adjacent areas
Output 3.1 Organized communities, farmers associations, and associations of artisanal fishermen have the capacity to engage in biodiversity friendly income-generating activities as an alternative to resource degrading ones Output 3.2 Local governments, resource institutions, private operators, NGOs and others participate actively and collaboratively in biodiversity conservation in PAs and MPAs through the established Advisory Councils for the project's target PAs and MPAs Output 3.3 The integration of PA/MPA planning and strategizing into local development frameworks ensure that sectoral development at the local level is more harmonious with the conservation objectives and activities of PAs and MPAs Output 3.4 Natural resource and soil use (eg agriculture, tourism, fisheries, development construction) for the 4 PAs and the 3 MPAs respect restrictions of ecological carrying capacities [22]

2.4 Main stakeholders

The main stakeholders and their roles, as identified in the Project Document, are listed in Table 3.

[22] Output 3.4 was added as a result of a revision of the Strategic Results Framework at the Inception Phase

There is no indication in the Inception Report that this list was reviewed during the Project's Inception Phase.

Table 3 Main stakeholders with their roles and interests in the project

Stakeholder	Roles/Interests in the project (as in Project Document)	Update from MTR team
General Directorate of the Environment (DGA)	Executing agency until the Protected Area Autonomous Authority (PAAA) created (see Output 1.1), so primarily responsible for project delivery. (Responsible for coordination with other agencies with respect to all matters pertaining to the environment, and for managing EIA)	No change
Ministry of Environment, Rural Development and Marine Resources and its general directorates and linked institutions	Parent ministry of DGA	Ministry of Environment, Housing and Land Planning took over as the parent ministry for the DGA, but the project maintained collaboration with the new Ministry of Rural Development
Local governments on Santo Antão, Boavista, Sao Vicente, Sal and Fogo	Advisory Councils and participation in protected area planning and consideration of protected areas in development planning	Advisory Councils formed and are key stakeholders. Local government agencies outside the Advisory Councils also interested stakeholders participating in protected area planning
Bilateral and Multilateral Development Agencies	Austrian Development Agency and Spanish Development Cooperation with parallel programmes that qualify as project cofinance. Expected to sit on the Project Steering Committee EU and French Development Agency with relevant programmes regarding operationalization of marine protected areas (Sal and Santa Lucia) and watershed management projects (Fogo) (EU) and investments in the Water Sector (French Development Agency)	The Austrian and Spanish agencies withdrew from Cape Verde, and the project has no links with the EU and the French Development Agency.
US Peace Corps	Six volunteers expected to be deployed at site level. US Peace Corps to have a seat on the Project Steering Committee	Three volunteers were deployed - on Boavista, Sal and Santo Antao - and they performed useful work. One was accompanied by his spouse, and she also worked on the project.
WWF Cape Verde	Contributed to project development from conception, especially with regard to Marine Protected Areas Expected to be involved on Sal in particular Expected to contribute through its technical experts nationally, regionally and globally	WWF withdrew from Cape Verde before the project began
Regional, Coastal and Marine Conservation Programme for West Africa	Expected to contribute through stakeholder involvement and capacity building through a subsidiary project and WWF Cape Verde	No links
Cape Verde Environmental NGOs	For example, Amigos da Natureza, Natura 2000, ATMAR, SOS Tartaruga, Turtle Foundation. All interested and latter two will support measurement of turtle hatching indicator.	Strong links with at least three of these NGOs particularly with respect to protection of turtles and nesting beaches on Sal and Boavista
Other local NGOs	For example, Fishing Community of Palmeira (Sal), COSPE (Fogo), Land Owners and Grogue Producers Association (Santo Antao) and others, are interested in the project	Links through protected area planning and the local Advisory Councils
Private Sector tourism operators (Sal and Boavista)	Several members of the tourism industry, including the parastatal Cape Verde Investment Society expressed interest when consulted during the PPG phase	Some links continuing.

Figure 3. A local economic enterprise: project "stakeholders" on Santo Antão

The signature page of the Prodoc lists the following as partners: General Directorate of Agriculture, Livestock and Forestry (*sic*), General Directorate of Tourism Development (DGDT), National Institute for Fisheries Development (INDP), National Institute for Agriculture Development and Research (INIDA), Spanish Cooperation, Austrian Cooperation, US Peace Corps, WWF Cape Verde and the Municipal Councils at the project sites (three on Santo Antão, two on Fogo, and one each on Sal, Boavista and Sao Vicente).

2.5 Results expected

The most important result expected in the Project Document is that the protected area system of Cape Verde will be firmly established, sustainably funded and ably and scientifically managed by well trained staff and that there is a smooth transition when the project ends and government teams take over responsibility at both system and site level and in particular at the four project field offices. The project is expected to establish active management according to approved management plans in its focal protected areas and to have an influence on others through its Island Wide Offices (IWO) on Boavista and Sal.

The most important global benefit resulting from the project is expected to be enhanced conservation of globally significant biodiversity throughout the archipelago, but in particular at the four field sites. Improved protection of Loggerhead Turtles (*Caretta caretta*), and the control of invasive plants where they threaten endemic plants and animals, have been singled out as indicators of project impact in the Strategic Results Framework (SRF).

It is expected that capacity of communities and local governments to understand and work together with protected areas will have been raised at the project sites and that this will facilitate decentralization of protected area management responsibilities at those sites and provide models for replication elsewhere. Local and national benefits expected are improved livelihoods for people living in and around the project's focal protected areas (local) and viable models developed in these areas that will be replicated (after necessary adaptations) at other sites throughout the islands after the end of the project (national).

3. FINDINGS

3.1 Project formulation

3.1.1 Project concept and design, including strategic results framework (SRF)

All three aspects of the Project concept (the establishment and financing of a central institution for overall governance and system planning, the development and implementation of management plans for individual sites, and the involvement of local communities and local governments) are fundamental to the success of protected areas as a tool for conservation in Cape Verde. At the time of design, the preceding UNDP/GEF/GOCV project "Integrated Participatory Ecosystem Management in and Around Protected Areas" was coming to an end without having achieved some of its major results. At one stage that project was viewed as "Phase 1" of a two phase GEF intervention, and although the current project is not officially referred to as Phase 2, it was viewed as a continuation, and it took on the essential steps and measures identified in "Phase 1", notably the establishment of a functional protected area authority. This was not a formal output of "Phase 1" but was identified in the Terminal Evaluation (TE) of that project as a missing element in that project's "exit strategy"[23].

The design was an improvement on that of the "Phase 1" project in that it was simpler, with fewer outcomes and outputs. The main weaknesses in design concern the overambitious nature of the project for the time and the level of funds allocated, the low risk assigned to the substantial policy/institutional changes required to achieve success (see Section 3.1.6), and the way that the problems or barriers are expressed as the lack of the (predetermined) solution. Details of key strengths and weaknesses of the design are provided in Table 4, together with threats and with examples of opportunities to address some of the weaknesses. Recommendations for taking up potential opportunities are outlined in Section 4.2.1.

The SRF overall structure (Objective, Outcomes and Outputs) is pretty sound, but some of the indicators selected (see Annex 8) are inappropriate. The version in the Prodoc was revised at the time of the Inception Workshop, but rather than make fundamental changes the revision tended to add detail to already flawed indicators. Many of the SRF indicators are not sufficiently attributable to project activities and there is poor definition of monitoring protocol and too much postponement of baseline definition. For example, the numbers of nests from which turtle hatchlings emerge every year is known to be affected by many more factors than how well the project performs. There are natural fluctuations in the numbers of females that come ashore (females do not nest every year – and some may nest more than once in a single year, and on different beaches[24]) and these are likely to swamp any project impacts.

Tracking tool scores are a reasonable indicator but these are demanded at start, mid-point and project end either as part of standard monitoring for all GEF protected area projects or for this project specifically, so there is an element of duplication here that could have been avoided by using different indicators in the SRF and thus gaining different perspectives on project performance. Apart from the Tracking Tool Scores, many of the indicator baselines were established too late, and some have not yet been established.

Some changes were made to the SRF at the Inception Workshop, including the addition of a fourth output under Outcome 3[25] .

[23] Terminal Evaluation Report, UNDP/GEF/GOCV Integrated Participatory Ecosystem Management in and Around Protected Areas, Phase I September 2009

[24] http://phys.org/news/2013-07-gulf-loggerheads-offshore.html

[25] Two versions were included in the IR: the one in Table 2 is the one used subsequently

Table 4 Analysis of strengths, weaknesses, opportunities and threats (SWOT) of project design

STRENGTHS	WEAKNESSES
• The project concept is simple and rational, with an overarching policy and institutional outcome at the system level, supported by two site level outcomes that develop management tools and community involvement with the overall aim of conserving globally and nationally important biodiversity in PAs that are financially sustainable. • The level of co-financing is extremely high and includes US$ 783,000 cash which demonstrates the strong level of commitment of the Government of Cape Verde • Partnership with GEF Small Grants Programme • The planning and implementation under Outcome 2 covers both marine and terrestrial protected areas, thus widening the scope and providing opportunities for learning and feedback relevant to the management of the national PA system. • Wide sectoral representation in the Steering, and Technical Advisory Committees	• The design was overambitious given the four year time frame, the core funds available and lessons learned world-wide in projects that aim for institutional change in a relatively short period. • The establishment of the central protected area authority (PAAA) (Output 1.1) was required not only for completion of Output 1.1 but also for most other outputs because they depend on the existence of a functioning PAAA for their completion. No sequence was defined to ensure that central institutional establishment (Outcome 1) comes before local management planning and community and local government involvement (Outcomes 2 and 3). No agreement in the employment of project staff that some posts would be converted to posts in the government protected area service at the end of the project. • The design expresses the problems, the barriers, as the "lack of the solution", making the responses, the outcomes, predetermined by the way the problems are formulated • Establishment of the PAAA is not within the remit of the project itself. The risk that the PAAA would not be established was not rated high enough so no contingency measures were incorporated to deal with the eventuality that management plans and other management tools would have been prepared but there would be no staff to implement them after the project finishes • Output 1.4 is in some ways extraneous because it should be standard practice in any national PA strategy to include climate change and carbon sequestration considerations • The US Peace Corps in-kind co-finance was well applied to the project outputs. However, some contributions, including the important WWF funding, were not realized because the agencies involved ceased activities in Cape Verde, and some of the otherse did not appear closely linked to the project. • Project staff costs (excluding consultants) amount to almost US$2.5 million in the project document. Even allowing for the special circumstances of a project split between islands this (ca 60% of total budget) is beyond normal project guidelines. • PA management planning and implementation in the Prodoc but funding of implementation relied presumably on the PAAA becoming operational before the end of the project
OPPORTUNITIES	**THREATS**
• Further development of partnership with GEF Small Grants Programme to support development of sustainable livelihoods in or around the protected areas and to contribute to environmental and biodiversity assessment of projects to ensure benefits to protected areas • Tourism industry growing fast so now is the time to develop protected areas and consultative processes - in advance of even greater tourism development • Marine species and ecosystems are expected to come under increasing pressure from fisheries, so again, now is the time to establish protected areas that will contribute to sustainable fisheries and	• Still no agreement on financing and institutional basis for protected area system administration so sustainability of project results threatened. • Government finances stretched and no matter what the long term advantages are of a protected area system there are short term priorities competing for funding • Options of people limited too – short term options often taken because of needs and environmental uncertainties • Failure of enforcement of environmental legislation.

to ecotourism at sea (diving, whale and dolphin watching) • The project is well placed to mount a high level campaign to convince government across all sectors of the numerous ways that protected areas can save the country money – including the values of ecosystem services and setting against that the costs of protected area management.	

3.1.2 Stakeholder participation

The extent to which stakeholders were involved in and supported the development of the Project is not clearly described in the Project Document, although reference is made to it (see Table 3). The use of scorecards to establish baselines for financial sustainability, capacity development and management effectiveness should have required consultation with stakeholders at local levels, but it has not been confirmed that such consultation took place. Recent completion of the Tracking Tools has involved both central and field level staff, and a list of names is given on the METT forms.

3.1.3 Replication approach

The Project design has the potential for considerable replication in the future, with knowledge, best practices and lessons learned from experience gained during planning and implementation at the project sites being available to be shared and communicated for application at other protected areas and for development of national standards. Aspects of the Project's design that facilitate opportunities for replication include the following:

- Parallel development of site level plans and national strategies that provide a mechanism for local experience to be incorporated into national standards and replicated elsewhere
- Standard ecological monitoring protocols developed and piloted at different sites (to be done in 2014)
- Expansion of demonstrations on how to prepare management plans and to delineate and gazette protected areas
- Strategies for invasive plant control tested and applied elsewhere (with proper adjustment to local conditions)

3.1.4 Cost-effectiveness

The project document lists the following aspects of its design as ensuring a cost-effective approach:

Cost effective aspects of the design	MTR comments
Involvement of productive sector planners and enterprises and communities because this adds partners working towards the same goals.	This is true to a certain extent but only if the cost benefit ratios favour collaboration in specific circumstances
A considered and priority driven approach to the control of invasive plants, rather than an arbitrary total eradication policy.	This is true (and it is important now to follow the principles of the IAS Strategy prepared under the project)
Promotion of multiple use protected areas rather than strict protected areas.	Yes, but if the costs of local development are expected to be met by protected area authorities, the cost effectiveness argument loses strength
Synergies and co-financing at the ratio of 1:5.6 in leveraged funds	This sounded very good at the start. However, much of the cofinance was not realized.
Combining terrestrial and marine/coastal protected areas under one project rather than, as originally planned, funding two projects.	Good argument for the planning stage. The actual costs of survey and protection of marine areas not yet being met.

3.1.5 Linkages between project and other interventions within the sector

The design provided for extensive links with other interventions in the sector, notably WWF and KfW. It is regrettable that the WWF programme ceased in Cape Verde, but the design was good here.

In-kind co-financing in the project document amounts to US$15,607,738 representing 79% of the "Total Project Resources" of US$19,880,738. In-kind cofinance is often expressed as parallel spending on relevant projects. Details are provided in Table 6. The MTR team reviewed the letters of cofinance (Section IV Part 1 of Prodoc) and in the cases indicated in Table 6 find it difficult to accept that there was a close enough link to justify claims of co-finance.

3.1.6 Risks and assumptions

The following key assumptions (Prodoc para 57 p39) were made in the design of the project. All seem to be pretty sound assumptions.

1. Baseline conditions in the selected areas can be extrapolated, with a high confidence level, to other PAs and lessons learned can be successfully disseminated.

2. Increased awareness and capacity will lead to a change in behaviour with respect to natural resource management and conservation practices

3. Sustainable natural resource management will gradually become a national priority for Cape Verde as knowledge and information is made available.

The more detailed risk assessment (Table 7 in the Prodoc) included some assessments that appear in retrospect to have been too optimistic. The most obvious case is the low risk assessment given to political and institutional support for the establishment of the PAAA. Table 5 gives details, in MTR comments against the original risk assessment and mitigation. The inception report updated the table by adding a risk associated with the splitting of the Ministry (MADRRM) into two (see Section 2.1) and some comments on the mitigation but did not change the risk levels.

Table 5 Assessment of risk management

IDENTIFIED RISKS	RISK*	MITIGATION MEASURES (summarized version of that in Prodoc)	MTR Comments
Political and institutional support for the establishment of the PAAA is insufficient	Low	UNDP is leading consultations to "sensitize" higher echelons of government about the importance of the project, and about taking bold step to enhance the PA System. UNDP also collecting information about establishment of PA authorities in other countries The project will carry out targeted studies to establish a road-map for the creation of the PAAA.	This, in hindsight appears to have been an optimistic risk assessment. It was certainly a weak set of mitigation measures. Stronger measures should have been in place, including dates for milestones in establishment of the PAAA and conditionalities attached to those milestones. There is still scope for such an approach in the remaining part of the project.
Levels of central funding to sustain the consolidation of the PA System may not be sufficient to sustain its long-term functioning	Medium	High government cofinance. PA business planning and implementation under the project will focus on improving the revenue side of the PA financing equation.	The high government cash contribution is admirable and shows strong commitment. The in-kind co-finance is hard to unravel and associate precisely with Protected Areas. The PA business strategy has been prepared but has not been reviewed by either the TAC or the PSC so is far off implementation. Neither of these mitigating "measures" guarantee the political will to put more substantial sums into the protected areas system. There is an overlap here with the first risk as the PAAA establishment depends on guarantee of central government funding. The assessment was accurate, but the mitigation insufficient.

IDENTIFIED RISKS	RISK*	MITIGATION MEASURES (summarized version of that in Prodoc)	MTR Comments
Tourism levels may increase so rapidly that the ecological functioning of the MPAs is impacted	Low	The project will undertake assessments of tourist carrying capacities of selected PAs/MPAs to help PA/MPA planners to distribute tourism development wisely and to incorporate ecological criteria into government tourism planning processes.	This probably merits a higher risk than LOW. The proposed mitigation – assessments of tourist carrying capacity – runs the risk of oversimplifiying the problem. It is not a matter merely of determining a number. The assessments that were completed by a consultant were very technocratic assessments, and, as was in fact indicated by the consultant himself, seeking for an absolute answer to a problem that involves value judgements and complex social and ecological interactions that cannot be boiled down to raw numbers.
Climate Change impacts could reduce ecosystem functioning and threaten biodiversity within protected areas	Medium	The project will integrate adaptive planning and management measures for potential climate change effects. The project also will support soil and water conservation measures to lessen the impact of climate change on human communities and natural systems.	A fair assessment of the risk but to protected areas rather than the project. The partnering of the project with a GEF/UNDP/GOCV Climate Change project was an example of good adaptive management here, but more should be done in that partnership.
Fishery sector policy may have adverse impacts on biodiversity if implemented unabated	Low	The project is expected to mitigate this risk for the islands where MPAs are being established. While the creation of MPAs (or fisheries' exclusion/protection zones) is in line with the long-term strategy of the fisheries' sector in Cape Verde, implementation of this strategy is not free from issues. A different / new intervention may be needed to address conflicts between conservation and productive sectors including tourism. The project will link up on this issue with an International Waters intervention -- FAO's —*Protection of the Canary Current Large Marine Ecosystem - LME*	Probably a higher risk. The project has not been particularly active in the fishery protection field. More is expected to be achieved in this field in the remaining part of the project. And a proposed UNDP/GEF5 project on mainstreaming biodiversity and protected area considerations into tourism and fisheries is under development.
Resource use conflicts may arise if PAs/MPAs do not generate benefits to adjacent communities	Medium	Project will start early micro-grant program (Output 3.1), maximizing positive impacts and building on the governance structure of the SGF-GEF in Cape Verde.	A good risk to highlight, but clarity is required. Many communities are not adjacent to protected areas, but live inside them. Benefits should not be seen solely as economic or financial – there are non-economic benefits too - and should not be expected immediately. It is not always possible for all protected areas to provide economic benefits for local people: but at least they should not leave people worse off than they were before, and they should address concerns about being or becoming worse off.

*Risk Assessment in the Prodoc

It was stated in the Terminal Evaluation of the Phase 1 project (Section 3.1) that the project's

"down-streaming focused strategy creates built-in weaknesses, mainly as related to the necessity to enable the project's sustainability and long term impact of positive results. The project design does not enable sufficient sustainability building activities. Especially, it does not provide sufficient support to the establishing of a firm national framework and institutional set-up at governmental, local government, and local leadership levels, to continue and extend the integrated management of a network of protected areas, or even of the two pilot protected areas created. This weakness in the project design is further emphasized by the lack of a feasible exit strategy, aimed at establishing the required conditions to enable continuity and sustainability following the termination of the project. The lack of appropriate exit strategy could result, in fact, with degradation of positive project results and achievements, and even with an adverse impact of loss of confidence and feeling of ownership among national and local partners, following the project's termination."

There is a certain risk that at the terminal evaluation of this project, the comments on lack of an exit strategy could be repeated. It is important that there is soon clarity on government commitments.

3.1.7 Management arrangements

The project design is for implementation by UNDP Cape Verde over a period of four years (adjusted to 3yrs 10 months by the time of project signing) under its National Execution (NEX)[26] modality and Harmonized Approach to Cash Transfer (HACT) procedures. The General Directorate for the Environment (DGA) is specified as the lead Executing Agency "until the PAAA is effectively created, and arrangements can be made for the transfer of execution responsibilities to the new authority"[27]. This represents or implies a clear undertaking on behalf of government to establish the PAAA before the end of the project. Government restructuring already referred to (Section 2.1) following national elections in 2011 assigned DGA to a different ministry but this did not affect project implementation.

The signatories to the grant agreement with UNDP are UNDP, DGA and Ministry of External Relations (National Directorate for Political Affairs and Cooperation (DNAPEC)). The Executing Agency is accountable to UNDP for the disbursement of funds and the achievement of the Project objective and outcomes, according to the approved work plan.

The Prodoc specifies that the Project Steering Committee (PSC) is to be chaired either by the Director General of Environment or someone designated by the DG, or by the UN Resident Coordinator (RC) or someone designated by the RC. The National Project Coordinator (NPC) is secretary to the PSC and membership includes representatives from the DGA, UNDP, Directorate General of Agriculture, Forestry and Livestock, Ministry of Economy, and any national or local institutions or partners with a financial stake in the project. All cofinancers are invited onto the PSC. Membership is institutional rather than individual (see Annex 7). The role of the PSC as defined in the Project Document is to make "management decisions, preferably on a consensus basis, including approving project work plans and budgetary and substantive revisions".

The Project Coordination Unit (PCU) is housed in the DGA, Praia, and consists of the NPC and seven technical and administrative support personnel. It was foreseen that the NPC would collaborate with other key development partners including Austria, France, Spain and the EU. Technical support is supplied by consultants, and by a Technical Advisory Committee (TAC) (for membership see Annex 7) whose role is to advise both the PCU and PSC, meeting two to three times per year to review progress, provide technical coordination with relevant programmes and projects, review all sub-contracts, and assist in monitoring training. PSC membership was to be finalized at the time of the Inception Workshop (see below Section 3.2.2). A Chief Technical Adviser (CTA) (later redesignated as Chief Technical Specialist (CTS)), an expert in monitoring and evaluation, was to provide technical support to the PSC, the PMU and the TAC, ensuring technical quality, timely delivery of expected outputs and effective synergy between different activities.

[26] in accordance with UNDP procedures for NEX projects and its Programme and Operations Policies and Procedures (POPP)
[27] Prodoc p51 para 82

UNDP was to provide day to day operational oversight through the UN Joint Office in Praia, with the UNDP/GEF Regional Technical Adviser (RTA) providing strategic oversight from regional headquarters (then Dakar, now Bratislava).

