



## United Nations Environment Programme

**Terminal Evaluation of the Project: “Spain-UNEP Partnership for LifeWeb Initiative” (SFL 2C17 / 2C74 / 2F49)**



Nouabalé-Ndoki National Park, Republic of Congo, May 2015

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## List of Acronyms & Abbreviations

Acronym/Abbreviation	Meaning
ABS	Access and Benefit Sharing
ANCON	Asociación para la Conservación de la Naturaleza (Panama)
CBD	Convention on Biological Diversity
CEP	Caribbean Environment Programme (UNEP)
CPPS	Comisión Permanente del Pacífico Sur (Permanent Commission for the South Pacific)
DEPI	Division for Environmental Policy Implementation
DRC	Division of Regional Cooperation
FUNDEMAR	Fundación Dominicana de Estudios Marinos, Inc. (Dominican Republic)
BCP	Bio-cultural Community Protocol
CMS	Convention on the Conservation of Migratory Species of Wild Animals
COP	Conference of the Parties
CP	Community Protocol
DCPI	Division of Communication and Public Information
DELIC	Division of Environmental Law & Conventions (UNEP)
DRC (1)	Division of Regional Cooperation (UNEP)
DRC (2)	Democratic Republic of the Congo
EMSP	Ecosystem Management Sub-Programme
FORDA	Forestry Research and Development Agency (Indonesia)
FORINA	Indonesian Orangutan Forum
FUNDEMAR	Fundación Dominicana de Estudios Marinos, Inc. (Dominican Republic)
GoS	Government of Spain
GRASP	Great Apes Survival Partnership
ICA	Internal Cooperation Agreement
ICCA	Indigenous Peoples' and Community Conserved Territories and Areas
ICCN	Institut Congolais pour la Conservation de la Nature
IMIS	Integrated Information Management System
IUCN	International Union for Conservation of Nature
LIPI	Indonesian Institute of Sciences
LOA	Letter of Agreement
LPT	Lembaga Pariwisata Tangkahan / Tangkahan Tourism Institution
MARN	Ministerio de Medio Ambiente y Recursos Naturales (El Salvador)
MCEB	Marine and Coastal Ecosystems Branch
MEA	Multilateral Environmental Agreement
MPA	Marine Protected Area
MTE	Mid-Term Evaluation
MTR	Mid-Term Review
MSP	Marine Spatial Planning
NBSAP	National Biodiversity Strategy and Action Plan
NGO	Non-governmental Organization
ODA	Official Development Assistance
OIC	Orangutan Information Center
PA	Protected Area
PCA	Project Cooperation Agreement
PHKA	Directorate General Forest Protection and Nature Conservation (Ministry of Environment and Forestry of Indonesia)

Acronym/Abbreviation	Meaning
PILA	Parque Internacional La Amistad (International Friendship Park, Costa Rica / Panama)
PIMS	Programme Information Management System
POW	Programme of Work
PoWPA	Programme of Work on Protected Areas (CBD)
PRISMA	Programa Salvadoreño de Investigación sobre Desarrollo y Medio Ambiente (El Salvador)
ROA	Regional Office for Africa (UNEP)
ROAP	Regional Office for Asia and Pacific (UNEP)
ROLAC	Regional Office for Latin America and the Caribbean (UNEP)
ROti	Review of Outcomes to Impacts
SCBD	Secretariat of the CBD
SEE	Sumatra Eco Explore
SPAW-RAC	Specially Protected Areas and Wildlife in the Broader Caribbean Region - Regional Activity Centre
SSFA	Small-Scale Funding Agreement
TE	Terminal Evaluation
TEU	Terrestrial Ecosystems Unit
TOC	Theory of Change
ToR	Terms of Reference
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
WCMC	World Conservation Monitoring Centre
WCS	Wildlife Conservation Society

**Table 1: Project Identification Table**

UNEP PIMS ID:	UNEP POW 2010-2011/2012-2013/2014-2015 Spain – UNEP Partnership for LifeWeb Initiative Project	IMIS numbers:	2C17/2C74/2F49
Sub-programme:	Ecosystem Management	Expected Accomplishment(s):	#1 The capacity of countries and regions to increasingly integrate an ecosystem management approach into development and planning processes is enhanced. #2 Countries and regions have capacity to utilize ecosystem management tools. #3 The capacity of countries and regions to realign their environmental programmes and financing to address degradation of selected priority ecosystem services is enhanced.
UNEP approval date:	25 August 2010	PoW Output(s):	313, 315, 323, 334
Expected Start Date:	August 2010	Actual start date:	25 August 2010
Planned completion date:	December 2011	Actual completion date:	31 December 2015
Planned project budget at approval:	USD 6,107,732 (secured funds)	Total expenditures reported as of 21 December 2015:	8,091,462.04
Planned Environment Fund (EF) allocation:	n.a.	Actual EF expenditures reported as of [date]:	n.a.
Planned Extra-budgetary financing (XBF):	USD 8,112,924	Actual XBF expenditures reported as of 21 December 2015	8,091,462.04
XBF secured:	USD 8,112,924	Leveraged financing:	n.a.
First Disbursement:	7,153,076	Date of financial closure:	31 March 2016
No. of revisions:	3 (no-cost extensions)	Date of last revision:	09 July 2014
Date of last Steering Committee meeting:	n.a.		
Mid-term review/evaluation (planned date):	n.a.	Mid-term review/evaluation (actual date):	n.a.
Terminal Evaluation (actual date):	Completed in April 2016		



## Executive summary

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### Evaluation overview

Building upon earlier cooperation between the Great Apes Survival Partnership (GRASP) and the Spanish Ministry of the Environment, Government of Spain (GoS) approached UNEP to be the “lead implementing agency” (in the wording of the Project Document) of a programme comprised of multiple protected areas interventions across various regions and countries. Eventually, this resulted in the “Spain-UNEP Partnership for LifeWeb Initiative”, hereafter “the Partnership”. The Partnership brought together the GoS and UNEP in an effort to strengthen terrestrial and marine nature conservation with a focus on protected areas. This was to be achieved through both regional approaches and direct support to selected marine and terrestrial protected areas in Asia, Africa and Latin America and the Caribbean. The Partnership engaged in a variety of additional partnerships with intergovernmental, governmental and non-governmental actors.