The Prodoc provided for a large field-based staff on four different islands – two Project Site Units (PSU) on Santo Antão (responsible for two PAs on Santo Antao and one PA on neighbouring Sao Vicente) and Fogo (one PA), and two Island-Wide Offices (IWO) on Boavista and Sal, responsible for the three proposed Marine Protected Areas (MPAs). Although there was a chance for field based staff to interact with the TAC when they met on their island there was never a chance for all project staff to meet together. This, in hindsight, may have been a mistake. Certainly the field based staff would have appreciated the opportunity and it would have provided a mechanism for site staff to learn from each other, and to standardize methodology where appropriate. This could still be done over the next year, possibly at the expense of one of the TAC meetings.

3.2 PROJECT IMPLEMENTATION

3.2.1 Financial management

The total of funds managed by UNDP is US$ 4,183,000, of which US$ 3,100,000 (74.1%) is grant-aided by GEF, US$ 783,000 (18.7%) is co-finance in cash from the Government of Cape Verde and US$300,000 (7.1%) is co-finance in cash from UNDP. There was a large amount of in-kind cofinancing (see Section 3.1.5), but some was only marginally relevant and since the Prodoc was signed some of the agencies that guaranteed co-finance ceased operations in Cape Verde (see Table 6). This raises questions about how seriously co-finance agreements were taken in project formulation

Table 6 Co-financing table

Co-financing Partner	Pledged	Contributions listed in co-financing letters	Status
Ministry of Environment, Rural Development and Marine Resouces (MADRRM)*	US$5,865,926	Nine different national projects, mainly in forestry, some in marine and terrestrial biodiversity conservation and research	Some links with forestry demonstrated. Now MAHOT
Spanish Agency for International Cooperation and Development (AECID)	€1,184,385	One confirmed project (Maio €184,385) and one commitment (national €1,000,000) artisanal fisheries projects	Never really linked to the activities, and AECID has now ceased work in Cape Verde. The Maio project worked (separately) on design of PA management tools.
Austrian Development Agency (ADA)	€5,337,350	General environment sector budget support (€4m), Santiago Municipal Development Plans (€1.117m) and Santiago Integrated Water Basin Management (plan €0.2m)	Links to project activities tenuous. Activities ceased and marked as “office closed” by the time of the Inception Meeting
US Peace Corps (PC)	US$336,000	US$56,000 for up to 6 volunteers to support protected areas in ecotourism management, community development or small business development	Three volunteers (and wife of one) placed for two years, on Boavista, Sal and Santo Antão
World Wide Fund for Nature (WWF)	US$357,000**	Value of technical support that it was envisaged would be provided throughout the project	Activities ceased and marked as “office closed” by the time of the Inception Meeting

* Responsibility taken on by Ministry of Environment, Housing and Land Planning (MAHOT)
** US$357,000 in the letter – but listed as US$375,000 in the project document

Cash co-finance (from UNDP and Government of Cape Verde) was provided as pledged and it appears in Tables 7 and 8.

Table 7 Annual expenditure (US$ '000) and funds expected to be available for 2014

Donor	TOTAL as in Prodoc (A)	2010 (B)	2011 (C)	2012 (D)	2013 Planned (E)	2014 expected to be available[#] Y = (A - [B+C+D+E]) (Y as % of A)
GEF	**3,100**	113	608	1,006	942	431 (14%)
UNDP	**300**	-	92	63	42	103 (34%)
GOCV	**783**	95	11	292	243	142 (18%)
TOTAL	**4,183**	208	711	1,361	1,227[≠]	676 (**683**)* (16%)
Compare total each year with Prodoc		Year 1[@] 919		Year 2 1,361	Year 3 1,227	Year 4 676 (**683**)*
Planned in Prodoc	**4,183**	915		1,165	1,176	927 (22%)

* Including US$7,000 foreign exchange gains for 2011/2012
[#]This could be higher or lower depending on delivery in 2013, but the indications are that delivery will be almost 100% (it stood at 47% on 30 June 2013)
[@]Combining 2010+2011 as Year 1 and treating Prodoc budget years as "Year 1" to "Year 4"
[≠] Delivery of 47% of this reported to end of June 2103

Annual disbursements according to source of funds for 2010 and 2012, planned disbursements for 2013 and funds expected to be available for 2014 are shown in Table 7. Below this in the same table are the planned annual budgets for years 1 to 4 in the Prodoc compared with actual expenditure and budgeting. The Prodoc Budget (Section 3; p71) is for four years (2010-2013) but the project did not start until December 2010 (Project Inception Report p7) when the first three staff members were appointed, and it has since been extended to December 2014. In order to compare planned with actual expenditure, data are compared according to year of project implementation, combining 2010[28] and 2011 as "Year 1" for actual expenditure and treating 2010, 2011 etc. in the Prodoc as Year 1, Year 2 etc. for planned expenditure.

As is normal for projects of this kind, it was planned for expenditure to rise in the middle years and for the final year to be a time for consolidation, with lower expenditure. Expenditure was roughly in line with the Prodoc Budget for Years 1 and 3, but it was higher than planned for Year 2 (2012) and as a result there is now expected to be only US$683,000 available for Year 4 (2014), which is US$244,000 less than was planned for Year 4 of the project.

Looked at in terms of expenditure on individual Outcomes and Project Management there has been significant under-spending on Outcome 1 and over-spending on Outcomes 2 and 3 (Table 8). This may indicate more attention to the site-based outcomes but is more likely to be attributable to budget revisions made during project implementation to match delivery with predicted expenditure both overall and on the different outcomes. Recurrent annual costs are high: the following were budgeted for 2013 and similar amounts were spent in earlier years: US$512,000 for staff salaries, US$52,000

[28] Expenditure in 2010 was only 5% of the project budget and almost all was spent on equipment and furniture

for office running costs, US$30,000 for steering and technical committee meetings, and US$36,000 for vehicle fuel and maintenance, giving a total of US$630,000.

In conclusion, with expected available funds of US$683,000 for 2014 and with recurrent costs having accounted for over US$630,000 in previous annual project budgets there appears to be a shortage of funds for other than salaries, office expenses, local vehicle use and standard monitoring meetings in 2014. A further US$40,000 is budgeted for the Terminal Evaluation, so unless changes are made to affect recurrent costs, only US$13,000 would be available for other expenditures.

Table 8 Expenditure (US$ '000) on each outcome compared with that planned in Prodoc

Approximate expenditure to date plus planned to end 2013 (US$ '000)			
	Spent 2010-2012, plus planned 2013	**PRODOC yrs 1-3**	**Difference**
Outcome 1	**729**	**996**	**267 underspent**
Outcome 2	**1,281**	**1,015**	**266 overspent**
Outcome 3	**769**	**478**	**291 overspent**
Project Management	**728**	**767**	**39 underspent**
TOTAL	**3,507**	**3,256**	**251 overspent**
Available for Year 4 (2014)			
	Actual[29]	**Prodoc**	
	683	**927**	**244 less than planned**

The MTR team found the financial management records difficult to analyse and consider that although the ATLAS system is no doubt powerful the budget lines used in routine budget reporting are very coarse and this makes monitoring difficult. UNDP Praia commented that the different budget lines used by the government system (see below) and their internal reporting requirements add complexity to a task that should not have to be so difficult. UNDP Praia have allocated a lot of staff time to solving some of the difficulties inherent in reporting for each of three donor funds and also assessing, for project monitoring, combined expenditure outcome by outcome.

There is an elaborate procedure for payments (SIGOF)[30], most of which are now made centrally through the General Directorate of Planning, Budget and Management (DGPOG) so that the project office handles no cash and all payments are made to bank accounts. This system was instituted during the current project, and project management commented that it has made some field operations difficult. There are many circumstances, particularly in remote areas, in which people do not have bank accounts. The project had to devise ways of dealing with this when cash payments were required for services or goods, and this sometimes resulted in delayed payments.

3.2.2 Monitoring and evaluation

The Prodoc (Part lV p56) provides an indicative Monitoring and Evaluation Plan and Budget which outlines the various reporting and review mechanisms. It also specifies (para 105) that a detailed schedule of project review meetings be developed and incorporated into the Project Inception Report, and that a draft Reports List be included in the same report. The Prodoc (para 106) also specifies that schedules for measurement of impact indicators related to global biodiversity benefits be defined in the Inception Workshop. Neither of these was included in the Inception Report. An indicative work plan was prepared at the time of the Inception Meeting for the whole project and for 2011, with activities defined under each output.

The Project has been monitored in accordance with the indicative Monitoring and Evaluation Plan and Budget, which includes routine UNDP and GEF accounting and reporting procedures. However,

[29] * Including foreign exchange gains of US$7,000 for 2011/2012
[4.183 - 3.507 + 0.007]

[30] Integrated system for management, budgeting and finance

scrutiny of the 2012 PIR and extracts from the 2013 PIR that were available to the MTR team, indicates that although it was realized that the indicators were inadequate for measuring project impact no one took the initiative to revise them or suggest that they be revised.

The Project Steering Committee (PSC) has met up to twice a year as required in the Prodoc (para 94) (See Section 3.1.7). Membership of the PSC is shown in Annex 7 and shows overlap with the TAC membership. There is wide sectoral representation and this is a strong feature of both design and implementation. There was an earlier draft of PSC and TAC membership in the Inception Report and it took rather a long time to formalize membership of these committees, the first meetings being only in November 2011. Only about three or four individual members have attended three or more meetings in person: as membership is institutional this is understandable, if unfortunate. Meetings are usually small (around 10 members, with another 10 or so (usually project staff) as observers). Technical Advisory Committee Meetings were combined with PSC meetings on occasions.

The outcome indicators of the Strategic Results Framework (SRF), revised in the Inception Report, are reviewed in Annex 8. As a basis for monitoring performance in project implementation they fall short of expectations. Suggestions for changes are included in the comments.

Many of the indicators in the SRF set targets linked to the GEF Biodiversity Tracking Tools which are specified in the Prodoc (para 103) as instruments to monitor progress where the intention appears to be that these tracking tools are in addition to the SRF indicators mentioned in the same paragraph. So, this is in effect using the same monitoring tool twice. On top of that, there are difficulties inherent in the use of some of the tracking tools because reliable data are not readily available.

Although monitoring and evaluation is rated as Satisfactory overall with respect to project implementation (see Table 10), more should have been done to deal with some of the problems with the SRF that were acknowledged by project staff.

3.2.3 Execution and implementation modalities

The Project is being executed by a committed agency (DGA), has strong leadership and talented and dedicated staff in Praia and at the field sites to facilitate implementation. It has been supported by highly qualified national and international consultants and an international Chief Technical Specialist whose term of employment concluded in 2012. The Project has established good working relationships with many of its local stakeholders, and is being provided with excellent administrative support by UNDP Praia.

Having reviewed progress towards project objectives (see Section 3.3) the MTR judged that the decision to engage so many different consultants to prepare technical reports that were closely linked in subject matter was flawed. It would probably have been much more effective to choose a single consultant to work, for example, on the main institutional outputs under Outcome 1, Output 2. The project now has a range of technical reports, the consultants have gone, and yet the outcome has not been delivered. A more process orientated approach to management would have been better.

A collection of reports will not achieve the outcome: it is the opinion of the MTR that the project should have been pressing the issue of the institutionalization of protected areas with activities such as publicizing and lobbying in development ministries, analysing and getting cross-sectoral consensus on the economic value of the services provided by Protected Areas, informing journalists about Protected Areas and networking to seek for potential donors of seed funds for the proposed PAAA.

The consultants were to a certain extent a burden on project management because they all had meeting schedules with the same people and these had to be arranged for consultant after consultant. In such situations this can become a strain on partner/stakeholder relationships too.

3.2.4 Management by UNDP

The Implementing Agency, UNDP Praia enjoys a close working relationship with DGA and has dedicated much time and effort to managing the Project particularly with respect to required financial and progress reporting procedures such as the annual PIR/APR and guidance on GEF requirements. UNDP communicates regularly with the PMO in Praia and has demonstrated considerable support

and commitment, visiting the each project site on two to three occasions per year. The UNDP GEF Small Grants Fund has worked with the Project to coordinate activities at the field level. The UNDP Regional Technical Advisor (RTA) attended the Inception Workshop and has been conscientious and meticulous in commenting on project reports, including the BD tracking tools.

The MTR team find questionable the decision to support extension of the project by seven months, without addressing the constraints of staff and running costs at the time (see Section 2.1)

Particular support from the Implementing Agency over the remaining term of the Project will be required in developing a sustainable exit strategy through institutionalization of the protected area system.

3.3 Project results

3.3.1 Attainment of objectives

The Project is evaluated as Moderately Satisfactory with respect to the achievement of its objective based on the assessments in Annex 6 and summarised in Table 9, the project performance assessments given in Table 10 and the analysis of project performance indicators in Annex 8. See Table 11 for overall summary. A qualitative, evidence-based assessment of the extent to which the outcomes have been addressed, is provided in Annex 6 for each project output. This assessment is against what was originally planned in the Project Document, plus the few modifications made during the inception phase, and includes a self-assessment by PCU on the Project's progress to date. Outputs have been rated in Table 9 on the basis of this qualitative assessment and outcome ratings reflect the outputs and Notes to Table 9.

Table 9 Mid-term review ratings of project results based on evidence given in Annex 6

Goal, Objective, Outcomes and Outputs	Rating (See Table 1 for codes)					
	HS	**S**	**MS**	**MU**	**U**	**HU**
Project's Development Goal: To conserve globally significant terrestrial and marine biodiversity in priority ecosystems of Cape Verde through a protected area system's approach. ***Note that this is not expected to be achieved by the project alone – it is the long term goal***	Normally not rated but MTR considers that progress towards the Goal is **Satisfactory**					
Project Objective: To consolidate and strengthen Cape Verde's protected areas (PA) System through the establishment of new terrestrial and marine PA units and the promotion of participatory approaches to conservation.			√			
OUTCOME 1 Governance framework for the expansion, consolidation and sustainability of the National PA system is strengthened			√			
OUTPUT 1.1 The PA Autonomous Authority (PAAA) is established, operational and appropriately staffed with trained personnel and with a strengthened capacity to manage both terrestrial PAs and MPAs				√		
OUTPUT 1.2 PA planning and management tools have been developed and are under implementation, including (i) a National PA Zoning Plan; (ii) a National PA Strategy; and (iii) a National PA Business Plan			√			
OUTPUT 1.3 The new PAAA is cooperating effectively with relevant institutions for sustainable resource management					√	
OUTPUT 1.4 Quantitative data on climate change and carbon sequestration is effectively informing the design and implementation of the National PA strategy			√			
OUTCOME 2 Management effectiveness at selected terrestrial and marine PAs is enhanced			√			
OUTPUT 2.1 Management and business plans have been prepared and implemented in a participatory fashion in 4 terrestrial PAs and in 3 MPAs involving communities, private land owners and tourism operators, among others			√			
OUTPUT 2.2 Island-Wide Conservation Strategy Plans have been implemented and are supporting the establishment of all of the MPAs on Sal and Boavista Islands			√			
OUTPUT 2.3 Ecological monitoring systems are in place for the seven target PAs/MPAs, yielding relevant data on the health of ecosystems			√			
OUTPUT 2.4 Exotic species are under management and IAS are under sustained control in target terrestrial Pas			√			
OUTPUT 2.5 A Fisheries Management Plan is under implementation, as a result of				√		

Goal, Objective, Outcomes and Outputs	Rating (See Table 1 for codes)					
	HS	S	MS	MU	U	HU
cooperation agreements between the Directorate of Fisheries and the Island-Wide Office, at all MPA sites						
OUTCOME 3 The sustainability of PAs is strengthened through community mobilization, sectoral engagement and local capacity building for sustainable resource management within PAs/MPAs and adjacent areas		√				
OUTPUT 3.1 Organized communities, farmers associations, and associations of artisanal fishermen have the capacity to engage in biodiversity friendly income-generating activities as an alternative to resource degrading ones			√			
OUTPUT 3.2 Local governments, resource institutions, private operators, NGOs and others participate actively and collaboratively in biodiversity conservation in PAs and MPAs through the established Advisory Councils for the project's target PAs and MPAs		√				
OUTPUT 3.3 The integration of PA/MPA planning and strategizing into local development frameworks ensure that sectoral development at the local level is more harmonious with the conservation objectives and activities of PAs and MPAs		√				
OUTPUT 3.4 Natural resource and soil use (eg agriculture, tourism, fisheries, development construction) for the 4 PAs and the 3 MPAs respect restrictions of ecological carrying capacities				√		

Notes to Table 9

Outcome 1 is rated as Moderately Satisfactory, in line with the ratings of the majority of its outputs. The outputs are ambitious in that they include results out of the control of the project. Policy and institutional changes always take a long time to achieve, and it is arguable whether the establishment of a new institution should be included as a project output at all. The PAAA (Output 1.1) is not even established yet, let alone staffed and operational, as called for in the output. However, much of the basic policy analysis and feasibility studies have been done (Output 1.2), and it is noted that the proposal is being keenly discussed at high level, and this demonstrates political interest in the whole question of the institutionalization of PA management. The MTR have some concerns about the long time from completion of consultant reports to completion of the review process. Reports concerned with policy and finance have a limited "shelf life" as circumstances change. Completion of Outputs 1.2 to 1.4 is dependent on the PAAA being established and the PA Strategy being approved.

Outcome 2 is rated as Moderately Satisfactory: although detailed management plans (Output 2.1), and eco-tourism plans (an addition to Output 2.1) have been developed, they are not yet under implementation and have not been approved at national level. This is in some ways a design issue: there are no funds available for general implementation – only for a few specific activities. Business plans (also Output 2.1) are scheduled for 2014 (Annex 6). The different plans have yet to be integrated, and there are questions about who will implement the plans once the project ends if the PAAA has not been established. In a sense some of the project components are being completed out of sequence. It is best to have the system established before beginning the site planning for example . Under Output 2.2 Island Wide Conservation Strategy Plans have been prepared: the sequence is good here – spatial plans first, followed by the details for sites. Less progress has been made on Output 2.3: the systems are not yet finalized and this is scheduled for 2014. A good start has been made on planning for Invasive Plant control (Output 2.4), a strategy has been prepared and some control activities are being implemented, but, as the strategy makes clear, a sustained programme is required, and sustainability is not yet assured. Work under Output 2.5 has been preparatory, identifying what has to be agreed between Directorate of Fisheries and the MPAs in order to satisfy the objectives of both the national Fisheries Management Plan and the MPAs.

Outcome 3 is scored as Satisfactory. Much remains to be done, but good starts have been made in motivating and mobilizing community support and skills for protected areas (Output 3.1), organizing advisory councils (Output 3.2) and introducing ideas of how to get protected areas considered in local development plans (Output 3.3). Output 3.4 requires further reflection and a review of the whole concept of carrying capacities in the context of the protected areas.

Progress towards the Objective, ***"To consolidate and strengthen Cape Verde's protected areas (PA) System through the establishment of new terrestrial and marine PA units and the promotion of participatory approaches to conservation"*** has been good. Much has been achieved on the ground at the field offices, in the focal protected areas and with communities and local governments and the Project is to be congratulated on the progress made. The drawback is that the consolidation and strengthening are likely to come to a sudden end when the project finishes, because there are no provisions yet for staff to take over from project staff the management of the protected areas next year. For this reason the rating given is only Moderately Satisfactory.

The MTR team were surprised to find that many local residents view the project field staff as official government-appointed protected area staff and they have corresponding expectations of the project

teams. This is very positive on the one hand as it demonstrates the close partnership between government and the project , but if the project comes to an end with no provision made for continuity this merging of identities (project and DGA) is may lead to a sudden loss of trust in the PA system.

The unofficial Satisfactory rating given to progress towards the overall development goal reflects the determination and interest shown to the MTR team from the partners, stakeholders and project staff alike. The details of how protected areas are institutionalized may not yet be clear but there is in the view of the MTR a commitment to achieving that.

Progress towards meeting end of Project targets, established for the indicators in the SRF, has also been assessed and rated (Annex 8), together with design and how the indicators were used. The indicators themselves were rated poorly (see Table 10), and ratings on progress towards them has been limited to those that are considered valid. The main measures are METT ratings on protected area management effectiveness. These show significant increases for all project protected areas, but there is underlying uncertainty regarding sustainability: the increased scores depend on continued management presence and there is a high likelihood that the scores will drop immediately following the end of the project in 2014. Ratings indicate Satisfactory (n=3) and Moderately satisfactory (n=3) progress towards end of project targets for the indicators that were rated (Annex 8).

Assessment of project design and implementation and the quality of monitoring and evaluation are summarized in Table 10 against a range of criteria including stakeholder participation, partnerships, involvement of government institutions, dissemination of results, and scientific credibility.

Table 10 Assessment of project formulation and implementation

Project Component	**Rating**
Comments	
Project Formulation (using 6-point scale – see Table 1)	
Conceptualization/Design	**MS**
The design was for the logical next steps following the groundwork laid by the "Phase 1" project (Integrated Participatory Ecosystem Management in and Around Protected Areas PIMS 1382). The project took on a big burden of responsibility - not only to establish a new autonomous authority for protected areas, but to staff it, train the staff and make it operational, all within 4 years. In retrospect this seems an overambitious goal. The design appears to be in line with national policies and priorities, but significant weaknesses include the overambitious policy and institutional changes within the timeframe and budget of the project. As establishment of the PAAA is central to the achievement of other outputs this has had a considerable impact on performance judged against the outcomes and outputs, and has implications for sustainability too, as it had been premised that the PAAA would staff the pilot protected areas by the end of the project, thus providing continuity of management and the staff required to implement the management plans prepared under the project (See SWOT analysis in Table 4).	
Stakeholder participation	**MS**
Formulation of the project took place towards the end of the predecessor ("Phase 1) project and it is understood that extensive discussions took place with government stakeholders, but it is not clear how much community involvement there was. The Project Preparation Grant (PPG) phase engaged a number of consultants to write discrete papers on different topics, and many MTR interviewees agreed in retrospect that this was not an ideal use of funds: that it would have been preferable to target the funds much more precisely on project preparation, rather than add to number of thematic reports. Baseline conditions through use of METT were determined at central level.	
Project Implementation (using 6-point scale – see Table 1)	
Implementation Approach	**MS**
The project team is enthusiastic, knowledgeable and committed. Much excellent work has been completed. Implementation has, however, tended to be too prescriptive, with over-precise adherence to the project document and over-dependence on commissioning reports from consultants.	
Use of performance indicators in the strategic results framework (SRF)	**MU**
Many of the indicators in the SRF were flawed (see Section 3.1.1. and Annex 8) and although revisions were made during the Inception Phase they were inadequate to provide the project with a set of targets that measure its progress and impact. The annual PIRs have reported on the status of the indicators, pointing out some of the flaws, but the emphasis has been on explaining low scores rather than addressing fundamental questions.	
Adaptive management	**MS**
Adaptive management is apparent in the expansion of the boundary demarcation work to non-project protected areas, thus making full use of project facilities for a result that is in line with the project objective and outcomes, and also in sound decisions on priority actions to be addressed immediately (before final approval of the management plans), particularly with respect to turtle conservation. On the other hand, the decision to extend the project by 7 months (from May 2014 to December 2014) appears to have been flawed because no agreement was	

Project Component Comments	Rating
reached on how to deal with the high management costs for the extension period in the light of the funds remaining	
Use / establishment of information technologies	**S**
The use of GIS has been impressive, with excellent facilities, skills and products visible at the field sites. There is a project/protected areas website http://www.areasprotegidas.gov.cv/index.php/pt/ that should be improved by inclusion of maps, spatial (and other) hot links, and more information in general. Outputs such as reports and management plans are not yet available. More could have been done (and should now be done) to ensure that the ecological monitoring systems at each project site produce data compatible with a national database.	
Operational relationships between the institutions involved	**S**
The PCU in Praia and the PSUs and IWOs at the field sites appear well respected by partners. UNDP and DGA appear, overall, to have worked well together, and the cash contribution of 16 million escudos per year (ca US$190,000) clearly demonstrates the commitment of the government of Cape Verde. UNDP Cape Verde have invested a considerable amount of core staff time. Overall there appear to be good cross-sectoral relationships, particularly at the site level. Collaboration with regard to ministries at the central government level has not been as strong: the project should have been and should now be more proactive in engaging with line ministries whose policies and programmes have potential impacts on protected areas. Relationships have been developed and maintained through the Advisory Councils and the Steering and Technical Committees, all of which include representatives from several institutions.	
Technical capacities	**MS**
Observations at meetings and interviews, and review of technical outputs indicate that the project is being served by technically competent and highly committed professionals on the staff and supported by national and international consultants proficient in their respective areas of expertise. However, there is not much of an innovative, questioning approach to the project document, and the MTR feels that the project has not used its technical capacities to the extent that it could have done, to improve the SRF early on, to streamline the use of consultants (reducing the number of reports commissioned on overlapping topics), to monitor the scope and progress of consultants' work and to focus consultants' work more on process than on written reports. The long review periods for consultant reports should not be necessary if there has been adequate technical oversight throughout assignments	
Monitoring and evaluation	S
A lot of effort goes into reporting, and into the technical and scientific committees. The periodic reports are mainly narrative reports that do not facilitate easy responses to any problems or constraints identified and are very difficult to review quickly. More summarization is required. The inception report failed to include a budget revision that would have made clear some of the basic budgeting problems (staff and TA costs for example) inherent in the Project Document. The formal PIR reporting has tended to be treated as a chore rather than an opportunity. Overall there has been a lot of attention to monitoring and evaluation (even special trips organized, at significant expense, to each project site to fill in the METT scorecards), but it could be more efficient with fewer reports and more focused monitoring, and a more critical approach to the performance indicators.	
Stakeholder participation	**S**
There has been an impressive number of stakeholder involvement in meetings, consultations and activities at the island sites, and some clear positive signs that local communities and local governments accept the idea of protected areas. There is still far to go here, and the MTR question whether the level of genuine grass roots involvement of local stakeholders in the preparation of the management and ecotourism plans was adequate to achieve shared understanding of the protected area concept and its implications. However, the timetable was set and the project reacted to that in a pragmatic and overall satisfactory way.	
Production and dissemination of information	**MS**
Many reports have been prepared. There is a lot of information available, but the MTR team was disappointed that clear unambiguous data on protected areas, including maps were not available on the project website, and nor were project reports. Even in the consultant reports there are conflicting figures for protected area coverage. More attention needed for basic presentation of the case for protected areas. The MTR team was struck by the fact that the walls of the Project Office in Praia (in contrast to the walls of the field offices – or indeed the DGA offices on the floors below) are totally bare, with neither a map, a list, a photograph or a graphic or an activity chart.	
Establishment of partnerships	**MS**
Several partnerships have been formed or built upon. Those with the US Peace Corps, the GEF Small Grants Fund and three of the NGOs protecting turtle nesting beaches have been widely praised.	
Involvement / support of government institutions	**MS**
Generally assessed as promising at the local level, and for the most part at the central level too based on MTR interviews and document review. The MTR team was not convinced however, that there was sufficient consensus on ecotourism, what it means and what it means for protected areas, in the Directorate General of Tourism. Work remains to be done there. And involvement and support may be apparent at a certain level, but this does not guarantee support for financing.	
Contribution to the achievement of the MDGs	**MS**
A well designed and run Protected Area system will contribute greatly to the MDGs if invested in wisely for the long term and if consideration of benefits is not focused narrowly on direct economic benefits but on long term wellbeing through a sustainable living environment, saved costs in health care, erosion control, social services and increased production from agriculture and fisheries.	

Project Component	Rating
Scientific credibility of the outputs and influence of science and technology on project activities	**MU**
Outputs are professionally produced but the application of good science does not necessarily produce appropriate outputs and in some cases the MTR team feel that project management could have made better use of the skills of project consultants, applying them to solving the immediate tasks of the project (particularly in case of the carrying capacity work). When dealing with the performance indicators some poor science was displayed and it was surprising to find so many inconsistent data for protected area coverage (and finance). Assessment of proposals for local livelihood grants did not appear to include scientific appraisal of potential environmental impacts whether direct or through social and economic pathways.	
Contribution to gender equality	**MS**
Certainly positive intention, but actual impact probably minimal.	

3.3.2 Relevance

The project is rated as Relevant (Table 11). The objective of the Project and its wider goal, with respect to conserving globally significant biodiversity through a protected area approach remain as relevant today as when the Project was first conceived five or more years ago. The links in the project outcomes to partnerships outside protected areas are necessary and show proper understanding of the fact that protected areas, although vital for conservation of biodiversity, are not enough alone.

Since the Prodoc was written there have been a number of developments that make the project even more relevant. Economic development is gathering pace, tourism in particular, there is the possibility that coastal fishery pressure will increase rapidly, and the National Biodiversity Conservation Strategy and Action Plan is being updated. The NBSAP will include a number of priority actions of direct relevance to the Project and it is important that the project contribute to its formulation.

3.3.3. Effectiveness and Efficiency

Effectiveness and efficiency are both rated as Moderately Satisfactory (Table 11). Effectiveness affects the extent to which the objective and outcomes are achieved or likely to be achieved, taking into account their relative importance. Efficiency concerns how economically resources or inputs (funds, expertise, time, equipment, websites etc) are being converted to results.

Effectiveness

Effectiveness has been constrained by the lack of integration between outcomes and outputs - the absence of any sequencing of outcomes in the project design, and indeed the absence of conditionalities to encourage proper sequencing. It is anticipated that many of these shortcomings will be addressed over the next 12 months as the project now has to focus urgently on its sustainable exit strategy.

Efficiency

There were some delays in recruitment and establishment of field offices but this was to be expected with so many staff to be recruited. The MTR team found that there was insufficient attention to detail in the internal revisions, work planning, establishment of committee membership, definition of monitoring protocols and drafting of TOR, in the Inception Report, and that this contributed to a slow start to the project. Project expenditure for 2010 and 2011 together matched the planned expenditure for Year 1 but since then annual expenditure has exceeded planned expenditure (Section 3.2.1). a A project extension was applied for in 2012 and approved in 2013, and there has been improvement in progress towards achievement of the outputs. As in the case of effectiveness, there have been improvements in efficiency as lessons have been learned and capacities developed, particularly at the field sites. The slow start to the Project was costly in terms of time and financial resources, given the limited progress towards the delivery of project outputs during the early months, but staff had not been recruited so expenditure was limited. Consultant management (see Section 3.2.3), including division

of tasks and the direction and monitoring of the consultants' work has, in the view of the MTR team, made inefficient use of consultant's time.

Taking into account the slow start and the extension[31] expenditure to June 2013 (US$2.856m) was not greatly higher than that planned in the Prodoc (US$2.668), with 68% of the US$ 4.183 million budget spent by mid-2013 which is 63% of the project (in 2.5 of 4 years) (see Section 3.2.1).

Table 11 Assessment of overall project results, sustainability and impact

Component	Rating	Notes
Project Results (using 6-point satisfaction scale – see Table 1)		
Achievement of Objective	**MS**	Based on Table 9, Annex 6
Attainment of Outcome 1	**MS**	Based on Table 9, Annex 6
Attainment of Outcome 2	**MS**	Based on Table 9, Annex 6
Attainment of Outcome 3	**S**	Based on Table 9, Annex 6
Overall Project Results	**MS**	Based on Tables 9, 10 Annexes 6, 8
Overall Quality of Project Outcomes (using 6-point satisfaction scale – see Table 1)		
Relevance	**HS**	See Section 3.3.2.
Effectiveness	**MS**	See Section 3.3.3.
Efficiency	**MS**	See Section 3.3.3.
Sustainability (using 4-point likelihood scale – see Table 1)		
Overall Likelihood of Sustainability[32]	**MU**	See Section 3.3.4.
Financial resources	**ML**	See Section 3.3.4.
Socio-economic	**ML**	See Section 3.3.4.
Institutional framework and governance	**MU**	See Section 3.3.4.
Environmental	**L**	See Section 3.3.4.
Impact (using 3-point impact scale – see Table 1)		
Environmental status improvement	**S**	Likely significant improvement in effective management and sustainable financing of PAs, resulting in improved conservation status of globally significant biodiversity in the long term

3.3.4 Sustainability

The project was designed with considerable attention to sustainability: indeed project success is totally dependent on sustainability. Sustainability is rated as Moderately Unlikely (MU) overall because one of the four dimensions of sustainability (Institutional) was rated as MU and the overall sustainability cannot be more likely than the least likely component. Each is rated separately in Table 11 and supporting evidence is provided below:

Institutional sustainability is considered to be Moderately Unlikely to be achieved before the end of the project**.** The approach has focused on establishment of a new institution, rather than building capacity in existing institutions and increasing productive links between existing institutions. The Prodoc (para 21) stated the choice (repeated in the Inception Report):

"Decree-Law 3/2003 defines two scenarios for the management of Cape Verde's PA system. The first scenario foresees direct management by the governmental body responsible for the environment

[31] Delivery to June 30 2013 taken as expenditure for Years 1, 2 and 47% of Year 3 (US$2.856m)
Prodoc planned delivery to mid-point Year 3 taken as expenditure for Years 1, 2 and 50% of Year 3 (US$2.668m) (see Table 7)

[32] All the risk dimensions of sustainability are critical. Therefore, the overall rating for sustainability should not be higher than the lowest rated dimension (2012 *UNDP Guidance for Terminal Evaluation of GEF-funded and UNDP-implemented Projects*).

sector (currently, DGA), under policy guidance from the National Council for the Environment. The second scenario = towards which Cape Verde is heading now – stipulates the creation of an autonomous authority for the direct management of the PA system."

The MTR team were concerned that in their only meeting with the Director General of Environment it was made clear that he did not necessarily support the PAAA option being pursued by the Project, and that instead he would prefer direct management by the DGA under its Natural Resources Management Division. This is not a threat to the overall objective or indeed to Outcome 1 – since the PAAA appears only in an output and either of the two scenarios described above would meet the objective and the outcome. There are advantages and disadvantages in both options. But it is worrying that project management and DGA have opposing views on this fundamental point at such a late stage in the process towards institutionalization of the PA system.

Environmental sustainability is considered to be Likely**.** There appears to be increasing understanding of the importance of protected areas and biodiversity both among local residents and in local government agencies, and this impact of the project is likely to endure long enough to be picked up again under the national PA administration. However, just because the emphasis of the project is biodiversity conservation, and people and agencies are persuaded of its importance, there is no guarantee that policy and actions will not have negative impacts on the biodiversity. The MTR team were concerned that there was insufficient consideration of the potential side-effects of alternative livelihood and small grant interventions, particularly in the light of the body of evidence now available regarding this from integrated conservation and development projects worldwide. It is easy to address this concern through assessment of alternative livelihood and local development initiatives early enough in the process to be able to make changes.

Socio-economic sustainability is assessed as Likely, based on current progress in collaboration between the project and communities and local governments. However, much depends on whether the projected area system is given continuity before the end of the project, so this assessment is contingent on institutional and financial sustainability.

Financial sustainability is considered to be Moderately Likely**.** There is a strong co-financing commitment under the project, but current regular government funding for protected areas will not be sufficient to finance the protected area system to the level required and described in the PA National Business Plan and the PA Management Plans produced under the project.

3.3.5 Impact

Project impacts concern longer-term global environmental benefits[33]. Very often such impacts cannot be discerned until long after a project's completion. While it is premature to assess impacts in the case of the present project, it is instructive to consider likely impacts in the future and these are rated in Table 11. Overall a Significant impact is predicted (Table 11).

Most of the global environmental benefit arising from the project is likely to be the long-term conservation of globally important biodiversity within the PAs. The project itself does not have the resources to address local livelihood issues or indeed to implement the management plans prepared, at anything but a pilot scale, so pressures on the environment are likely to persist until a national and decentralized protected area service is in place and implementing the management plans.

Increased tourism can be expected based on recent trends. This is likely to continue to be accompanied by environmentally unsustainable forms of infrastructural developments and it may be

[33] Project impacts are defined in the *2012 UNDP Guidance for Terminal Evaluation of GEF-funded and UNDP-implemented Projects* as: Actual or anticipated, positive or negative changes in global environmental benefit, as verified by environmental stress and/or status change, and also taking into account sustainable development impacts, including changed livelihoods.

that the actions proposed in the management and the ecotourism plans should be carried out under different auspices if a protected area administration is not ready to do so.

Public involvement is vital – not just at the site level, but at the urban level too, where a concerned constituency of citizens could contribute to the protected areas agenda. The level of NGO activity in Cape Verde in the environmental sector is low, and the project could contribute more in the area of public involvement in its final year.

4. CONCLUSIONS, RECOMMENDATIONS AND LESSONS

4.1 Conclusions

The Project has undertaken the following:

- Spent US$2.856 million of the US$4.183 million combined total funds available of GEF and cash co-financing (up to 30 June 2013)
- Engaged five international and two national individual experts and one institution to provide technical services
- Hosted numerous consultative meetings at central and local levels involving a wide range of stakeholder organizations and communities on four different islands
- Produced over 30 major plans and reports relating to the project outputs
- Furthered the case for a Protected Areas Autonomous Authority to the stage at which it could be approved quickly pending financial conditions being met
- Coordinated partnerships between local communities and NGOs dedicated to turtle conservation and mobilized people to work towards control of invasive plants.
- Established accurate boundaries for over 20 protected areas and produced maps for planning, monitoring and research
- Laid the foundations at the project sites for effective ongoing protected area management as long as funding is secured and an effective protected area administration is established
- Identified an additional 35 potential sites for protected area status to be assessed under the PAAA

The Project is making good progress towards the objective but this progress is vulnerable because institutional, technical and financial support for protected areas at the site level (apart from the initial three – see Section 1.2) is not guaranteed when the project ends, and the funds available for the national PA system administration are inadequate to maintain an effective service. The Terminal Evaluation of the Phase 1 project made clear that without institutional stability the progress made under that project would not be sustained: the same can be said of this project now at (late) mid-term (see Section 3.1.6).

The Project is well-positioned to consolidate its achievements to date, particularly with respect to integrating many of its initial outputs and catching up on its schedule, but the underlying rock on which the project is built – the promised institutionalization of the protected areas administration – is fundamental to success.

The main conclusions of the MTR with respect to the implementation of the Project are summarised in a SWOT analysis (Table 12**)**. This analysis, together with the results from 101 questionnaires completed by stakeholders**,** provide the basis for the recommendations below.

The MTR team considers that the Project is able to address most if not all shortcomings in the remaining time available and achieve a satisfactory result by the time of the Terminal Evaluation, based on these recommendations. However, much depends on actions of Government, which are beyond the control of the Project team.

Table 12 SWOT analysis of project implementation

STRENGTHS	WEAKNESSES
Strong legal basis established for the focal protected areas on four islands Strong support from DGA as Executing Agency Respect and support from local communities and governments Talented, committed, and hard-working staff Advisory Councils established Protected Area Management Plans, Ecotourism Plans prepared after local consultation Good attention to monitoring Partnering with UNDP/GEF LDCF Climate Change Adaptation Project Wide sectoral representation in the Steering, and Technical Advisory Committees	National level policy outputs well behind schedule (eg PAAA not established, PA Strategy, Zonation and Financing not agreed), jeopardizing sustainability of project results Protected Area Management Plan budgets are very high: they list funding required from wide range of partners but agreements not yet finalized with those partners. There is a risk that high budgets will lose PAs political support. Over-prescriptive management of the project – giving more weight to project document than to strategic needs of the project at the time. Poor decisions on strategy to get the PAAA established – too much sub-division of tasks for consultants, and too little involvement of core staff in developing and implementing a programme of targeted cross-sectoral workshops and lobbying, and other activities Too much reliance on consultant reports and not enough on "process". Long drawn out review process for consultant reports (TAC, PSC etc) could have been avoided by closer supervision and monitoring during consultant missions. An unquestioning approach to project implementation and use of indicators
OPPORTUNITIES	**THREATS**
Can define boundaries for other protected areas apart from the focal ones – taking advantage of staff and facilities. This is already being done on Santo Antao, Boavista and Sal. More work with GEF Small Grants Programme to make sure that there are closer mutual benefits and strong environmental assessment of benefits and costs with respect to protected areas While staff available can do a lobbying programme to raise awareness of government officials of the economic values of the protected area system and the benefits that will be accrued even after costs of management have been taken into account. A revised National Biodiversity Strategy and Action Plan is under preparation through a long consultative process. It is essential that the project be involved in this process to make the case for protected areas, to contribute expertise and materials and to make contacts that could lead to support Actively look for donor support for the initial US$1,000,000 seed investment for the PAAA for example. Prepare supporting materials.	The project started slowly, progress towards establishing the PAAA is behind schedule and there is divergence of opinion between Project Management and the DGA on the best form of instititutionalization for the protected area system governance. If Outcome 1 fails to be achieved then Outcomes 2 and 3 are also at risk The available funds for 2014 (ca US$680,000) are approximately equal to the current staff salaries and office and vehicle running costs for a year. There are options to deal with this (review staff requirements and reduce staff, lower staff salaries and other costs, reduce project duration, find alternative funding) but there is a risk that a decision will not be made in time to ensure a successful end to the project.

Go beyond one-off leaflets and comic books to pursue official incorporation of protected area matters in educational curricula Public support could be very powerful: there is an opportunity to work with journalists to inform them about protected areas. It could be a two way process, with journalists and project field and PCU staff working together so that journalists are "sensitized" and write more often about protected areas in an informed way, and project staff learn something about how to present their own ideas, experiences and feelings in print. The steep slopes and complex topography of Santo Antao lends itself ideally to the technique of 3D Community Mapping[34] and there is an opportunity to apply it under the project to improve protection and the consideration of protected areas in land use decision making With its excellent GIS support team the project is in an dial position to expand its site based work to a comprehensive analysis of the whole PA system, as well as recent proposed additions to the system, and to assess coverage of important habitats and species distributions. Some work has been done on this, but more rigorous work is required. The Invasive Plant Management Strategy has been prepared and there is an opportunity now to bring back the consultant who prepared it and have him conduct training in its implementation. This should be strategic level training, as opposed to operational (see Annex 6 Output 2.4) It is important to do this before the project comes to an end, in order to ensure that the programmes being funded are planned and implemented soundly.	

4.2 Corrective actions for project design, implementation, and monitoring

The MTR team have identified actions to address the weaknesses and threats shown in the SWOT analyses of project design and implementation (Tables 4 and 12) and to build on the opportunities and strengths also shown in those tables.

4.2.1 Project design recommendations, affecting monitoring and evaluation

Some of the impact indicators listed in the Inception Report are flawed and have diverted the project into unproductive, even counter-productive work in order to collect evidence of justify findings. These should be removed regardless of whether they can be replaced or not. Others should be revised. Changes to the project design, particularly the performance indicators, late in a project can be likened to "moving the goal posts" (in order to make sure the project succeeds for example). However, there is no point in continuing with flawed indicators that serve no useful purpose and waste project staff

[34] http://annualreport2012.cifor.org/articles/role-playing-and-3d-mapping-help-communities-get-involved-in-landscape-planning/ (news item)

http://www.iapad.org/p3dm_guiding_principles.htm (the technical details)

time. In Annex 8 the MTR team have suggested revisions, including replacement indicators for which retroactive baselines are definable.

So, Recommendation 1.

Revise the SRF Indicators for Objective and Outcomes using the suggestions given

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The MTR team found that Output 3.4, added at the time of the Inception Workshop (p31 of Inception Report), is extraneous (it is implicit in other outputs) and the emphasis on "ecological carrying capacity" led to the funding of an unnecessary consultancy and diverted attention from the other outputs. It should be deleted.

So, Recommendation 2:

Delete Output 3.4 "Natural resource and soil use (eg agriculture, tourism, fisheries, development construction) for the 4 PAs and the 3 MPAs respect restrictions of ecological carrying capacities" from the SRF

4.2.2 Project implementation recommendations

The most urgent requirement is to address the "Moderately Unlikely" rating given for the likelihood of institutional sustainability (Table 11) by putting maximum effort into seeing the national protected area system established as a viable institution (either PAAA or an alternative) with adequate long term funding, before the end of the project. This will require a lot of work and more "visibility" of the project in pursuing it.

So, Recommendation 3:

Arrange for a joint announcement by the Project Management, UNDP and Government of Cape Verde of their intention regarding institutionalization of protected areas through either the PAAA or another modality

And, Recommendation 4:

Establish a task force (including members from the PCU, UNDP and the Government of Cape Verde) to get the protected area administration financed and institutionalized either as PAAA or within the DGA and agree to a timetable of steps and milestones

And, Recommendation 5:

Design and implement a programme to deepen understanding of the economic values of protected areas across all sectors of government and among the general public and to put the economic case (and the non-economic case) for adequate government financing of protected areas. This should include, among other things:

- **a series of high level government workshops to do a TEEB analysis of Cape Verde's protected areas and to demonstrate the importance of protected areas in productive sectors (see below under Recommendation 7), and**
- **the commissioning of a high quality film on what the protected area system should look like.**

In order to be able to plan and cost the PAAA work and other activities properly an early decision will be required on the budget for 2014. As explained above (Section 3.2.1) the funds available for 2014 are sufficient to cover only the recurrent annual costs if no changes are made to these. A prompt decision is required on which of five options (or a combination) to pursue with regard to budgetary constraints for 2014:

- reductions in staff numbers,
- reductions in staff salaries,

- reduction in project duration,
- guarantee of additional funding from government
- reductions in other recurrent costs

Reducing staff numbers at this stage may be counterproductive. There are urgent and vital tasks to be done in both Praia and at the field sites, and the project needs its staff if it is to complete the outcomes in the remaining time. Reductions in salaries might be acceptable to some, but when this was raised at the August 6th workshop the option was quickly dismissed by those present. Government already provides a high level of co-finance it is not expected to contribute any more to the project The earliest additional funding for protected areas would come when the PAAA or its alternative is established. Vehicle fuel and maintenance (for example in Praia or Santo Antão) would be the most obvious other recurrent cost to make savings on, but they would not be huge. The National Project Coordinator agreed with the MTR team that reducing project duration would be a reasonable way of freeing funds for project activities. It seems reasonable to allow one year from the MTR and the project, if it applies itself, could certainly achieve a Satisfactory (or even Highly Satisfactory) rating by the time of the Terminal Evaluation if it manages to establish the PAAA or a functional and sustainable alternative.

Recommendation 6.
Reduce project duration by 4 months to end of August 2014

The project is in a difficult position financially but is well served by a committed staff and has one vital task and a number of other high priority tasks to complete before, say, the end of August 2014 (if recommendation 6 is accepted). Reducing the project duration by 4 months will free up US$260,000 from unspent recurrent costs, making US$273,000 when combined with the US$13,000 already identified as available (Section 3.2.1). There is also an estimated US$200,000 budgeted for activities for the remaining four months of 2013[35]. Combining that with the figure for 2014 (US$273,000) makes a total of US$473,000 for other than recurrent costs, for the 12 months from September 2013 to August 2014.[36]

Recommendation 7:
The project should quickly prepare a programme of work to cover the period October 2013 to August 2014, reconsidering the priorities of activities scheduled for 2013, and focusing on activities necessary to
a) achieve institutional sustainability for the PA system administration before the end of the project,
b) consolidate project outputs at the site level, and
c) establish practical spatial database for the whole PA system using the GIS capabilities developed by the project

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The importance of each work scheduled at the project sites for both 2013 and 2014 should be reconsidered and if not of high priority should be postponed until after the project, in favour of more

[35] By 30 June there was approximately US$630,000 unspent in the 2013 budget on 30 June 2013 (reported 97% delivery at mid-year). Subtracting the recurrent costs for 6 months (US$315,000) this leaves US$315,000 for other activities during the second half of 2013. The MTR team was unable to find out how much of this has been spent, but a reasonable estimate would be that there is US$200,000 remaining for other than recurrent costs for the final four months of 2013.

[36] Combined with the recurrent costs for one year (US$630,000) this comes to ca US$1,100,000, which is higher than the Year 4 budget (US$927,000) in the Prodoc

urgent tasks. So routine management that would be expected to be funded by the national PA administration (PAAA or other) after the project finishes, should be suspended in favour of activities that will contribute to PA management but are less likely to be funded by the PA administration later.

The new work programme should be specific about costs of planned activities and not justassign a rough estimate to each general result. The following activities should be included in the programme. More details can be found in Table 12 and in Section 3. At least two international consultants (one for the Invasive Plant training, and one for the overall PAAA "campaign") are foreseen - not to produce reports, but to achieve change. The MPA aspects should be emphasized as that is one of the main themes of the design, and can be linked with possible fund raising for the PAAA.

Priority activities to be included in the work programme under Recommendation 7

Continue with the delineation and gazetting of additional protected areas on the project islands, prepare a comprehensive GIS database for the whole PA system, and perform a state of the art GAP analysis building on what has been done before and ensuring that PA administration has accurate information at its fingertips

Standardize ecological monitoring protocols between project sites and nationally and include environmental variables as well as biodiversity

Review the budgets in the Protected Area Management Plans so that first the costs are justified and itemized more fully, and second, the costs that will have to be met by protected area administrations area are separated clearly from those that will have to be met by other agencies.

Make comprehensive data available on the project website, including project reports and protected area maps with spatial hot links to biodiversity and climatic sites for example

Establish routine assessment of potential biodiversity and environmental impacts of all project interventions, and include formal biodiversity and environmental criteria in evaluation of small grant proposals.

Work with GEF Small Grants Programme to maximize environmental benefits of the programme

Run a series of workshops involving a diverse group of participants (government officials from all major ministries and from municipalities, ecologists, sociologists, economists, development professionals, NGOs, police and law enforcement officials):

- **Protected area "system" analysis and recommendations to get participants a full understanding of the barriers to effective management of Cape Verde's protected area system and how to tackle them. Real life analyses of the complex legal and institutional characteristics of the PA "system", comparisons with national systems elsewhere, and leading through group discussions and facilitation towards consensus at high level on the form of the PA system administration and management to be established.**
- **The National Biodiversity Conservation Strategy and Action Plan – protected areas in the landscape. In collaboration with the current programme to develop a new NBSAP. Would increase government staff members understanding of the importance of protected areas for the future of the country's economic development, the obligations of Cape Verde under international conservation conventions and agreements, and contribute to the writing of the new NBSAP. A revised National Biodiversity Strategy and Action Plan is under preparation through a long consultative process. It is essential that the project be involved in this process to make the case for protected areas, to contribute expertise and materials and to make contacts that could lead to support**
- **TEEB style valuation of the protected area system (see Recommendation 5 above). A workshop that will provide training as well as an economic valuation of the**

protected area system, using TEEB (The Economics of Ecosystems and Biodiversity) valuation. There are standard training modules available on the TEEB website, and GIZ has also developed TEEB training. This will require more than one session, with work done in between, and it will increase understanding of government officials of the economic values of the protected area system and the benefits that will be accrued even after costs of management have been taken into account.

Actively look for donor support (eg for the initial US$1,000,000 seed investment for the PAAA. Prepare supporting materials. Consider Government of Luxembourg and other potential bilateral support.

Fund the participation of representatives from DGA and DGP or INDP at the International Marine Protected Areas Congress (IMPAC) [37] 21-27 October 2013 in Marseille and Corsica

Pursue institutionalization of protected area matters in education and publicity – not just one-off leaflets and comic books. Commission a film as under Recommendation 5 above

Hold two workshops with journalists together with field protected area staff – a two way process, journalists learning accurate information about protected areas and project staff learning something about how to present their own ideas, experiences and feelings in print or on the radio or television

Review the topographic maps available (require small contour intervals) and carry out 3D Community Mapping[38] on Santo Antao to develop a 3D model of one of the protected areas. To be attended by representatives from other island teams and from PCU.

Run a training course in implementation or the Invasive Plant Management Strategy. This must be preceded by a Training Needs Assessment to determine what agencies to include in the training to make impacts last beyond the end of the project.

Make use of Serra Malagetta as a venue for workshops and for establish public displays there that educate people about the whole protected area system and its economic importance

4.3 Lessons learned

Lessons learned under the Consolidation of Protected Areas project about what to do and what not to do will be extremely beneficial for other conservation projects and programmes under development or to be formulated with donors in the immediate future (for example a recent proposal to GEF for support for improving consideration of biodiversity and protected areas in the tourism and fisheries sector).

1. The early work during the design process with international NGO WWF was productive and such partnerships should be repeated in the design of future programmes
2. Project documents are important as guides to project objectives and outcomes but should not be followed too prescriptively at the cost of potentially beneficial adaptive management measures
3. Full project team meetings should be considered in order to exchange information and ideas, and standardize approaches, even if expensive to organize
4. Proper sequencing of outcomes is important if out of sequence completion will influence results, so consideration should be given to that in project design and implementation
5. Management plan budgets should be agreed with partners and the costs to protected area administrations should be clearly separated from the costs to partners

[37] http://cmsdata.iucn.org/downloads/impac3_pageflyer_dl1.pdf
[38] http://annualreport2012.cifor.org/articles/role-playing-and-3d-mapping-help-communities-get-involved-in-landscape-planning/ (news item)

http://www.iapad.org/p3dm_guiding_principles.htm (the technical details)

6. Before employing consultants project managers should consider carefully potential overlaps between assignments, what the impact of the assignments will be (concentrate on process rather than products such as reports), and what supervision, joint working, and monitoring will be done.
7. Project teams should be encouraged to be innovative and questioning in their approach to the work, and in their thinking on monitoring and tracking of project performance indicators. They should be prepared to depart from the project document when appropriate,
8. Project performance indicators have to be prepared with great care to ensure that they measure project impact and not simply project outputs. See Annex 9 for some guidance on this.
9. When scores on standard tracking tools are employed as indicators, rather than use percentage scores on official scorecards that change frequently, the same versions of scorecards as applied at project start should be used to allow for the direct and simple comparison of scores across the project's lifetime.
10. The Inception Phase is an important opportunity to review the project document and make changes that will guide project implementation using the Inception Report. Project Managers should ensure that this opportunity is not wasted.
11. A protected area project should be built up by the project management to be regarded as a centre of authority and excellence by government staff, by institutions, by journalists, and by the general public alike, and to be the first port of call of people who want to ask questions about biodiversity or protected areas.
12. Protected areas and unprotected land should be managed as a landscape in collaboration with local government and local communities.
13. Training should be kept focused on topics that will have immediate relevance in trainees' work and the emphasis in project based training should be on institutionalization rather than on one-off training events that will not be repeated after the end of the project.
14. It is important to assess the potential impacts of any kind of conservation action or local "conservation development" initiative before embarking on a programme. So for all new projects and programmes there should be consideration of the likely impacts not just on target species or habitats but also on associated species and on ecosystem services. Impacts can be direct or indirect through changes in the socio-economic conditions of target beneficiaries.
15. Caution is required in applying economic arguments to support protected area establishment. Ecotourism is not a panacea and it will be important to stress other benefits and to lengthen the time frame considered in protected area planning and management.
16. Genuine participatory management takes a long time and cannot be done using only large group meetings. Slow steady work with small groups is also required.
17. During the Project Preparation Grant (PPG) phase, it is best not to engage multiple consultants writing on different background topics. Clearer focus on the Prodoc from the start, and fewer consultants, is likely to be more effective.

Annex 1: Terms of Reference for the Mid-term Review

TERMS OF REFERENCE FOR THE MID-TERM REVIEW

"Consolidation of Cape Verde's Protected Areas System"
INTERNATIONAL CONSULTANT

1. INTRODUCTION

In accordance with the UNDP and GEF M&E policies and procedures, a mid-term review of the full-size project "Consolidation of Cape Verde's Protected Areas System" implemented through the Directorate General of Environment is to be undertaken in 2013. The project started on the, 2010 and is in its third year of implementation of full implementation. This Terms of Reference (ToR) sets out the expectations for this mid-term review.

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

	Consolidation of Cape Verde's Protected Areas System			
UNDP Project ID:	PIMS 4091	**Project financing**	*at endorsement (Million US$)*	*at MTE (Million US$)*
ATLAS Project ID:	00072399	GEF financing:	$3,100,000 USD	
Country:	Cape Verde	IA/EA own:	$200,000 USD	
Region:	West Africa	Government:	$783,000 USD	
Focal Area:	Biodiversity	Other:	$100,000 USD	
GEF Focal Area Strategic Program		Total co-financing:		
Executing Agency:	Directorate General of Environment (DCA)	Total Project Cost **in cash:**	$4,183,000 USD	
Other Partners involved:		ProDoc Signature (date project began):		4/08/2010
			Planned closing date: 30/05/2014	Revised closing date: 31/12/2014

2. PROJECT BACKGROUND: project objectives and expected outcomes

In partnership with the Global Environment Facility (GEF) and the United Nations Development Programme **(UNDP),** the Government of Cape Verde is currently implementing an integrated programme which aims at conserving globally significant biodiversity in Cape Verde through the

creation and consolidation of the national system of protected areas (PAs). The programme is the second phase the protected areas program. It is also expected to contribute to halting and reversing existing degradation of land and water resources within the protected areas and adjacent landscapes at the same time that it promotes the creation of income-generating alternative livelihood options for local communities that live in the surroundings of the PAs.

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

The project's Phase II is to be implemented over a four-year period, having started in late 2010 and expected to end in late 2014. The current phase focuses on strengthening and consolidating the country's nascent PA System.

This approach rest on three main pillars: First, strengthening of the institutional, policy and legal framework for PA system management, with particular respect to financial sustainability. Second, increasing the level of operationalization of sites so that Cape Verde can gain experience in protected areas management and can avert direct threats to the biodiversity contained in PAs and MPAs; and third, widespread dissemination of stakeholder participation in PA management and different models piloted.

The key outcomes of Phase II are:

1. The strengthening of the governance framework for the expansion, consolidation and sustainability of the National PA system;
2. The enhancement of the management effectiveness at selected terrestrial and coastal/marine Pas; and
3. The strengthening of PA's sustainability through community mobilization, sectoral engagement and local capacity building for sustainable resource management within PAs/MPAs and adjacent areas

The project's development goal is to conserve globally significant terrestrial and marine biodiversity in priority ecosystems of Cape Verde through a protected area system's approach. The project's objective is to consolidate and strengthen Cape Verde's protected areas (PA) System through the

establishment of new terrestrial and marine PA units and the promotion of participatory approaches to conservation.

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

4. OBJECTIVES of Mid-Term Review (MTR)

The objective of the MTR is to provide an independent analysis of the progress of the project so far. The MTR will identify potential project design problems, assess progress towards the achievement of the project objective and outcomes, identify and document lessons learned (including lessons that might improve design and implementation of other UNDP-GEF supported projects), and make recommendations regarding specific actions that should be taken to improve the project. The MTR will assess early signs of project success or failure and identify the necessary changes to be made. The review will include both the evaluation of the progress in project implementation, measured against planned outputs set forth in the Project Document (PRODOC) in accordance with rational budget allocation and the assessment of features related to the process involved in achieving those outputs, as well as the initial and potential impacts of the project. The review will also address underlying causes and issues contribution to targets not adequately achieved.

The Mid-Term Review is intended to identify weaknesses and strengths of the project design and implementation strategy to come up with recommendations for any necessary changes in the overall design and orientation of the project by evaluating the adequacy, efficiency, and effectiveness of its implementation, as well as assessing the project outputs and outcomes to date. The overall project performance will be measured based on the indicators of the project's logical framework.

Consequently, the review mission is also expected to make detailed recommendations on the work plan for the remaining project period. It will also provide an opportunity to assess early signs of the project success or failure and prompt necessary adjustments.

The MTR must provide evidence based information that is credible, reliable and useful. The review team is expected to follow a participatory and consultative approach ensuring close engagement

with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Regional Technical Adviser based and key stakeholders.

The review mission will also identify lessons learnt and best practices from the project which could be applied to future and other on-going projects. The international consultant for this review is expected to identify lessons learnt and best practices from other protected areas and biodiversity conservation projects that could guide technical recommendations and improvements.

In summary, the project Mid-Term Evaluation has as its main objectives:

1. To strengthen the adaptive management and monitoring functions of the project
2. To ensure accountability for the achievement of the GEF objective
3. To enhance organizational and development learning
4. To enable informed decision-making

5. SCOPE OF THE MID-TERM REVIEW

The scope of the Mid-Term Review will cover all components and activities undertaken in the framework of the project. The review team will compare planned outputs of the project to actual outputs and assess the actual results to determine their contribution to the attainment of the project objectives. The evaluation will diagnose problems and suggest any necessary corrections and adjustments. **It** will evaluate the efficiency of project management, including the delivery of outputs and activities in terms of quality, quantity, timeliness and cost efficiency. The evaluation will also determine the likely outcomes and impact of the project in relation to the specified goals and objectives of the project.

The review team will assess the following three categories of project progress. For each category, the review team is required to rate overall progress using a six-point rating scale outlined in 8.

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

5. 1 Progress Towards Development objectives

- ***Changes in development conditions***

- Review and analysis of the changes occurred on the country development conditions in relation with biodiversity conservation and protected area system management in the country. Assessment against the barriers identified on the barrier analysis (refer to PRODOC pag.16) and review of which changes can be attributed with project intervention
- Assessment of stakeholder's perception (including local communities) on the progress on the project implementation associated to consolidation of ptected areas system.

- ***Measurement of change***
    - Assess progress towards achievement of project development objectives and outcomes results should be based on a comparison of indicators before and after (so far) the project intervention.
    - Conduct a well justified prognosis of the degree to which the overall objectives and expected outcomes of the project are likely to be met is also expected.
    - Apply the GEF Tracking Tool — by reviewing the draft prepared by the project team — and provide a description of comparison with initial application of the tool during the inception phase. Propose ways of effectively using the Tracking Tool as useful tool for assessing success in PAs consolidation, management and sustainability.
    - In connection with the evaluation and two weeks prior to the arrival of the mission, the project team will draft the BD1 Tracking Tools that are due by Mid-Term Review. The Review team will assist the project team in reviewing the document within the framework of a work session.
    - Propose ways of effectively using the Tracking Tools as useful tool for assessing success in PAs consolidation, management and sustainability.

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

- ***Gender perspective:***

- Appraise at what point gender equity aspects where considered on the analysis of barriers and problems that the project is expected to address and at the design of the strategy design.
- Analyze the extent to which the project accounts for gender differences when developing and applying project interventions. How are gender considerations mainstreamed into project interventions and management tools design?
- Suggest measures to strengthen the project's gender approach.
- Review of the cost-efficiency and effectiveness of the project strategy to reinforce capacities for gender mainstreaming in protected areas managements

5. 2 Progress towards Results

Project design:

- Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions made by the project. Identify new assumptions (if necessary)
- Assess whether the project design is clear, logical and commensurate with time and resources available;
- Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results.
- Review how the project addresses country priorities.
- Review the baseline data included in the project results framework and suggest revisions as necessary.
- Review indicators and target reformulation suggested on the PIR (Project Implementation Review) and propose improved formulation if needed.

Progress:

- Assess the scope, quality and significance of the projects outputs produced to date in relation to expected results
- Assess the outputs and progress toward outcomes achieve so far and the contribution to attaining the overall objective of the project.
- Conduct an evaluation of project performance in relation to the indicators, assumptions and risks specified in the logical framework matrix and the project document
- Identification and, to the extent possible, quantification of any additional benefits, impacts resulting from project implementation beyond those specified in the project document;
- A qualified assessment of the extent to which project outputs to data have scientific credibility;
- An assessment of the extent to which scientific and technical information and knowledge have influenced the execution of the project activities;

- Examine if progress so far has led to, or could in the future catalyze, beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc.) that should be included in the project results framework and monitored on an annual basis.
- Examine whether progress so far has led to, or could in the future lead to, potentially adverse environmental and/or social impacts/risks that could threaten the sustainability of the project outcomes. Are these risks being managed, mitigated, minimized or offset? Suggest mitigation measures as needed.
- Review the extent to which the implementation of the project has been inclusive of relevant stakeholders and to which it has been able to create collaboration between different partners. Identify opportunities for stronger substantive partnerships.
- An Analysis of project's performance in engaging all the partners and stakeholders and applying a participatory approach: extent of cooperation on engendered and synergy created by the project in each of its component activities;
- A prognosis of the degree to which the overall objectives and expected outcomes of the project are likely to be met;

Sustainability

- The MTR should also pay special attention to the potential contribution of the project to creating the basic conditions to ensure sustainability of the Cape Verde' protected areas system. To this purpose, the review should appraise at what point all the management tools proposed by the project (Statute of Autonomous Authority; Business Plan; Zoning and National PA strategy) create appropriate basis to ensure the financial, institutional, environmental, socio-economic sustainability of the PA system and the Autonomous Authority of Protected Areas.
- Assessment of the capacity building strategy: appraisal of project contribution capacity reinforcement (institutional, community and individual capacity) for biodiversity conservation and protected area management
- Appraisal of socio-economic sustainability of supported community initiatives within the PA and buffer zones.
- Appraisal of scale up potential and sustainability of supported (partner and/or project) ecotourism initiatives

5. 3 Adaptive management

Work Planning

a) Analyze adaptative management and result-based focus in project implementation and adherence to the governance structure. Assess to what point work planning processes are result-based? If not, suggest ways to re-orientate work planning to focus on results.
b) Examine the use of the project document logical/results framework as a management tool and review any changes made to it since project start. Ensure any revisions meet **UNDP-**GEF requirements and assess the impact of the revised approach on project management.

c) Identify any programmatic and financial variance and/or adjustments made during the first three years of the project and an assessment of their conformity with decisions of the Project governing bodies and their appropriateness in terms of overall objectives of the project;
d) Provide recommendations regarding any necessary corrections and adjustments to the overall project work plan and timetable for the purposes of enhancing the achievement of project objectives and outcomes
e) Assessments of the project timeframe initially established for this project, delays and the adequacy proposed revisions in project duration. The mid-term review should provide specific recommendation on project extension and strategy and team engagement needed to complete planned activities and achieve project outputs. If applicable, outline recommendations for revising this timeframe with proposed benchmarks for the reminder implementation time.

Finance and co-finance:

a) Consider the financial management of the project, with specific reference to the cost-effectiveness of interventions.
b) Assess the quality and adequacy of the financial planning instruments
c) Complete the co-financing monitoring table
d) Identify and quantify additional co-financing mobilized and point potential sources of co-financing mobilization (in kind and in cash) for biodiversity conservation and protected areas system consolidation.
e) Review the changes to fund allocations as a result of budget revisions and assess the appropriateness and relevance of such revisions.
f) Assess financial management of the project, including the balance between expenditures on administrative and overhead charges in relation to those on the achievement of substantive outputs.

Monitoring Systems.

a) Review the monitoring tools and system currently being used: Do they provide the necessary information? Do they involve key partners? Do they use existing information? Are they efficient? Are they cost-effective? Are additional tools required?
b) Ensure that the monitoring system, including performance indicators, meet GEF minimum requirements. Develop SMART indicators as necessary.
c) Ensure broader development and gender aspects of the project are being monitored effectively. Develop and recommend SMART indicators, including gender disaggregated indicators as necessary.
d) Assess to which point the information collected and produced is being used for decision-ma king and strategy review
e) Examine the financial management of the project monitoring and evaluation budget. Are sufficient resources being allocated to M&E? Are these resources being allocated effectively?

Risk Management and underlying factors

a) Validate whether the risks identified in the project document, PIRs and the ATLAS Risk Management Module are the most important and whether the risk ratings applied are appropriate and up to date. If not, explain why. Give particular attention to critical risks.
b) Describe any additional risks identified and suggest risk ratings and possible risk management strategies to be adopted.
c) Assess the underlying factors beyond the project's immediate control that influence outcomes and results. Consider the appropriateness and effectiveness of the project's management strategies for these factors.
d) Re-test the assumptions made by the project management and identify new assumptions that should be made about factors out of the project's control and, in case applicable, assess the effect of any incorrect assumptions made at project design or during project implementation

Reporting

a) Assess how adaptive management changes have been reported by the project management, and shared with the Project Board.
b) Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

5. 4 Management arrangements

a) Assess the adequacy, effectiveness of implementation arrangements of the project
b) Review overall effectiveness of project management as outlined in the project document. Have changes been made and are they effective? Are responsibilities and reporting lines clear? Is decision-making transparent and undertaken in a timely manner? Recommend areas for improvement.
c) Conduct an evaluation of project coordination, management and administration provided by the project management unit. This evaluation should include specific reference to organizational/institutional arrangements for collaboration among the various agencies and institutions involved in project arrangements and execution;
d) Assess the effectiveness of project management units (national specialists and island coordinators) in guiding project implementation
e) Assess any administrative, operational and/or technical problems and constraints that influenced the effective implementation of the project and present recommendations for any necessary operational changes;
f) Assess the functionality of the institutional structure established and the role of the project governing bodies (steering committee and technical committee), the Technical Support and Advisory Team
g) Review the quality of execution of the project Implementing Partners and recommend areas for improvement.
h) Review the quality of support provided by **UNDP** and recommend areas for improvement.

i) Review the role of UNDP against the requirements set out in the UNDP Handbook on Monitoring and Evaluating for Results. Consider:

- Field visits
- Steering Committee/TOR follow-up and analysis
- /PIR preparation and follow-up
- GEE guidance
- Quarterly Progress and Financial Reports.
- Work plans
- Combined Delivery Report

j) Consider the new UNDP requirements outlined in the UNDP User Guide, especially the quality assurance elements, and ensure they are incorporated into the project's adaptive management framework

k) Assess the quality of UNDP orientations and guidelines on financial management and reporting procedures

I) Assess the contribution to the project from UNDP "soft" assistance (i.e. policy advice & dialogue, advocacy, and coordination). Suggest measures to strengthen UNDP's soft assistance to the project management.

m) Provide concrete recommendations on how to improve daily support and supervisory roles

6. **REVIEW METHODOLOGY**

The Mid-Term Review will be conducted in a participatory manner working on the basis that its essential objective is to assess the project implementation and impacts in order to provide basis for improvement in the implementation and other decisions.

The mission will start with a desk review of project documentation and relevant country and GEE Focal area strategic documents and also take the following process:

a. Desk review of project document, outputs, monitoring reports, such as Project Inception Report, Minutes of Project Board meetings and Technical Support and Advisory Team meetings, Project Implementation Review (PIR), Quarterly Progress Reports, M&E framework, mission reports and other internal documents including financial reports and relevant correspondence;
b. Review of specific products including datasets, management and action plans, publications, audiovisual materials, technical packages, consultancies reports and other materials and reports;
c. Interviews with the Project Managers, technical specialist and other project staff
d. Interview with Program Officers in charge of project oversight at UNDP CO;
e. Interview with project institutional partners (list to be detailed):
f. Finance and Operation Manager at UNDP CO authorizing direct payments;
g. Interview with project executing agency: Directorate General of Environment; finance Officer and Program Officer at executing partner;
h. Field visits (considering that the project islands are: S.AntAo, S.Vicente, Fogo, Sal e Boavista, and one ample can be considered) to conduct consultations and/or interviews with relevant

stakeholders involved, including government's representatives, local communities, NGO's, private sector, donors, other UN agencies and organizations.

i. Field visit to sample project sites with the purpose of interviewing project local partners and beneficiaries (community associations, local officials, school managers, etc.)

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

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

7. RATING PROJECT SUCCESS

The evaluators may also consider assessing the success of the project based on outcome targets and indicators and using the performance indicators established by GEF for Climate Change Adaptation projects. The following items should be considered for rating purposes:

- Achievement of objectives and planned results
- Attainment of outputs and activities
- Cost-effectiveness
- Coverage
- Impact
- Sustainability
- Replicability
- Implementation approach
- Stakeholders participation
- Country ownership
- Acceptability
- Financial planning
- Monitoring and evaluation
- Impact on disaster risk management

The evaluation will rate the success of the project on a scale from 1 to 5, with 1 being the highest (most successful) rating and 5 being the lowest. Each of the items above should be rated separately with comments and then an overall rating given. The following rating system is to be applied:

Rating:	Achievement:
1= excellent	90-100%
2= very good	75-90%
3= good	60-74%
4= Satisfactory	50-59%

5= unsatisfactory 49% and below

8. REVIEW TEAM

Two consultants with the following qualifications shall be engaged to undertake the evaluation working concurrently according to the planned schedule. The international consultant, who will have in depth understanding of UNDP and GEF projects including evaluation experience, will be designated as the team leader and will have the overall responsibility of organizing and completing the review, and submitting the final report. The national consultant will provide supportive roles both in terms of professional back up, and conduct of local meetings.

The collection of documents is to be done by National Consultant prior to commencing the work.

The International Consultant has the overall responsibility for completing the desk review prior to the country mission to Cape Verde, and for submitting the final report following the country mission. The consultants will sign an agreement with UNDP Cape Verde and will be bound by its terms and conditions set in the agreement.

Team Qualities:

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

Qualifications of Team Leader (International consultant)

1. International consultant with academic and professional background in fields related to Biodiversity Conservation and Protected Areas Management. A minimum of 5 years of relevant experience is required;
2. Substantive experience in reviewing and evaluating similar projects, preferably those involving UNDP/GEF or other United Nations development agencies or major donors;
3. Excellent English writing and communication skills. Portuguese, French or Spanish reading and communication skills. The consultant must bring his/her own computing equipment;
4. Demonstrate ability to assess complex situations, succinctly distils critical issues, and draw forward-looking conclusions and recommendations;

5. Highly knowledgeable of participatory monitoring and evaluation processes, and experience in evaluation of technical assistance projects with major donor agencies;
6. Ability and experience to lead multi disciplinary and national teams, and deliver quality reports within the given time;
7. Familiarity with the challenges developing countries to develop, strengthen and ensure sustainability of protected area system
8. Familiarity with Cape Verde or similar SIDS (Small Islands Developing States) countries; and
9. Excellent in human relations, coordination, planning and team work.
10. Excellent feedback-giving skills and culture sensitiveness

9. DELIVERABLES

The review team will produce the following deliverables to **UNDP,** DGA, GEF Operational and Political Focal Points, **UN** DP/GEF-LDCF and the Project Board (Steering and Technical Committee):

Deliverable	Content	Timing	Responsibilities	Payment Schedule
Contract signing				10%
Inception Report	Review team clarifies timing and method of review	No later than **1** weeks before the review mission	Review team submits to UNDP Country Office	15%
Presentation	Initial Findings	End of review and field mission	To project management and UNDP Country Office; and key stakeholders	
Draft Final Report+ Executive summary	Full report covering all items detailed on section 4 "Scope of the MTR" with detailed attention to lessons learnt and recommendations and with annexes minimally including (List of Persons interviewed, summary of field visits, list of documents reviewed, questionnaire and summary of results, co-financing and leveraged resources, etc.)	Within 2 weeks of the review mission	Sent to UNDP CO, reviewed by RTA, PCU, DGA, GEF Operational and Political Focal Point	40%
Final Report	Revised report with audit trail detailing how all received comment have (and have not) been addressed in the final review report).	Within 1 week of receiving UNDP, executing agency (DGA) and GEF OFP comments on draft	Sent to UNDP CO	35%

The report together with the annexes shall be written in English and Portuguese and shall be presented in electronic form in MS Word format to facilitate comments and PDF format.

10. IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this review resides with the UNDP Country Office (UNDP CO) in Praia, Cape Verde. The UNDP CO will contract the consultants and ensure the timely provision of schedule payments. The **Consolidation of the Cape Verde's Protected Area system** project team will be responsible for liaising with the review team to set up stakeholder interviews, arrange field visits with missions. The project coordination unit (PCU) will assist the review team with travel arrangements and scheduling. The PCU is responsible as well for providing logistics for debriefing session.

Considering that the project interventions are in five islands: S.Antao, S.Vicente, Fogo, Sal e Boavista, for field visits one sample of protected areas can be defined considering the specific context. Note that the National Project Management Unit and the main institutions (Ministries and UNDP) are based in Praia, which requires for the evaluation mission to start in Praia and plan enough time in the capital for partner's and stakeholder's interviews and debriefing. The financial proposal must take in to account the internal flights'.

The Head of Environment, Energy and Disaster Prevention at the Joint Office of UNDP/UNFPA/UNICEF (Antonio Querido) will be the supervisor of this consultancy.

11. APPLICATION PROCESS

All applications including P11 form, CV, and technical and financial proposals should be submitted to the email address, procurement.cv@cv.jo.un.org indicating the following reference "International Consultant for **"MTR — Consolidation of the Cape Verde's Protected Area system"** by 25 April 2013 COB. Incomplete applications will be excluded from further consideration.

Recommended Presentation of Proposal:

- Introduction about the consultant/CV;
- Proposed review methodology and work plan;
- Financial proposal, including proposed fee and all other travel related costs (such as flights tickets (international and national), living allowance, etc).
- Sample of executive summary of a mid-term review or any other type of evaluation report leaded by the applicant

Criteria for Evaluation of Proposal: The selection will be made based on the educational background and experience on similar assignments. The financial proposal will weigh as 30% of the total scoring

Information on prices for internal flights is available in http://flvtacv.comitacv/

12. TIMEFRAME

The total duration of the review will be 30 working days starting on April 2013 according to the following plan:

Activity	Timeframe
Preparation	(5 days)
Field mission and debriefing	(15 days)
Draft review report	(5 days)
Finalisation of final report	(5 days)

Terms of reference approved by:

Antonio Querido

(Head of Environment, Energy and Disaster Prevention at the Joint Office of UNDP/UNFPANNICEF)

Praia, 05 April 2013

Annex 2: Evaluation consultant code of conduct

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UNITED NATIONS EVALUATION GROUP

Guidelines for Evaluators

- Evaluators:
- Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
- 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.
- 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.
- 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.
- 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.
- 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.
- Should reflect sound accounting procedures and be prudent in using the resources of the evaluation

Annex 3: Persons interviewed, and list of meetings with itinerary

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Annex 3a Persons interviewed

	Name	Position in Project	Title	Organization/unit
Ms.	Ulrika Richardson-Golinski	Implementing Agency	Resident Coordinator / UNDP Representative	Joint OFFICE of UNDP, UNICEF and UNFPA - UN Program Cape Verde
Mr.	Antonio Querido	Implementing Agency	Programme Manager	Environment, Energy & Natural Disaster prevention, Joint OFFICE of UNDP, UNICEF and UNFPA - UN Program Cape Verde
Ms.	Iria Tozon Calle	Implementing Agency	Programme Analyst	Environment, Energy & Natural Disaster prevention, Joint OFFICE of UNDP, UNICEF and UNFPA - UN Program Cape Verde
Ms.	Octávio Silva	Implementing Agency	Operations Manager	Joint OFFICE of UNDP, UNICEF and UNFPA - UN Program Cape Verde
Ms	Sandra Martins	Implementing Agency	M&E Analyst	OFFICE of UNDP, UNICEF and UNFPA - Joint UN Program Cape Verde
Mr.	Antonio Pires	Implementing Agency	M&E Analyst	Joint OFFICE of UNDP, UNICEF and UNFPA - UN Program Cape Verde
Mr	Yves de Soye	Implementing Agency	Regional Technical Advisor for North and West Africa and Financing Specialist Ecosystems and Biodiversity Programme	UNDP Regional Centre, Bratislava
Mr.	Ricardo Monteiro	Implementing Agency	National Coordinator	Small Grant Fonds Program- GEF
Mr.	Moisés Borges	Implementing Agency	National Director	National Directorate of Environment-MAHOT
Mr.	Nuno Ribeiro	Implementing Agency	Director of Natural resources Management	National Directorate of Environment-MAHOT
Mr.	Leão Carvalho	Project staff	National Coordinator	Consolidation of Protected Areas Project- Central office-Praia
Ms.	Cesária Gomes	Project staff	Biologist/ conservation adviser	Consolidation of Protected Areas Project- Central office-Praia
Mr.	Fernand Olende	Project staff	Socio – economic specialist	Consolidation of Protected Areas Project- Central office-Praia
Ms.	Natasha	Project staff	Communication officer	Consolidation of Protected Areas

	Magalhães			Project
Mr.	José Ortet Fernandes	Project staff	Administrative and Finance officer	Consolidation of Protected Areas Project
Mr.	Emitério Ramos	Project staff	Local coordinator	Consolidation of Protected Areas Project- Santo Antão e S.Vicente
Ms.	Gilda Monteiro	Project staff	Ecological Monitoring	Consolidation of Protected Areas Project -Santo Antão e S.Vicente
Ms.	Silvana Roques	Project staff	SIG	Consolidation of Protected Areas Project- Santo Antão e S.Vicente
Ms.	Paula D. Monteiro	Project staff	Community development officer	Consolidation of Protected Areas Project- Santo Antão e S.Vicente
Mr.	Lazaro Sa Boavista	Project staff	Local coordinator	Consolidation of Protected Areas Project- Boavista Office
Ms.	Lucilena Gomes	Project staff	Administrative assistant	Consolidation of Protected Areas Project- Boavista Office
Ms.	Adelina Pires Morais	Project staff	Community development officer	Consolidation of Protected Areas Project- Boavista Office
Ms	Ivani Duarte	Project staff	Specialist SIG	Consolidation of Protected Areas Project- Boavista Office
Ms.	Maria Pereira Silva	Project staff	Ecological monitoring	Consolidation of Protected Areas Project- Boavista Office
Mr	Oliver Puginier	Former CTS		Formerly Consolidation of Protected Areas Project
Mr	John Mauremootoo	Former Project consultant		Formerly Consolidation of Protected Areas Project
Mr	Eduardo Carqueijeiro	Former Project consultant		Formerly Consolidation of Protected Areas Project
Ms.	Ivone Lopes	Steering committee	Technician	National Directorate of Fisheries
Ms.	Mecildes Tavares		Technician	National Directorate of Fisheries
Mr.	Victor Barreto	Steering committee	Regional Director	INDP- Research Institute for Fisheries - Regional Representation - Praia
Ms.	Jeiza Tavares	Steering committee	National Director	DGOT-National Directorate of Territorial Planning and Urbanism - MAHOT
Mr.	Wagner Sá Nogueira		Technician	DGOT- National Directorate of Territorial Planning and Urbanism - MAHOT
Ms.	Tatiana Neves		National Director	National Directorate of Planning and Finance of the MAHOT
Ms.	Nádia C.Almeida de Pina		Technician	National Directorate of Planning and Finance of the MAHOT
Mr.	Manuel de Pina		President	ANMC- National Association of Municipalities
Mr.	Fernando Jorge		General Secretary	ANMC- National Association of Municipalities
Ms.	Aline Rendall	Steering	President	INIDA- Research Institute for

		Committee		Agriculture
Mr.	Samuel Gomes	Technical committee	Technician	INIDA- Research Institute for Agriculture
Mr.	Emanuel Almeida		National Director	National Directorate of Tourism development
Ms.	Zilda Paiva		Chief of Service	National Directorate of Tourism development
Mr.	Alexandre Centeio		Technician	DGARDR-National Directorate of Agriculture, Livestock and Forestry -MDR
Mr.	Ildo Albertina Varela		Deputy	Chamber of Commerce of Sotaavento
Ms.	Manuela Rocha		Technician	MDR Boavista
Ms.	Ivone Monteiro Delgado		Technician	MAHOT/MDR-Boavista
Mr.	Xisto Francisco Baptista		Deputy	Municipality of Boavista
Mr.	Isaac Benohiel		Chief of department - Environment	Municipality of Boavista
Mr.	Nadir Almeida		Representant local	Maritime and Port Institute (IMP)
Ms.	Andreia Valoidea		Representant RTC	RTC-Boavista (official Radio and Television Channel)
Ms.	Laura Neves		General Secretary	ONG CV -Natura 2000
Mr.	Christian Rober	Partner	Project Directorate	Fundação Tartarugas/ turtle foundation
Mr.	José Eduino Tavares	Partner	Project Coordinator	Fundação Tartarugas/ Turtle foundation
Mr.	Red Hallworth	Partner	Biological Research and field operations	Fundação Tartarugas
Mr	Neil Davis – and Zeddy and Eva	Partner	Lacacao field staff	Fundação Tartarugas
Mr.	Alexandre Seymour	Partner	Chief (ecological monitoring)	Fundação Tartarugas/ Turtle foundation
Mr.	Samir Martins	Partner	Chief (ecological monitoring)	NGO- BIOS
Mr.	Carlos Alberto Fortes	Partner	Technician	MDR- S. Antão (R Grande e Porto Novo)
Mr.	Orlando M. Freitas	Partner	Local Coordinator	Climate change Project – Ribeira Grande e Porto Novo
Mr.	Pedro Oliveira		Technician	Office MED- Porto Novo
Mr.	Manuel R. Delgado		Technician- Extension Rural	MDR-Porto Novo
Mr.	José Luis Graça		Technician	CM- PNovo
Mr.	António Aleixo Martins		Technician	CM- Paul
Ms.	Fátima Lima		Technician	Chambers of Commerce – Santo Antão
Ms.	Maria Alcinda B. M Sousa		Representant/ Chief	Representation of the Ministry of Education and Sports- MED- Ribeira Grande
Mr.	Albertino		Director	Director of the Secondary School

	Baptista Mota			S. Delegado – Ribeira Grande
Mr.	Ademilson da Graça		Deputy	Representante Municipal de Pico da Cruz - Paul
Mr.	Avelino Bonifacio Lopes	National Consultant	Protected Areas Autonome Autority proposal	Consultant
Ms.	Katya Neves	Independent		Private sector
Mr.	Guilherme Mascarenhas	Independent		University of Cape Verde- Mindelo

Annex 3b Itinerary and activities

Data	Hora	Atividades
22/7/2013 Praia-Santiago	02.30H	Int Consultor arrives Praia
	8.15H	Encontro de concertação - consultores
	10.00H	Encontro com o PNUD (Iria Calle)
	17.20H	Encontro com o PNUD (Antonio Querido, Iria Touzon Calle, Sandra Martins)
23/07/2013 Praia-Santiago	9.00H	Sessão de trabalho consultores
	14:30H	DG Pescas- Ivone Lopes e Mecildes Tavares, Cesária Gomes
	16.30H	Coordenador nacional do Projeto
24/07/2013 Praia-Santiago	08.30H	INDP- Dr. Victor Barreto, Iria Touzon Calle , Cesária Gomes
	10.00H	DG Turismo – DG Emanuel Almeida
	110.00H	Associação dos Municípios – Manuel de Pina e Fernando Jorge
25/07/2013 Praia-Santiago	08:00H	DGOT- Dra Jeiza Tavares, Iria Touzon Calle , Cesária Gomes
	10.00H	Staff técnico do Projecto
	15.00H	Ricardo Monteiro – SGF Program –GEF, Cesária Gomes
	16.30H	Octavio Silva –(Operations manager) e Antonio Rodrigues Pires (Planning and Monitoring and Evaluation Analyst)
26/07/2013 Praia-Santiago	10.00H	INIDA- Aline Rendall, Cesária Gomes
	15.00H	DGPOG :Tatiana Neves e Nadia Pina, Iria Touzon Calle , Cesária Gomes
29/07/2013 Santo Antão	10.00 H	Partida para sede do Projeto – Planalto Leste
	10:30 H	Visita ao PNCPRT (Pedra Rachada, Cova e Pico da Cruz) vista sobre os vales de Paul e Rª da Torre
	13:30 H	Almoço em Pico da Cruz
	15:00 H	Encontro com a equipa do projeto (Ponto de situação das atividades realizadas
30/07/2013 Santo Antão	10:00 H	Visita ao Vale de Paul e R.ª da Torre
	13:00 H	Almoço em Corda
	15:30 H	Encontro com líderes Associativos do Planalto Leste e elementos das comunidades de Cova, Água das Caldeiras, Lombo de Figueira, Corda, Espongeiros, Chã de Mato, Rª de Poi, Lim de Corvo

Data	Hora	Atividades
31.07.2013 Santo Antão	08:00 H	Visita ao Parque Natural de Moroços e para Água das Caldeiras
	13.00 H	Almoço em Água das Caldeiras
	14.00 H	Encontro com as Instituições parceiras (Delegações do MDR, Delegações do MED, Câmaras Municipais, CCB-AE)
01/07/2013 Mindelo S. Vicente	16.30 H	Encontro para balanço na Sede do PCSAP-CV
	16.00H	Encontro com Guilherme Mascarenhas - independente
02/08/2013 Boa Vista	9.00H	Chegada à Ilha da Boavista e Instalaçao
	10.00H	Encontro com os técnicos dos escritorios de Boavista para concertaçao do Programa
	11.00H	Visita do Acampamento de João Barrosa (Acampamentos da Turtle Foundation e BIOS)
	14.30	Encontro com os representantes das instituicoes localizadas em Boavista (MDR, SDTBM, IMP, Camara Municipal, ONGs, Associaçoes, RTC)
	19.00H	Encontro com Christian Rhode (Turtle foundation)
03/08/2013 Boa Vista	9.00H	Encontro de trabalho com os técnicos locais no Escritório Insular de Conservação da Ilha da Boa Vista.
	16h00	Visita no terreno aos sítios e contactos com as comunidades locais da Area Protegida de Cabeça dos Tarrafes
04/08/2013	14.30H	Regresso à Praia
05/08/2013 Praia-Santiago		Sessao de trabalho (Consultores)
06/08/2013 Praia-Santiago	15.00H	Encontro com Ulrika Richardson-Golinski - Representante das Nacoes Unidas Cabo Verde
	10.00H	Workshop de apresentaçao das primeiras constataçoes da Avaliaçao meio percurso
	14.30H	Encontro com Katya Neves- pessoas idinea (independente)
	15.30H	Encontro com Avelino Bonifacio Lopes- Consultor nacional
	16.30H	Moises Borges - Director Geral do Ambiente
07/08/2013 Praia-Santiago	10.00H	Encontro conclusivo com o Coordenador nacional do Projecto – Manuel Leao Silva de Carvalho
	14.30H	Encontro com Ulrika Richardson-Golinski -

		Representante das Nacoes Unidas Cabo Verde
	15.30H	Sessao de trabalho (Consultores)
	23.55H	Int Consultor Regresso a UK
13-15/08/2013	Various	Skype, telephone calls or email exchanges with Yves de Soye (UNDP/GEF RTF), Oliver Puginier (former CTS on project), Eduardo Carqueijeiro (former protected area planner on project), and John Mauremootoo (former invasive plant control expert on project)

Annex 4: List of documents reviewed

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List of consulted documents

Comité de pilotagem e Comité técnico

Acta Nº1. Reunião do Comité De Pilotagem Projecto Consolidação do Sistema De Áreas Protegidas De Cabo Verde.23/11/11
Memorando Da 2ªreunião do Comité De Pilotagem do Projecto Consolidação do Sistema De Áreas Protegidas De Cabo Verde.14/8/12
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Acta Nº1. Reunião do Comité Técnico do Projecto Consolidação do Sistema De Áreas Protegidas De Cabo Verde. Praia. 22/ 11/2011
Acta Nº2. Reunião do Comité Técnico do Projecto Consolidação do Sistema De Áreas Protegidas De Cabo Verde. 27/4/2012
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M&E

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Relatório de Actividades Referente ao Ano de 2012. Projecto Consolidação do Sistema de Áreas Protegidas de Cabo Verde, Nº PIMS PNUD GEF 4176. Janeiro de 2013
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Documento de Projecto do PNUD. Governo de Cabo Verde. Agência de Execução: Direcção Geral do Ambiente, Ministério do Ambiente, Desenvolvimento Rural e Recursos Marinhos (MADRRM). Escritório Conjunto das Nações Unidas para Cabo Verde Através do Programa das Nações Unidas para o Desenvolvimento. Nº PIMS PNUD GEF 4176. Programa Estratégico do GEF para a África Ocidental – SPWA. Sub-Componente Biodiversidade : Consolidação do Sistema de Áreas Protegidas de Cabo Verde
PPG 4176 Consolidation Cape Verde Pas-FINAL APPROVED. Request For Project Preparation Grant (PPG) Project Type: Full-Size Project the GEF Trust Fund

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Estratégia e plano de Comunicação para o PCSAP-CV 2011-2014. Projecto Consolidação do Sistema de Áreas Protegidas de Cabo Verde.
Estratégia e Plano de Conservação Ilha da Boa Vista. Cabo Verde Natura 2000. Draft. Outubro de 2011
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Fusari Alessandro. Sistema das Áreas Protegidas de Cabo Verde. Projecto de Consolidação do Sistema das Áreas Protegidas de Cabo Verde.PCSAPCV. Fevereiro 2012
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Cesarini D., 2012.Analise espacial e zonamento final DA Rede de Áreas Protegidas. Relatório final de consultoria. Projecto de Consolidação do Sistema de Áreas protegidas de Cabo Verde (PCSAPCV). MAHOT/PNUD/GEF.253 pp.
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Ehrlich M.,2012. Estratégia e Plano de Negocio das Areas Protegidas de Cabo Verde. Projeto de Consolidação do Sistema de Áreas Protegidas de Cabo Verde. MAHOT/PNUD/GEF
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Carqueijeiro E., 2013. PLANO DE ECOTURISMO. Programa de Execução ou de Ação- Parque Natural Monte Verde. Projeto de Consolidação do Sistema de Áreas Protegidas de Cabo Verde. MAHOT/PNUD/GE. S Vicente.
Carqueijeiro E., 2013. PLANO DE ECOTURISMO. Programa de Execução ou de Ação- Complexo de APs: Reserva Natural da Costa da Fragata, Reserva Natural da Serra Negra, Paisagem Protegida das Salinas de Santa Maria. Ilha do Sal, 19 pp.
Carqueijeiro E., 2013. PLANO DE ECOTURISMO. Programa de Execução ou de Ação- RESERVA NATURAL DA PONTA DO SINÓ. Projeto de Consolidação do Sistema de Áreas Protegidas de Cabo Verde. MAHOT/PNUD/GE Ilha do Sal, 12 pp.
Carqueijeiro E., 2013. PLANO DE ECOTURISMO. Programa de Execução ou de Ação- Parque Natural de Cova, Paul E Ribeira Da Torre. Projeto de Consolidação do Sistema de Áreas Protegidas de Cabo Verde. MAHOT/PNUD/GE Ilha de Santo Antão, 20 pp.
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Brito A.M., 2012. Relatório Socio-Económico Das Comunidades Residentes Nas Áreas Protegidas Reserva Natural Ponta Do Sinó, Complexo Das Reservas Naturais Costa De Fragata E Serra Negra, E Nas Zonas De Amortecimento. Projeto de Consolidação do Sistema de Áreas Protegidas de Cabo Verde. MAHOT/PNUD/GE. Janeiro 2012

Annex 5: Interview questions and questionnaire

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Annex 5a The Questionnaire

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Questionnaire for Mid-Term Review

UNDP/GEF/GOCV Consolidation of Protected Areas Project (July 2013)

(IMPORTANT: The information you provide in this questionnaire will be treated in confidence by the consultants undertaking the Mid-term Review of Consolidation of Protected Areas Project Please hand your completed questionnaire directly to one of the MTR consultants.)

1. What do you expect the PA project to achieve by the end of 2014?

A

B

C

2. What do you think have been the most successful aspects of the PA project until now?

A

B

C

3. Do you think that the PA Project is facing problems or barriers that will prevent it from achieving its aims, and if so what are these problems?

A

B

C

4. What do you think the Project should focus on mainly from now until it ends in Dec 2014?

A

B

C

5. Any other comments or suggestions for changes?

A

B

Your Name:	Organization/Unit:

Thank you for your support to the Mid-Term Review.
MTR Team: Andrew Laurie and Celeste Benchimol

Annex 5b Analysis of questionnaire results

See Annex 5a for questions in full

Number of answers per topic

1. Expectatations	No	%	**2. Results**	No	%	**3. Problems**	No	%	**4. Next steps**	No	%	**5. Suggestions**	No	%
No answer	5	3.4	No answer	8	5.2	No answer	15	11.9	No answer	12	8.2	No answer	47	46.5
Global Positive results	15	10.3	Protected Areas and biodiversity conservation	52	33.5	No identified problems	24	19.0	More information and awareness campaign	25	17.0	More rigor in technique and social involvement for the preparation of the next ProDoc	1	1.0
Improve conservation activities (PA, Biodiversity)	47	32.2	Technical capacity improved	2	1.3	Lack of Financial and human resources	24	19.0	Improve community development	13	8.8	More sensitization and information sharing	5	5.0
Management tools for conservation	5	3.4	More environmental conscience	51	32.9	Bureaucracy	3	2.4	Improve the biodiversity conservation programme	32	21.8	Staff management and motivation	3	3.0
More engaged local community	15	10.3	Management tools developed	11	7.1	Lack of information and knowhow	14	11.1	Promote green income economic activities	25	17.0	More involvement of the central project staff in the local activities	2	2.0
Improved the live quality of the community	21	14.4	Improve institutional framework and partnership	7	4.5	Land tenure problems	3	2.4	Reinforce institutional coordination	14	9.5	Better coordination and institutional support	6	5.9
Awarness campaign	18	12.3	More engagement of the local population	20	12.9	Insufficient engagement of the local population	6	4.8	Capacity building	17	11.6	Financial management improved	2	2.0
Reduce tourism impact on the environment	3	2.1	Improved collectivism	4	2.6	Low institutional capacity and articulation	19	15.1	Build more soil conservation Infrastructure	9	6.1	More economic benefits for the community	10	9.9
Capacity building for the community	5	3.4				Cannot see benefits on the ground	5	4.0				More community involvement	16	15.8
Capacity building for the central institutions	5	3.4				Bad planning of tourism activities	2	1.6				More external and and internal communication actions	9	8.9

Establish basis for sustainable development	7	4.8			Conflicts of interest	8	6.3					
					Risk of forest fires	3	2.4					
	146	100		155	100.0		126	100.0		147	100.0		101	100.0

Note: Numbers (No) refer to number of responses that included the topic listed. So the numbers add up to more than the (101) respondents

Annex 5c Main questions asked during group meetings

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Questões apresentadas nos encontros com representantes das Organizações das Instituições locais

Missão de Avaliação a Meio percurso

UNDP/GEF/GOCV

Projeto "Consolidação nacional do sistema das áreas protegidas" (Julho 2013)

a) Qual a importância deste projeto para a ilha?
b) Foram envolvidos durante as fases de delimitação, elaboração dos planos de gestão das Áreas Protegidas/ Plano de Ecoturismo? Se sim de que forma?
c) Conhece os Planos de Gestão das áreas protegidas elaboradas e os Planos de Ecoturismo? Qual a sua opinião sobre eles?
d) Como é que o facto de viver em espaços Naturais pode ter algum efeito sobre a vida das pessoas?
e) Que benefícios as Áreas protegidas podem trazer?
f) Tem mais algum comentário ou sugestão de melhoria

Question asked in the meetings with the local Institutions

Mid-Term Review Mission(July 2013)

UNDP/GEF/GOCV Consolidation of Protected Areas Project

a) What is the importance for the project for Santo Antao [Boa Vista, Sao Nicolao]?

b) Were you involved in the boundary delineation, management planning or ecotourism planning and if so, how?

c) Are you familiar with the management and ecotourism plans? What is your opinion of them?

d) How does living in a protected area affect people's lives?

e) What benefits do protected areas provide ?

f) Have you got any comments or suggestions for as reviewers?

Questões apresentadas nos encontros com representantes das Organizações da Sociedade Civil

Missão de Avaliação a Meio percurso

UNDP/GEF/GOCV

Projeto "Consolidação nacional do sistema das áreas protegidas" (Julho 2013)

g) Porque pensa que este projeto está a ser a ser implementado e quais os seus objetivos?
h) Aprendeu alguma coisa útil deste projeto? O quê?
i) Este projeto mudou a sua vida de alguma forma ou seu comportamento? Como?
j) Foram envolvidos durante as fases de delimitação; elaboração dos planos de gestão das Áreas Protegidas/ Plano de Ecoturismo? Se sim de que forma?
k) Conhece os Planos de Gestão das áreas protegidas elaboradas e os Planos de Ecoturismo? Qual a sua opinião sobre isso?
l) Tem mais alguns comentários ou sugestões sobre o projeto?

Question asked in the meetings with the local communities

Mid-Term Review Mission(July 2013)

UNDP/GEF/GOCV Consolidation of Protected Areas Project

g) Why do you think this Project is being implemented? What is the overall objective?

h) Have you learned something useful and/or interesting from the project? If so what?

i) Has the project influenced your life or led you to change your behaviour in some way? If so, in what way?

j) Where you involved in the process of deciding the PA boundaries, or preparing the management plan and/or ecotourism plan? If so, in what way?

k) Have you see the management plan and/or the ecotourism plan? If so what is your opinion about it/ them?

l) Have you got any comments or suggestions for the reviewers?

Annex 6: Progress in delivery of project outputs

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Annex 6. Progress in Delivery of Project Outputs

Consolidation of Cape Verde's Protected Areas System: Mid-Term Review

Satisfaction rating scale (see Table 1):* **Highly **S**atisfactory, **S**atisfactory, **M**oderately **S**atisfactory, **M**oderately **U**nsatisfactory, **U**nsatisfactory, **H**ighly **U**nsatisfactory

Project Outputs	Mid-Term Status (reported by PMO)	PMO Rating	Mid-Term Review comments	MTR Rating
Outcome 1 Governance framework for the expansion, consolidation and sustainability of the National PA system is strengthened				
OUTPUT 1.1 **The PA Autonomous Authority (PAAA) is established, operational and appropriately staffed with trained personnel and with a strengthened capacity to manage both terrestrial PAs and MPAs**	The proposal AAAP was developed by the project, appreciate by the Technical Committee and approved by the Steering Committee. This document has been submitted to the Government for approval. Now the government has been discussed the category of institution	S	The process is under way for government approval of the PAAA route to protected area system. However, other options are also being discussed at high level and there is no certainty that the PAAA option will be approved. Other options for administration and management of the country's protected areas would also be acceptable. Funding from government is the main requirement now for any of the options. Even if the PAAA is established immediately, there are further steps to be taken in recruitment and training to complete the output.	MS
OUTPUT 1.2 **PA planning and management tools have been developed and are under implementation, including** **(i) a National PA Zoning Plan;** **(ii) a National PA Strategy; and** **(iii) a National PA Business Plan**	National PA Zoning Plan and National Strategy Protected Areas were prepared, appreciate by the Technical Committee and approved by the Steering Committee The proposal of the National Business Plan was prepared by a international consultant and delivered to the project. This document is being examined. the technical staff of the project, after which it will be submitted to the technical and steering committees for appreciation and approval	S MS	There are valuable analyses in these plans and strategies and they include useful recommendations, including identification of 35 additional sites for consideration as protected areas. The National PA Business Plan demonstrates clear thinking on the problems of PA financing, but the calculations of financial needs are suspect because they are based on current expenditure in just two protected areas (Serra Malagueta and Monte Gordo). There are close synergies between the topics of the three documents and in hindsight it is regrettable that they were not combined into a single	MS

			comprehensive strategy paper. The long review periods that these reports are subjected to reduces momentum towards the project objective. The consultative process to produce such strategies should involve the wider project team and stakeholders from the beginning, in order to facilitate consensus on the final strategies.	
OUTPUT 1.3 **The new PAAA is cooperating effectively with relevant institutions for sustainable resource management**	- Training on guidelines for ecotourism and environmental protection at the site of the project intervention; - Training on planning (territorial analysis and zoning); database CSPRO Not being the AAAP operating to date, it was understood well by starting to create conditions so that this will happen through training, awareness, etc.	S	In the absence of the PAAA, the emphasis here should have been on preparation for cooperation of the PAAA with relevant institutions. The PMO response addresses this in part. There has been work to promote cooperation with local non-governmental and governmental institutions (under Outcome 3). There should be more work at central level to engage the tourism and development sectors in a dialogue on protected areas and sustainable resource management.	MU
OUTPUT 1.4 Quantitative data on climate change and carbon sequestration is effectively informing the design and implementation of the National PA strategy	The carbon sequestration systems have been identified and the amount of atmospheric carbon sequestered (Santo Antão and Fogo). The survey on weather stations, udómetros, in the site of the project intervention has been identified, as well.	MS	The project is not expected to collect information, just to use existing information in order to include climate change considerations into design (and implementation) of the National PA Strategy. There are indeed references to climate change in the National PA Strategy but these are mainly generic (and largely in quotations from CBD COP Decisions and Aichi Targets) and do not deal with specific data. There is a need for more analysis of the potential impacts of climate change, in collaboration with the GEF project on Climate Change running in parallel with this project	MS
Outcome 2 : Management effectiveness at selected terrestrial and marine PAs is enhanced				
OUTPUT 2.1 Management and business plans have been prepared and implemented in a participatory	- Boundaries demarcations of the 14 PA by the project, in the site of the project intervention, socialized, approved by the Steering Committee, approved by the Government and gazeted (BO (Bulletin No 18 Series I, of 05.04.2013,		A massive amount of work has been put into the preparation of management plans and ecotourism plans and business plans are scheduled for 2014. Most of the work appears to have been done by one consultant, with the	S

fashion in 4 terrestrial PAs and in 3 MPAs involving communities, private land owners and tourism operators, among others	Bulletin No 23 Series I, from 05.09.2013;) - 6 Management Plans and 7 Ecotourism Plans were developed in a participatory approach, socialized and approved at workshops in local / regional sites in the project intervention; - Preliminary reports on biodiversity. and socio-economy were prepared as well as their socialization, and approved by local partners; - Os planos de negócios estão programados para 2014; - The Technical and Steering Committees were created in 2011 and they are in the 4th and 3rd meeting, respectively; - The project has been assured the surveillance of beaches and biodiversity monitoring beaches (national campaign for the protection of sea turtles), in Sal and Boa Vista Islands; - The project has selected a consulting firm for the preparation of legal normative for management and ecotourism plans; the work should begin next August. The management and ecotourism plans will be appreciate by the Technical Committee and approved by the Steering Committee. At the moment the project has been supported DG Environment in the boundaries demarcations, socialization, in order to be gazeted, 7 remained PAs in Boa Vista, 7 on Sal, 3 Santo Antão, 1 Santiago, 1 S. Nicolau, which will be objects of a specific project for the preparation of their management tools.	S	support of project staff, through a process that involved the consultant making five or six visits to each of the project sites over a period of eight months or more. This is a challenging undertaking for anyone, and by the very volume of work expected, it sets limits on how much grass-roots participatory planning can be undertaken by the consultant. Very important progress has made in that boundary delineation and official gazetting of the focal PAs has been completed and is now underway for a large number of additional PAs. Ecological and socio-economic assessments of terrestrial habitats was stronger than that for marine habitats and this is reflected in the treatment of the marine environment in the MPA management plans. Budgets in the PA management plans are not developed with reference to actual costs: they are estimates for general programmes and they appear to be generous estimates. More detail will be required. Implicit in the budgets is an assumption that partners will provide a large part of the funding, but no agreements has been reached. It is hard to see how these management plans can be approved without these agreements. The Ecotourism plans include unnecessary detail and, with their additional budgets, make it more complicated to assess overall management actions and costs. In hindsight it may have been better to incorporate them as sections of the main Management Plans, and this could still be done. Although the Management Plans have not been approved (and more work is required to make them operational), some aspects of them are being implemented by the project	

			teams, notably in turtle conservation, invasive plant control and conflict resolution among local communities and groups.	
OUTPUT 2.2 Island-Wide Conservation Strategy Plans have been implemented and are supporting the establishment of all of the MPAs on Sal and Boavista Islands	Strategy and Conservation Plan was elaborated for the Boa Vista and Sal island. Both were apreciated by the Technical Committee and approved by the Steering Committee. The information served as the basis for the preparation of management and ecotourism plans	S	The Island Wide Conservation Strategies are a vital part of development of a viable protected area system. They should actually be prepared for all islands, not only for Boa Vista and Sal. Spatial plans for each island are a necessary prerequisite for the detailed site planning for protected areas themselves.	S
OUTPUT 2.3 Ecological monitoring systems are in place for the seven target PAs/MPAs, yielding relevant data on the health of ecosystems	Is scheduled to draw up plans for ecological monitoring in 2014. However, there has been some work on ecological monitoring in the Natural Park of Fogo (birds – *Pterodroma feae feae* (Gon-gon and alien species) and in the beaches of Sal and Boa Vista islands (sea turtle – *Caretta caretta*). In 2014 will be prepared 6 monitoring plans.	MS	It is important when these are done, that there is a standard monitoring protocol adopted nationally. The project can contribute by establishing this standard. Some proposals are available in the biodiversity reports produced by the project. These reports have been painstakingly prepared but a high level of duplication exists for protected areas that are close together, and it might be better to combine such reports to the extent possible.	S
OUTPUT 2.4 Exotic species are under management and IAS are under sustained control in target terrestrial Pas	A document entitled "Invasive Plant Management Strategy" was elaborated under the project" The project has been prepared to starting the invasive plants control, according to the technical recommendations. Contracts with local associations to control of invasive species are in approval	S	The Strategy appears to be sound. Application of the strategy requires careful planning. There is a risk that in the enthusiasm to get started, some of the basic tenets of the strategy may be overlooked. It is important to have a long term plan with sustained (not intermittent or short term) control activities, to take into account possible side effects such as secondary invasions and soil erosion, and to be modest in aims and build up gradually to more ambitious targets. Measures recommended include the use of herbicides, but as permission to use these herbicides has not been granted, the methodology being used is likely to require a particularly high level of sustained effort. Activities have begun and there is a real risk to success should there be no funding after the end of the project in 2014.	MS

OUTPUT 2.5 The Fisheries Management Plan is under implementation, as a result of cooperation agreements between the Directorate of Fisheries and the Island-Wide Office, at all MPA sites	Demarches are being given towards developing a partnership agreement with DGPescas.	MU	Little work has been done on the fisheries aspects of the MPA management. This is important work and requires attention. The Marine Biologist at the PMU is in a good position to negotiate the scope of such agreements.	MU
Outcome 3: The sustainability of PAs is strengthened through community mobilization, sectoral engagement and local capacity building for sustainable resource management within PAs/MPAs and adjacent areas				
OUTPUT 3.1 Organized communities, farmers associations, and associations of artisanal fishermen have the capacity to engage in biodiversity friendly income-generating activities as an alternative to resource degrading ones	- Training on associations, conflict management, negotiation, protected areas management, biodiversity Conservation, natural resources management and mainstreaming gender and equality - Community projects were developed, generating income (Sal, Boa Vista, Santo Antão), in order to improve the living conditions of the populations. - Dissemination of the project through meetings, lectures, exhibitions, radio, television, video.- Page WEB (www.areasprotegidas.gov.cv), Environmental education program, Strategy and Communication Plan, Brochure, Comics, Newsletter, etc.. Trainings are scheduled for development and management of income-generating projects	S	A wide range of useful activities have taken place. The MTR team was concerned, however, at the lack of attention to prior assessment of the possible impacts of what are loosely termed biodiversity friendly income-generating activities. Training courses were organized but the MTR team was unable to confirm that there was a training needs assessment that guided the training. Some of what is termed training under the project is really education and provision of information There is a communication strategy plan and a web-site. The web-site could be improved by adding more reports and information, including maps and spatial hot-links to databases on other sites. PMO has reported the communication work here under Outcome 3 but it is just as important under Outcome 1 in building a constituency of support for protected areas at the central level.	MS
OUTPUT 3.2 Local governments, resource institutions, private operators, NGOs and others participate actively and collaboratively in biodiversity conservation in PAs and MPAs through the established Advisory Councils for the project's target PAs and MPAs	At each project site, the project created an Advisory Council of Protected Areas that has been meeting regularly. The internal regulations of this council was prepared and approved by the technical and steering committees, lacking only the formal establishment of advisory councils by the Government.	S	The Advisory Councils (AC) have been formed and are meeting regularly, and the MTR met members of some. Although AC regulations and formal establishment under the law are still being pursued, this seems to be a successful contribution to PA management and it is important that momentum is not lost when the project ends in 2014.	S

OUTPUT 3.3 The integration of PA/MPA planning and strategizing into local development frameworks ensure that sectoral development at the local level is more harmonious with the conservation objectives and activities of PAs and MPAs	Throughout the preparation of management plans and ecotourism, we adopted a participatory approach, with the active participation of local authorities, NGOs, Civil Society Organization, private sector; it was possible to harmonize the plans, programs and projects, bearing in mind the principles of strategic assessment of impacts.	S	There is reference to a wide range of development actions in the management plans, and there is a wide range of partners listed. The key to success on this output will be formal approval by government and the partners listed.	S
OUTPUT 3.4 Natural resource and soil use (eg agriculture, tourism, fisheries, development construction) for the 4 PAs and the 3 MPAs respect restrictions of ecological carrying capacities	A document entitled "Assessment of Limits Uses Sustainable Natural Resources" was elaborated. The document was appreciated by the Technical Committee and approved by the Steering Committee.	S	This is an output phrased as an outcome. It is of course vital that ecological damage is avoided by proper management of impacts. The commissioned paper referred to by the PMO is a full treatment of the assessment of limits but its main relevance to Cape Verde PA management today is in the author's sound general comments about the concept of ecological carrying capacities and where it can be applied effectively. Some of the mathematical analyses and the detailed attention to specific trail systems for example, are surplus to requirements at this stage, particularly as data are hard to come by and difficult to verify. If the report has resulted in recoginition of the importance of limiting impacts then that is good, but it was an expensive and inefficient way of doing this.	MS

Annex 7: Project Steering Committee and Technical Advisory Committee members

. **O Comité de Pilotagem** integra os representantes dos seguintes serviços ou instituições:

1) Direcção-Geral do Ambiente;
2) Office of the United Nations Funds and Programmes;
3) UNDP-GEF Regional Coordination Unit;
4) Direcção-Geral de Cooperação Internacional;
5) DGPOG (MAHOT);
6) Direcção-Geral da Agricultura, Silvicultura e Pecuária;
7) Direcção-Geral das Pescas
8) Direcção-Geral do Turismo;
9) Instituto Marítimo e Portuário
10) Direcção-Geral de Ordenamento do Território e Desenvolvimento Urbano;
11) Sociedade de Desenvolvimento Turístico das Ilhas de Boa Vista e Maio.

O Comité Técnico integra os representantes dos seguintes serviços ou instituições:

1. Direcção-Geral do Ambiente, que preside;
2. Programa das Nações Unidas para o Desenvolvimento (PNUD);
3. Coordenador Nacional do PCSAP Cabo Verde;
4. Ponto Focal do Programa de Trabalho para as Áreas Protegidas de Cabo Verde junto da CDB;
5. Direcção-Geral de Agricultura, Silvicultura e Pecuária;
6. Direcção-Geral das Pescas;
7. Instituto Nacional do Desenvolvimento das Pescas;
8. Instituto Nacional de Investigação Agrária;
9. Instituto Marítimo e Portuário
10. Associação dos Municípios de Santo Antão
11. Câmara Municipal de S. Vicente;
12. Câmara Municipal da Boa. Vista;
13. Câmara Municipal do Sal;
14. Câmara Municipal de S. Filipe
15. Câmara Municipal dos Mosteiros
16. Câmara Municipal de Santa Catarina do Fogo
17. Associação Nacional dos Municípios;
18. Plataforma das ONGs;

Annex 8: Evaluation of project performance indicators

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Objective and outcome indicators used in the strategic results framework

Objective To consolidate and strengthen Cape Verde's protected areas (PA) System through the establishment of new terrestrial and marine PA units and the promotion of participatory approaches to conservation.		
OBJECTIVE INDICATOR 1. Increase in the surface area percentage of operational PA as part of the national PA/MPA network (an operational PA is one that counts at least on minimum staff and a management plan under implementation		**S**
Baselines and Targets	**2012 and Mid-term Levels (as in 2012 PIR and 2013 Draft PIR)**	**MTR Comments on Design and Use**
Baseline Level Only 10,195 ha or 14% of the gazetted PA/MPA estate is currently operational (Monte Gordo 952ha, Serra Malagueta 774ha, Fogo 8,469ha) **Target Level at end of project** As a cumulative GEF investment in Cape Verde 57.617 ha or 80% of the PA/MPA expanded estate are operational, as independently verified by project evaluators	**Level at 30 June 2012** The delimitation of the Protected Areas covered in this project, has been concluded using GIS (Geographic Information System) tools. Limits, for a total new area of 52,239 ha of PA/MPA (cumulative area equals 62434 ha) were publicly presented, discussed and agreed at the local level. The proposal was sent for official approval and publication in the official Gazette. Delimitation proposals are being used for management plan formulation, which are currently in their final stage of preparation. Local communities, public institutions and private sector are actively involved in all the phases of delimitation and management plan formulation. The approval of PA/MPA limits and adoption of management tools are essential for the operationalization of the protected areas. To this purpose management plans are under preparation. The formulation of baseline and target levels (in percentages) was based on an estimate of the total surface areas of the gazetted PA/MPA. As the project proceeds on precisely mapping the limits of the PA/MPA, some discrepancies on surface area have appeared and are expected to continue as the delimitation process of all the gazetted PA/MPA progress. This implies that the total surface area of PA/MPA foreseen at the project start, do not match the actual values determined by precise delimitation. For example, in the case of the Natural Park of Cova/Paul/Rª da Torre, according to the PRODOC, the foreseen land surface at project start was 3,217 ha. However, after precise delimitation, the actual surface proved to be signficantly smaller than the estimate, the real value being 2,092 ha. **Level at 30 June 2013** The boundaries demarcations of the protected areas were completed (14 protected areas corresponding to 53828.74 ha), presented to the Technical Committee for consideration and approved by the Steering	**Comments on indicator design** Ambiguity throughout – eg in use of "operational" , "gazetted" , "expanded" (and also the use of "new" in the Objective). Data on areas are not consistent and there is no reference to differences in treatment of land and sea areas. **Comments on indicator application** Too much text written. Good to recognize the problems with this indicator (2012) but inadequate response just to point it out. Should have acted to change the indicator to something measurable – eg number of hectares added - and stop referring to percentages. Land and sea areas are combined in single totals to calculate percentages and this is leading to confusion. **Comments on project progress** Excellent progress has been made in official description and gazetting of protected areas that were legally established (without precise delineation) in 2003. There has been progress too in promotion

	Committee, representing 74% compared to baseline (73.072 ha in PRODOC) . These boundaries demarcations were approved by the Council of Ministers and gazeted, on April 5th and May 9th this year, by decree regulations. There has been a cumulative value 64,023,74 ha GEF's investment in Cape Verde. Communities and public and private institutions participated actively in the whole process. The approval by the Council of Ministers of the limits of aps is very important because the management tools being finalized will allow an increase in the percentage of operationalization of protected areas in Cape Verde, with a positive impact in terms of conservation of biological resources, geological and historical-cultural and subsequent satisfaction of the socio-economic needs of local communities.	of participatory processes in conservation (as in the Objective) but none of the indicators measure this specifically. A better, more straightforward indicator would be **"Increase in area of gazette protected areas by 50,000 ha by the end of the project"**
OBJECTIVE INDICATOR 2. Average sea turtle emergences in terms of nests by island within the target MPA sites for the project, namely Boa Vista and Sal island (best approximation as some turtles come twice a year and there is high fluctuation)		N/A
Baseline Level Number of nests per year per island Boa Vista: 13.925 Sal: 515 **Target Level at end of project** Increase by 20%	**Level at 30 June 2012** Despite the conservation efforts of the sea turtle in Boa Vista and Sal, the number of nests shows a decreasing trend according to data collected in 2009, 2010 and 2011. Although the causes of this decrease are not fully understood, there is some shared sense that this could be linked with reproduction and migratory cycles of the species. If on one hand, the defined baseline was based on a very limited time series; on the other hand, there is not a scientific consensus on the existence of a direct cause-effect relationship between conservation and protection measures (habitat conservation, nesting site protection and hunting prevention) and the increase of the number of nests. For ecological monitoring purposes, the project is working to improve data collection methodology on sea turtle nesting. In this sense, the project team is working on a standardized methodology for data collection, treatment and analysis that will be used by all partners to produce more accurate measurements. Moreover, technical discussions are ongoing to propose a "SMARTer" indicator to gauge the project's conservation impact. One of the alternative indicators under analysis is "sucessful egg hatching and turtle offsprings sucessfully arriving to the sea". **Level at 30 June 2013** The number of nests sea turtle, both on the island of Boa Vista and Sal accused a significant increase compared to baseline (13,925 and 515 respectively). In fact, in Boa Vista was 22,366 nests, which represents a percentage increase of 60.62%, in Sal was 2,585 nests, representing an increase of 401.94%. The increased number of nests and subsequent amount of turtles contribute to the preservation of the	**Comments on indicator design** Fundamental problem with this indicator is that there are many factors affecting the numbers of successful nests that are independent of protected areas and participatory conservation. Natural fluctuations in numbers of females coming ashore make this kind of indicator usable only over scales of a decade or more. It should be kept for such a time scale. A better indicator to assess the impact of the project on turtle conservation (ie in the short term) might be **Numbers of cases of turtle killing, egg thieving, or nest destruction by people per year per site.** The indicator might have been designed to measure protected area management effectiveness and community participation, but is not precisely enough focused to do that. **Comments on indicator application** The flaws in the indicator were recognized (2012) when there was a fall (data not

	species considered important around the world.	given) in numbers of successful nests. It was suggested that a better indicator be designed, but nothing was done about this, and when the numbers of successful nests increased sharply (2013) the indicator was treated as sound and the project congratulated itself.
OBJECTIVE INDICATOR 3. Rate of native/endemic species vegetative cover versus IAS cover in specific areas of target terrestrial PA sites for the project Sites are: Fogo NP; Monte Verde NP; Moroços NP; and Cova/Paúl/R da Torre NP		N/A
Baseline Level FOGO : Rate of native/endemic species vegetative cover versus IAS cover : 328 ha versus IAS 105 Ha. Ratio 3:1 SANTO ANTÃO (Moroços NP and Cova/Paul e Ribeira da Torre NP): Rate of native/endemic species vegetative cover versus IAS cover : 919,5 ha versus IAS 170.8 Ha. Ratio 5,4:1 S. VICENTE (Monte Verde NP):Rate of native/endemic species vegetative cover versus IAS cover : 166,2 ha versus IAS 24,7 Ha. Ratio 6,7:1 **Target Level at end of project** FOGO: Rate of native/endemic species vegetative cover versus IAS cover : 328 ha versus IAS 78.75 Ha. Ratio 4:1;	**Level at 30 June 2012** Work to delimitate surface occupied by IAS (invasive alien species) were conducted in 2011 by local teams. During the 2012 first quarter, a study to elaborate a IAS management strategy was conducted. The strategy pointed to specific measures to control IAS on the targeted terrestrial protected areas. This study served as well to establish baseline and targets for this indicator. Measures proposed consist on manual, chemical and biological control measures. The strategy action plan covers also awareness raising campaigns to avoid that local communities plant IAS. Some of the chemical measures identified by this consultancy conflict with national legislation on herbicides use. The project is working with DGA to analyze ways to overcome this legal limitations. Measures covered on the strategy action plan will be considered on project site work plans in the next term and are also considered on the ongoing process to prepare management plans for the PA. **Level at 30 June 2013** The local teams identified, based on the document Strategy and Management of alien Invasive Plants, the priority areas of intervention and control techniques of invasive species. The projects sheets have already been prepared and made contacts with the Local Associations for drafting contracts, in order to implementing the planned activities. PN Monte Verde: 6,839 m2 for Lantana camara; 4,231 m2 for Furcraea foetida; 13,632 m2 for Leucaena leucocephala. PN Fogo: 700,000 m2 for Lantana camara; 170,000 m2 to Furcrea foetida and 180,000 m2 for coverage mixta; Cova PN / Paul / R.Torre: 50,000 m2 of Lantana camara. The control of these species contribute to elimination of competition between native and invasive species, in terms of plant nutrients, light, water, soil, allowing the conservation of natural ecosystems and native and / or endemic species.	**Comments on indicator design** Too much ambiguity. The ratios are spurious without reference to how the specific areas were chosen? A better indicator would use **percentages of an independently defined area such as the whole protected area.** How is it that the native/endemic species areas remain the same from Baseline to Target but the IAS areas decrease – to leave what? It is invalid to use a ratio in such a calculation. In effect what this indicator is doing is simply measuring **numbers of ha** of Lantana, Furcraea and Leucaena infestation brought under sustained control. **Comments on indicator application** Too much text and explanation. No clear presentation of results achieved to date. Plans are there, but the plans (for specific areas of control) confirm that the indicator is in effect a process indicator for numbers of ha brought under control.

SANTO ANTÃO (Moroços NP and Cova/Paul e Ribeira da Torre NP): Rate of native/endemic species vegetative cover versus IAS cover: 919,5 ha versus IAS126.98 Ha. Ratio 7.24:1. S. VICENTE (Monte Verde NP):Rate of native/endemic species vegetative cover versus IAS cover : 166,2 ha versus IAS 19 Ha. Ratio 8.75:1		
Outcome 1 Governance framework for the expansion, consolidation and sustainability of the National PA system is strengthened		
OUTCOME 1 INDICATOR 1. Increased scores on the UNDP's Financial Sustainability Scorecard for National Systems of Protected Areas over the baseline		**MS**
Baseline Level Total Score for PA System = 33 out of a total possible score of 197 (i.e. 17%) Refer to [PIR] Annex 4 and 6 respectively for summarized and detailed scores **Target Level at end of project** Scores, expressed in absolute terms, increase by at least 30%	**Level at 30 June 2012** UNDP's Financial Sustainability Scorecard was applied during PRODOC formulation. Since management tools and strategies (business plans, management plans, ecotourism plans) for PA are still under preparation, if the Scorecard was applied at this time, there will not be major changes on the results. For this reason, scorecard will be applied again only at mid-term, but methodology and orientations are currently under analysis by project teams with support of UNDP Country Office. **Level at 30 June 2013** Total Score for PA System = 40 out of a total possible score of 220(i.e. 18%) Refer to Tracking tool/2013 for summarized and detailed scores	**Comments on indicator design** Straightforward design but the details need care in drafting (see comments below on absolute scores vs percentages). Depends on accurate data being available and used consistently. The baseline wisely refers to a percentage of the total possible score (because total possible score varies between years), but the target level reverts to an increase in absolute terms which rather negates the point of using a % figure. The target is a score of 43 and has already been reached according to the recent application of the tracking tool. It is however only a 1% increase in percentage of maximum score. So the target has already been achieved and yet the Outcome is very far off completion – so the target is too low. A better target would be something like 55% of maximum possible score, which would be a score of 121 on the 2013 form.

		This is part of standard monitoring for GEF projects and so applying it here (admittedly with targets) seems redundant. **Comments on indicator application** MTR team find that data in Part 1.2 – Financial Analysis of the National Protected Area System are unconvincing, it is difficult to justify some of the scores if they depend on project run protected areas (because of lack of guaranteed sustainability). Otherwise the form has been completed pretty accurately. **It would be better to aim for a specific % of the total possible score, rather than a % increase on the baseline, or alternatively to use exactly the same scorecard to avoid complications of new versions of the scorecard.** **Comments on project progress** A lot of reports, proposals and analyses on paper but so far no policy, no decision on institutional setting, and no guaranteed government financial support. The reported drop in "Total annual central government budget allocated to PA management (excluding donor funds and revenues generated for the PA system)" from US$1,712,527 to US$577,336 in 2013 is concerning.
OUTCOME 1 INDICATOR 2. Increased scores on the UNDP's Capacity Development Scorecard of Protected Areas Management over the baseline		**MS**
Baseline Level Systemic 9 / 30 (30%) Institutional 18 / 45 (41%) Individual 10 / 21 (46%)	**Level at 30 June 2012** The UNDP's Capacity Development Scorecard for Protected Areas Management was applied during the PRODOC formulation process. Currently a capacity development plan is being delineated and ToRs	**Comments on indicator design** Straightforward as long as the data are accurate and are applied consistently

(General avg. 37%)(Refer to [PIR] Annex 3 for summarized and detailed scores) **Target Level at end of project** Scores, expressed in absolute terms, increase by at least 20%	for specific training are being developed. The different aspects (systemic, institutional and individual) considered on the Capacity Development Scorecard are helping to structure the competencies profile in preparation, for PA management in Cape Verde. **Level at 30 June 2013** Systemic 7/ 59 (12%) - Componente 2 Institutional 25/ 90 (28%) - Componente 1 Individual 8/ 71(11%) - Componente 3 (General avg. 17%)(Refer to Tracking Tool/2013 for summarized and detailed scores)	This is part of standard monitoring for GEF projects and so applying it here (admittedly with targets) seems redundant. **Comments on indicator application** MTR team have been advised that the Capacity Development Scorecard has not yet been completed, so these figures to be ignored. **Comments on project progress** N/A
Outcome 2 Management effectiveness at selected terrestrial and coastal/marine Pas is enhanced		
OUTCOME 2 INDICATOR 1. Increased scores on the GEF4's PA Management Effectiveness Tracking Tool "METT" for all seven target sites		**S**
Baseline Level Scores for target PAs / MPAs [1] MPA S. Negra/C. da Fragata 15 [2] MPA P do Sinó 15 [3] (Complexo das áraes protegidas do Leste da Boa Vista 18) [4] Chã das Caldeiras NP 61 [5] Monte Verde NP 13 [6] Morroços NP 15 [7] Cova/Paúl/R da Torre NP 15 (Refer to [PIR] Annex 6 for complete METT) **Target Level at end of project** Scores, expressed in absolute terms, increase by at least 30%)	**Level at 30 June 2012** GEF IV PA Management Effectiveness Tracking Tools were applied during PRODOC formulation. Next application is scheduled in the contecxt of the Mid-Term Review, planned for 2013. **Level at 30 June 2013** Scores for target PAs / MPAs [1] MPA S. Negra/C. da Fragata/ P.P Santa Maria 51 [2] MPA P do Sinó 51 [3] (Complexo das áraes protegidas do Leste da Boa Vista 51) [4] Chã das Caldeiras NP 62 [5] Monte Verde NP 48 [6] Morroços NP 49 [7] Cova/Paúl/R da Torre NP 50(Refer to Tracking Tool/2013 for complete METT)	**Comments on indicator design** Straightforward and appropriate as long as the data are accurate and are applied consistently However, this is part of standard monitoring for GEF projects and so applying it here (admittedly with targets) seems redundant. **Comments on indicator application** Significant increases but many of the increased scores are dependent on established staff and continuity of management presence beyond the end of the project – some explicitly (eg 13 and 14 Staff numbers and Staff training and others implicitly (eg 8, 10 and 12 on Work Plan, Protection Systems and Resource Management). There is no doubt that current funding and management is much improved but the scores do not reflect the fragility of this position. **Comments on project progress**

		There is excellent progress but as always, there is a high risk that it will not be sustained. The MTR team understood from project staff at one of the focal PAs that they are highly unlikely to switch to working as government employees in the protected area after the end of the project. Funding will be required to pay salaries, whoever is engaged to work in the focal PAs
OUTCOME 2 INDICATOR 2. Expansion of the MPA sub-set of the PA estate through the consolidation of smaller areas and an expansion into the sea for fisheries' stock protection (representing 27,754 ha of additional area in reconfiguration of the MPA boundaries on two Islands, Sal and Boavista)		**S**
Baseline Level Three MPAs have been proposed, with roughly mapped out boundaries, hectarage and borders: (i) MPA Serra Negra/Costa da Fragata, Sal Island; (ii) MPA Ponta do Sinó, Sal Island; (iii) MPA of Eastern Boavista (integrated on the PA Complex of Eastern Boa Vista) **Target Level at end of project** 3 MPAs effectively established with confirmed hectarage and boundaries	**Level at 30 June 2012** The MPA surface expansion of 36,032 ha is embedded in the newly proposed limits for PA. This new delimitation encompasses an expansion of 3 nautical miles off the shoreline, for the 3 MPAs. The delimitation of the MPAs in Boa Vista and Sal island was concluded and mapped and has been submitted for approval and publication in the official Gazette. **Level at 30 June 2013** The boundaries demarcations have been completed of marine protected areas on the islands of Boa Vista and Sal, with a growth of 3 nautical miles from the coast. These boundaries demarcations were approved by the Council of Ministers and gazeted, on April 5th and May 9th this year, by decree regulations. The expansion of these MPAs will protect the traditional fishery and its socio-economic impact among fishermen and conservation of marine / coastal, ensuring the sustainability of the National Network of APs.	**Comments on indicator design** This overlaps Objective Indicator 1. As written it is a process indicator corresponding to Output 2.1. **Comments on indicator application** Straightforward **Comments on project progress** The concept of combining management responsibility for these small protected areas is sound and good progress has been made with the management planning and with some management.
OUTCOME 2 INDICATOR 3. The management plans are prepared and approved by the institution responsible for PA management in 2013 and are under implementation by the end of the project)		**MS**
Baseline Level Only Fogo NP has a management plan **Target Level at end of project** By the end of the project all	**Level at 30 June 2012** 6 management plans and 7 ecotourism plans (including Fogo) are under currently under preparation. First drafts have been already submitted and presented locally for public discussion and review with local partners and stakeholders. Those plans were prepared on the basis of preliminary studies, namely the biodiversity reports, the socio-	**Comments on indicator design** As above, outcome indicators should measure changes in conditions that affect the objective – usually impacts on threats or impacts on responses to threats. Management plans are not impacts – they

target PAs and MPAs have management plans (6 plans) 3 new terrestrial PAs and 3 MPAs	economic reports, the strategy and action plan for conservation, the carrying capacity analysis; and the strategy to manage IAS. At this moment, the territorial analysis is ongoing to characterize the covered land in terms of biophysical and biological status, as well as to identify conflicting uses and potential usage compabitility and propose specific management measures. **Level at 30 June 2013** The six drafts of management plans and seven ecotourism plan (including Fogo Island), were socialized and validated with local communities and regional / local authorities, missing its submission to the Steering and Technical Committees for consideration and validation, and then sent to the Government for approval. These plans were developed with the active participation of stakeholders, from basic studies, including reports on biodiversity, socio-economic, plans and conservation strategy, carring capacity and strategy and management plan of invasive species. These management tools contain strategies and actions that will allow the conservation and protection of natural resources existing in the National Network of Protected Areas.	are outputs and should be assessed as such. **Comments on indicator application** Straightforward given that the indicator is formulated as it is
Outcome 3 The sustainability of PAs is strengthened through community mobilization, sectoral engagement and local capacity building for sustainable resource management within PAs/MPAs and adjacent areas		
OUTCOME 3 INDICATOR 1. Level of compliance with resource and land uses' threshold limits established in the management plans for 4 terrestrial PAs (includes Fogo) and 3 MPAs (in particular with respect to fuel-wood collection, agriculture, tourism, fisheries, real-estate developments) (See PRODOC Box 3 for a reference)		**N/A**
Baseline Level Target terrestrial PAs (Fogo; Monte Verde NP; Morroços NP; and Cova/Paúl/R da Torre NP) and MPAs Serra Negra/Costa da Fragata, Ponta do Sinó and Complexo de Áreas Protegidas do Leste de Boa Vista do not yet count on management plans that provide guidance on resource and land uses' threshold limits within and around the areas (Proposed international consultancy as difficult to determine locally) **Target Level at end of project** a)Tourism : Number of tourist/day MPA B. Vista: 16.000; RN Ponta Sinó: 4.000; RN Serra Negra: 1.000; RN Costa Fragata: 1.000; PN	**Level at 30 June 2012** Carrying capacity levels for tourism, real-estate, fisheries, agriculture and animal husbandry have been defined, using capacity thresholds and methodological guidelines by Cifuentes for tourism and by Schaefer and Fox's Model for fisheries. All compliance issues related to the proposed carrying capacity thresholds are adequately adressed in the management, business and ecotourism plans. Acknowledging the challenges of monitoring multi-sectoral compliance levels internal technical discussions are ongoing to propose a "SMARTer" indicator that could be actually measurable during the project implementation period. **Level at 30 June 2013** A document was elaborated on the definition and evaluation of the carrying capacity of ecosystems at the site of the project intervention in the domains of tourism, fishing, agriculture and livestock. This document was analyzed by the Technical Committee and approved by the Steering Committee at its last	**Comments on indicator design** Extremely poor link to the outcome (only goes as far as inclusion in a management plan), and levels of compliance sounds like a top down measure. Displays poor understanding of limits to use. It is impossible to simplify to the extent done so in this indicator and its targets A better indicator for Outcome 3 might be **Number of advisory council decisions that promote sustainable development within each protected area.** **Comments on indicator application** Achievement of the target has not and cannot be verified. Just more text.

Cova/Paul/Torre: 1.200; PN Moroços: 300; PN Monte Verde: 30; PN Fogo: 2.000 b)Fisheries MSY (Kg/year) MPA Sal: 331.000 c)Animal Husbandry (sheep/goat) MPA B. Vista: 2.000; PN Cova/Paul/Torre: 4.000; PN Moroços: 350; PN Monte Verde: 750; PN Fogo: 6.000 d)Agriculture (Ha) MPA B. Vista: 875; PN Cova/Paul/Torre:1.536; PN Moroços: 17; PN Monte Verde: 90; PN Fogo: 2.114	meeting held on 24 May. The drafts of management and ecotourism plans incorporate limits carrying capacity recommended, which will allow management of natural resources according to the principles of sustainable development.	**Comments on project progress** Good progress has been made in engaging community groups and local government in and around the focal protected areas. It has been one of the strong points of the project. This indicator is totally extraneous to the outcome and in no way reflects the progress achieved.

Annex 9: UNDP/GEF Note on Indicators

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UNDP-GEF Biodiversity Advisory Note

INDICATORS

Summary

During GEF2 there was an increasing emphasis placed on monitoring for impact. OPS2 (Overall Performance Study 2) nevertheless concluded that most GEF projects had failed to establish an effective process of monitoring to demonstrate impact. Consequently, during GEF3 there will be a strong focus on "monitoring for results", and the Council has already blocked projects that do not have adequate monitoring plans proposed. It is also important, in terms of demonstrating impact for future OPS that UNDP/GEF support a process of retrofitting appropriate indicators to those projects that lack them.

This note clarifies some key concepts to guide the design of monitoring systems in pipeline projects and the retrofitting of projects already in the portfolio, with the airm of establishing effective systems of monitoring within projects and being able to demonstrate results. The attached annex provides a "menu" of good indicators, almost all of which are real examples taken from existing project documents, which may help to guide identification of appropriate indicators.

Monitoring against the log-frame

The logical framework approach used in the design of all GEF projects incorporates a conceptual hierarchy of objectives. A complicating factor is that multiple terms have been used to refer to similar concepts, but the UNDP/GEF M&E recognizes four hierarchical levels:

a) **Goal** (equivalent to "Development Objective"). The overall result to which the project will contribute, along with various other, external interventions.
b) **Objective** (equivalent to "Immediate Objective"). The overall result that the project itself will achieve, independent of other interventions. There should be only one Objective per project
c) **Outcomes**. The results of individual project components that achieve changes in conditions that affect the Objective.
d) **Outputs**. The direct results of project **Inputs**, achieved through the completion of project activities.

In the past, most UNDP/GEF projects have monitored for Inputs (which is basically financial accounting) and Outputs. Output indicators, sometimes thought of as "process indicators", are simply an accounting of the results of individual project activities. No further guidance is provided for Output monitoring since these only tell us what "has been done". Not whether any impact has been achieved.

Monitoring for Outcomes, and against the Objective is less simple. At both levels, indicators can be thought of as "impact indicators".

- As the Objective of GEF-funded projects in the biodiversity focal area is, by definition, related to globally significant biodiversity, indicators against the Objective are best expressed in terms of impact indicators affecting the state of biodiversity. Where such indicators are difficult to define, surrogate impact indicators focusing on changes in threats to biodiversity may substitute.

- Individual Outcomes rarely have a direct impact on biodiversity, since the Outcomes are usually defined in terms of the conditions necessary to conserve biodiversity. Therefore, impact indicators at the Outcome level will usually focus on impacts on responses or impacts on threats.

The distinction between impact indicators for these two different hierarchical levels in the logframe is reflected in the annex which gives specific examples.

UNDP/GEF projects do not generally monitor against the Goal, since this requires monitoring of external interventions over which neither the project team nor UNDP/GEF has control. However, noting that the successful completion of these external interventions are essentially "Assumptions" in the definition of the Goal, it may be possible in specific projects to identify indicators of these Assumptions, which can be monitored. However, no further guidance is provided on this issue.

What makes a good indicator?

An indicator is a quantitative or qualitative variable or parameter that provides a **simple** and **reliable** basis for assessing change or performance. It reduces data and information on a particular phenomenon to its simplest form while retaining their essential meaning. Indicators are used in different disciplines to measure a variety of issues such as country economic "health", company management effectiveness, regional social conditions, or project performance.

In the project management context, project indicators are used to measure project performance, i.e. "how" and "whether" an intervention is progressing towards its objectives. They also allow comparisons between actual and expected results. Defining indicators that include appropriate verifiers and qualifiers and also are complemented by targets and baselines ensures this performance measurement function. An effective indicator "package" should include:

- **Indicator,** including**:**
  - **Verifier.** Variable or parameter that retains the essential meaning of the objective and that *can be measured on the ground*.
  - **Qualifiers.** Contribute to describe the verifier allowing to respond to: *what, when, where, who*
- **Targets/ Baseline**- Values associated to the verifiers that define *how much* the objective is planned/expected to be achieved compared to the situation prior to project start. Intermediate targets (milestones) allow assessment of progress.

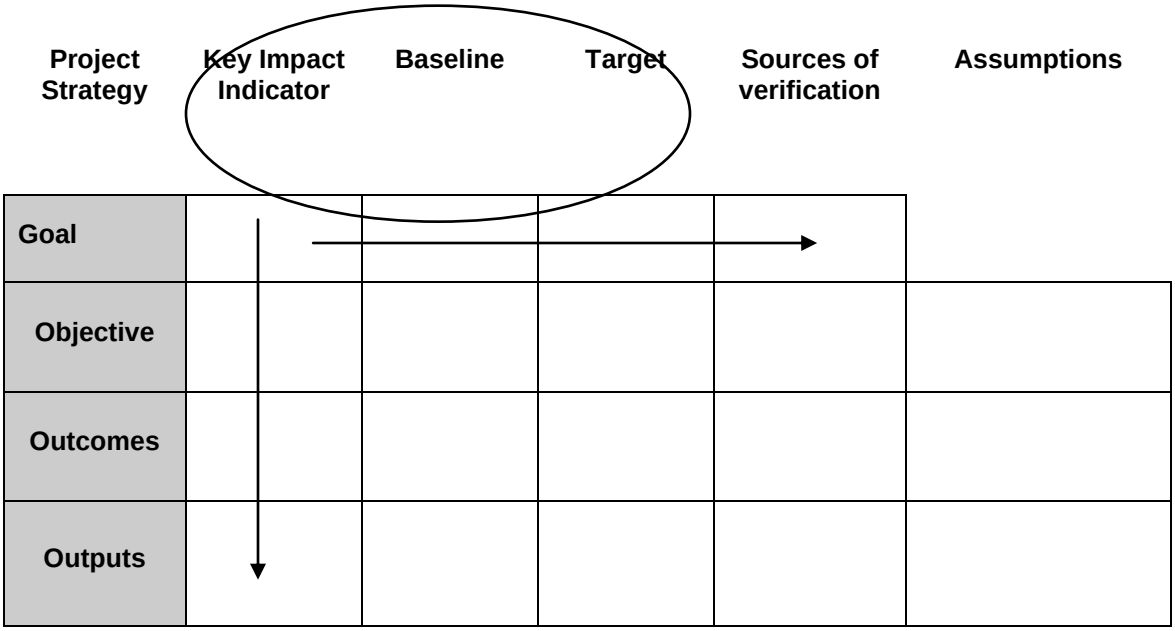
Project indicators therefore describe and translate the strategy objectives in the Project Planning Matrix (PPM) (Goal, Objective, Outcome) in terms of its concrete meaning, its quantity, quality, time frame, and location so that it can be measured and verified objectively.

An example of a good indicator is:

Objective: "*Conservation of keystone species"*

Indicator: At the end of the fifth year ***(qualifier: when)***
the population sizes (***qualifier: what***)
of species A, B and *C* ***(verifier*)**
within the boundaries of the park **(*qualifier: where*)**
have remained constant ***(target)***
compared to X number at project-start level ***(baseline)***

For clarity of presentation the indicator, baseline and target are placed in three adjacent columns in the Project Planning Matrix (PPM).



A good indicator should have the following characteristics. It:

- **Closely tracks** the objective/result that is intended to measure
- Must allow general agreement over interpretation of the results (assessment by different stakeholders will reach same conclusion). This means the indicator should be **operationally precise (qualifiers)** - no ambiguity about:
  - *What* is being measured. Avoid reference to "adequate partnerships" - what type of partnership, who with, what is adequate, and who decides what is adequate?;
  - The *extent* of change intended. Avoid reference to "significant increase", "to strengthen", "to improve" unless these tersm are explicitly defined;
  - *Where* are we measuring
  - *Who* are the stakeholders/ beneficiaries
- Is **unidimensional** - measures only one phenomenon at a time. Example. Community x has access to and use of a certain technology
- Is **dissagregated**, where appropriate, by gender, location, or some other dimension important for managers.
- Is **quantitative**, where possible;
- Is **practical**. Data must be:
  - *Obtainable* in a timely way and at reasonable cost (both human and financial resources).
  - *Available* on a frequent enough basis to inform management decisions.
  - *Reasonable and appropriate* as compared to the utility of the data
- Should be **adequate**. As a group, the indicator should adequately measure the phenomenon in question. Do not repeat indicators. Do not use process/activities indicators to measure results.
- Must be **owned**. Stakeholders need to agree that the indicator is useful (need to reconcile different interests). Indicators created in government (or UNDP) offices are not appropriate.

How many indicators are needed? That depends on the complexity of the project strategy and level of resources available. Strike a balance between resources available and information needed to make well-informed decisions. In general, **a few good indicators are more useful than many weak indicators.**

3. Process

Formulation of indicators is an iterative process that extends throughout project development and ought to begin **as early as possible**. Tentative indicators should be identified as part of the analysis and development of objectives stage during the planning phase. Thinking simultaneously about indicators and objectives at this early stage contributes to more precise and focused objectives. Moreover, this early attempt to define targets and milestones will result in a more realistic project strategy in terms of time frame and expected impact.

4. Implications for work-plans

Monitoring does not occur spontaneously, or at no cost. An effective monitoring system requires a specific and adequately costed monitoring plan. The plan needs to identify **what** data is available from existing reliable sources and which data will be collected. For the data to be collected, the plan will identify by **whom**, at **which** locations, at **what** times, using **which** methods. Similarly, the subsequent use of the data needs to be described – **who** will be responsible for analyzing and reporting, against **what** deadlines? The costs of data collection, analysis and reporting need to be accurately calculated, and subsequent budget revisions should not reduce these costs (for example, if other project components are over cost), unless there is clear evidence that the original costs were over-estimated.

The process of **retrofitting** indicators for projects already under implementation is not complete without an associated revision of the work plan and budget revisions that address the issues described in the preceding paragraph.

Please send any comments or suggestions for improving this note to Tim Boyle – tim.boyle@undp.org

ANNEX: Menu of real indicators from existing projects (sometimes modified)

Overall Impact (Applies to the Objective level of the PPM)

Project Outcome	Impact on Biodiversity	Impact on Pressures	Impact on Response Measures
	➢ Populations of indicator species native to project sites remain at viable levels – no decline compared with baseline surveys (6 species specified). ➢ Populations of rare and endangered fauna and flora remain at current levels (5 species specified). ➢ Biological monitoring in 2006 indicates that the integrity of the project site remains secure with no significant change in habitat block size ➢ Biological assessment in year 3 shows no decline in number of species collected per unit of collection effort in 8 transect plots (baseline to be determined following biological assessment in yr. 1, and verified through field surveys) ➢ 20% increase in the area of natural regeneration of [endangered plant species specified] within the project area, compared with baseline level, based on annual ground surveys ➢ Habitat monitoring in yr. 5 indicates that there has been no reduction in the total area of primary forest from 1999 baseline (lowland forest; 119, 248 ha; mossy forest: 1,650 ha) ➢ Connectivity maintained between 2 largest primary forest block with no net reduction in biological corridor beyond yr. 1999 baseline (distance between blocks 18 kilometers; corridor area 15,700 ha) ➢ No decrease in canopy cover of secondary forest beyond yr 2002 baseline ➢ By Dec. 2004 the [ecosystem] will show: 1. Equal to 1998 or increased natural vegetation cover	➢ At the end of the project the number and extent of human-caused fires (not part of a fire management plan) will be reduced by 50% compared to the average from 1995-1999 ➢ No illegal new settlement occurs within project site beyond 1998 baseline ➢ No illegal resource extraction occurs in the project site after June 2003 ➢ Illegal activities (grazing, hunting, settling, plant collecting, etc.) in protected areas will be reduced by 50% by year 4, compared with baseline levels. ➢ Annual (or periodic) assessment using "Threats Reduction Analysis" (TRA) shows positive trends throughout life of project	Note: Impact indicators at the Objective level should ideally cover impact on biodiversity (2nd column), and/or impact on threats (3rd column). Impact on responses is of limited value. However, the GEF has introduced some generalized indicators for obligatory use. These are: For SP1projects: ➢ Annual application of WB/WWF "tracking tool" shows increased scores throughout life of project For SP2 projects: ➢ Annual application of GEF "tracking tool" shows increased scores throughout life of project

Project Outcome	Impact on Biodiversity	Impact on Pressures	Impact on Response Measures
	2. Equal to 1998 or increased species diversity (plant and animals)		

Components of project strategy (Applies to the Outcomes level of the PPM)

1. Improved resource management outcomes

Project Outcome	Impact on Biodiversity	Impact on Pressures	Impact on Response Measures
Improvement of protected area management systems	Note: This column is largely empty because individual outcomes rarely have direct impacts on biodiversity	➢ Area of new encroachment within the protected area declines to zero by year 4 ➢ Incidence of fires (number) spreading into protected area from surrounding farmland in years 3-5 declines by 50%, compared with annual average from 5 previous years	➢ Legislative approval of PA status approved by yr. 2003 Q4 ➢ Full complement of PA staff recruited by 2003, Q4 ➢ PA boundaries fully delineated by 2004, Q4 ➢ Management plan produced by end of year 1 ➢ Endorsement of management zoning proposals by communities by end of year 2
Establishment of sustainable management systems		➢ Number of livestock grazing within the protected area boundary declines by 90% by the end of year 3, compared with average numbers recorded in two years before beginning of project.	➢ By the end of year 5, all local fishermen are observing no-take zones ➢ By the end of year 3, at least 70% of all farmers within the project site have voluntarily adopted stall feeding.
Establishment of community management		➢ Number of incidents reported per unit monitoring effort declines by 50% by year 4, compared with year of initial monitoring	➢ Community-based natural resource management program implemented in 50% of communities by 2004, Q4
Effective enforcement		➢ Number of incidents reported per unit patrolling effort declines by 50% by year 4, compared with year of initial patrolling	➢ Community forestry guards designated by 2003, Q3 ➢

2. Economic and financial outcomes

Project Outcome	Impact on Biodiversity	Impact on Pressures	Impact on Response Measures
Improved livelihoods	➢ No net decrease in forest cover of local farmers' land holdings in years 3 and 5, compared with baseline levels	➢ Number of livestock grazing within the protected area boundary declines by 90% by the end of year 3, compared with average numbers recorded in two years before beginning of project.	➢ Provisional harvest quotas for sustainable use of NTFP's established by 2004, Q1 ➢ Livelihoods of beneficiaries of project's small grants programme improved over 1999 baseline, as measured by income levels
Alternative livelihoods		➢ Annual monitoring of regeneration of [4 important NTFP species] shows an increase of at least 30% in years 4-6 compared with the average for years 1 and 2 ➢ Frequency of incidents of hunting for bushmeat in project area declines by 70% by year 4, compared with baseline levels.	➢ At least [number] of examples of sustainable traditional resource use practices revived by yr. 4.5 ➢ Alternative income generation plans for all affected [sub-districts] produced by end of year 1 ➢ Specific alternative income initiatives under implementation in all affected [sub-districts] by end of year 2 ➢ Quantifiable changes in livelihoods of local communities, reducing the frequency of environmentally damaging activities, by year 5
Sustainable financing and financial instruments			➢ 50% of additional staff salaries absorbed into [Ministry of Environment] budget by 2004 ➢ Endowment Fund is fully capitalized and is providing funds for biodiversity by year 6 ➢ Annual recurrent costs for management of [project area] do not require additional donor support from year 5 onwards ➢ Park budget benefiting from income flows through ecotourism by year 5
Engagement of private sector in conservation goals		➢ By the end of year 4, monitoring of dive sites shows no new anchor or trampling damage	➢ Number of privately owned reserves established under national regulations reaches 4 within project area by year 4. ➢ Funding of community patrolling by local hotels supports at least 10 rangers by end

Project Outcome	Impact on Biodiversity	Impact on Pressures	Impact on Response Measures
			of year 3

3. Capacity Development outcomes

Project Outcome	Impact on Biodiversity	Impact on Pressures	Impact on Response Measures
Strengthen institutions		➢ At least 80% of incidents of illegal logging successfully prosecuted from year 4 onwards	➢ The number of land-use requests per year, approved after 1999 that are inconsistent with the Project's biodiversity criteria will decrease to zero in the final year of the Project ➢ [PA Agency] staff equipped and able to enforce corridor regulations from year 3 onwards
Mobilization of communities for enforcement, monitoring, etc.		➢ Number of incidents reported per unit monitoring effort declines by 50% by year 4, compared with year of initial monitoring	➢ By the end of year 4, at least 10 villages within project area either voluntarily establish community monitoring, following model of pilot villages, or approach project for assistance in establishing community monitoring
Training & interpretation		➢ Incidence of fires spreading into protected area from surrounding farms decreases by 90% by year 4 (compared with baseline level)	➢ During the nesting season, at least 80% of all farmers avoid grazing livestock in areas used for nesting
Policies, legislation for conservation and sustainable livelihoods		➢ Three proposed protected areas and three proposed extensions to existing protected areas remain free from mining and other activities inconsistent with EIAs	➢ Game Law amended by 2003
Mainstreaming protected area management, including zoning			➢ Endorsement of management zoning proposals by communities by end of year 2 ➢ Corridor boundaries physically demarcated by end of year 3 ➢ All stakeholders, including local communities have clear understanding by year 5 of roles and responsibilities in land management of corridors
Mainstreaming biodiversity conservation in production sectors (agriculture, fisheries, forestry, tourism)		➢ Pesticide levels in water samples [from 3 specified stream locations] decrease by 90% by end of year 5, compared with levels in year 1 ➢ Incidents of turtle by-catch decline by 90% by end of year 3, compared with baseline levels.	➢ No-takes zones endorsed by local fishermen by end of year 2 ➢ At least 75% of all farmers within project site utilizing IPM by the end of year 4 ➢ All forest enterprises operating in the buffer zone adopt revised logging regulations that incorporate biodiversity-friendly practices by end of year 3 ➢ Total road length constructed per 1000m^3

Project Outcome	Impact on Biodiversity	Impact on Pressures	Impact on Response Measures
			harvested declines by 30% by year 4, compared with year 1

4. Management of Information and Knowledge outcomes

Project Outcome	Impact on Biodiversity	Impact on Pressures	Impact on Response Measures
Environmental education and awareness building		➢ Support for commercial hunting among villagers within project site declines by at least 80%, based on targeted surveys conducted in year 1 and year 5	➢ Increased understanding and commitment of local authorities and communities to objectives of the Biosphere Reserve measured by tangible contributions (buildings, personnel, finances, administrative support) by year 3 ➢ Biodiversity conservation measures developed by the Project are included in the 2008 Central and local government's Four-year plans ➢ Awareness of park boundaries and regulations established in 100% of adult community members surveyed by year 5
Support for indigenous knowledge		➢ Incidents of grazing and fire in [specified areas where NTFP's are collected] decline to zero by year 4.	➢ Re-established traditional medicine clinics provide employment for at least 30 local farmers in sustainable harvesting (and processing) of NTFP's by end of year 4
Replication			➢ Management model extended to at least 1 other PA by 2004 ➢ The number of replicates within other national and regionally protected areas, of approaches demonstrated and lessons learned by the project ➢ Protected areas and buffer zone principles are applied to other protected areas and buffer zones in [target country], as indicated by reference to this Project

5. Scientific and Technical Outcomes

Project Outcome	Impact on Biodiversity	Impact on Pressures	Impact on Response Measures
Biological and socio-economic surveys			➢ Biological and socio-economic data for corridors input into existing [PA Agency] GIS unit by end of year 1 ➢ Most intensively utilized grazing lands identified by end of year 1 and ecological impacts of grazing documented
Ecological restoration, including species recovery plans		➢ Sales of endangered animals or animal parts in local markets declines by 90% in year 5 compared with year 1	➢ Basal area of woody species within [specified degraded areas] shows a 20% increase in survey conducted in year 5, compared with year 1 ➢ Number of juveniles recorded by camera trapping in year 5 shows a 30% increase (per unit trapping effort) compared with year 1.
Research in support of conservation		➢ Adoption of alternative grazing systems reduces the number of livestock grazing in natural forest within project site by 70% by end of year 4, compared with baseline levels.	➢ Viable IPM systems providing alternatives to chemical pesticides successfully tested in project area by end of year 4