This ex-post Terminal Evaluation (TE) is the first comprehensive attempt to evaluate the Partnership at the programmatic level. No Mid-Term Review (MTR) was conducted and baseline data at the time of programme design was limited. Moreover, the Partnership proved unusually complex by operating across a wide range of settings, differing in almost every aspect, including politically, ecologically and culturally. It therefore turned out to be quite challenging to derive general patterns. Nevertheless, the evaluators are confident that important lessons can be drawn from this TE to inform future programme and project design and implementation.

This executive summary synthesizes the evaluation approach and methodology and the main findings prior to offering conclusions, recommendations and lessons learned.

### Evaluation methodology

The key methodological elements of this TE were document review, semi-structured individual and group interviews, as well as selected field visits. More concretely, a review of key technical and financial documentation, both of the overall Partnership and all individual projects, was conducted. Due to the large number of diverse interventions and complexity of the Partnership not all documents and outputs of each project could be considered in the review. By the time of conducting the TE some of the involved staff had moved on or were unavailable for interviews for other reasons. To establish agreed common ground, an inception report was elaborated early on upon in-depth discussion of an advanced draft version. An inception meeting took place at UNEP Nairobi (27-28 April 2015), giving the evaluators the opportunity to interview key UNEP staff and a representative of the GoS in person. Upon in-depth discussion, four projects were jointly selected for field evaluations according to the following criteria: representativeness, scale, logistics and security. An explicit effort was made to visit both terrestrial and marine protected areas.

### Summary of the main evaluation findings

#### A. Strategic relevance

The Partnership is clearly in line with the UNEP mandate and the Medium Term Strategies (MTS) for 2010-2013 and 2014-2017, respectively. It contributed directly to the Expected Accomplishments of the Ecosystem Management Sub-Programme and to several outputs of the Programme of Work (PoW) biennia 2010-2011, 2012-2013 and 2014-2015. In addition, the Partnership contributed to the CBD’s Aichi Targets and made fully coordinated contributions to the Great Apes Survival Partnership (GRASP).

#### B. Achievement of outputs

Outputs B (Awareness and Support), C and D (Improving Management of marine and terrestrial Protected Areas) and E (Coordination) display a good level of achievement for most indicators. The sub-projects carried out in 11 field sites (8 in Africa, 2 in Central America and 1 in Southeast Asia) under Outputs C and D delivered all (or the majority of) the expected outputs, sometimes despite an



unfavourable context, including civil unrest or limited regional cooperation. In some field sites initially supported by the GRASP and subsequently integrated into the Partnership, innovative approaches tested by the Partnership proved successful and could be subsequently be replicated in other GRASP sites. The low level of achievement for Output A (Policy approaches) is conspicuous with five out of the seven indicators showing no achievement at all.

### C. Effectiveness

- Achievement of Outcomes: three outcomes were defined according to the project design (captured in the reconstructed Theory of Change). They refer to the enhanced ability of countries to: (i) integrate an ecosystem planning approach into development plans; (ii) use ecosystem management tools, and (iii) realign their financing to address degradation of selected priority ecosystem services. The achievement of the second outcome was deemed Satisfactory while the other outcomes were achieved in a Moderately Unsatisfactory fashion.
- Likelihood of Impact: because the rating of both outcome and intermediate states ranges from 'Likely' to 'Moderately Unlikely', the overall likelihood of impact was evaluated as 'Moderately Likely'.
- Achievement of Formal Objectives: the Partnership had two specific objectives of which one (Improve the management of existing protected areas) was achieved in 'Satisfactory' fashion while the Partnership made no tangible contributions to the second one (Increase the network of protected areas).

### D. Sustainability and replication

- The environmental and socio-political sustainability of the Partnership's results were evaluated as 'Satisfactory', while the financial sustainability was deemed 'Unsatisfactory' because none of the PAs supported by the Partnership is financially sustainable and all continue to be heavily dependent on external support.
- There is no clear evidence that the Partnership on its own was able to catalyse major and lasting behavioural changes among the stakeholders. However, the Partnership supported a wealth of activities contributing to an increased probability of changing behaviour in the longer run in terms of community participation, fully in line with the shifting conservation debate.

### E. Efficiency

As far as outputs C and D are concerned, the Partnership built upon existing initiatives whenever possible and joined forces with experienced institutions involved in those. In other cases, new collaborations could be initiated. The Partnership thereby ensured cost efficiency in this sense. For the remaining outputs, there is no comparable element of efficiency inherent to the working mode. In terms of timeliness, the discrepancy between planning (16 months) and de facto implementation (in excess of 4 years) hints at both flaws in design and obstacles to timely delivery, such as the security situation in several of the Central African field sites.

### F. Factors affecting project performance

The factors affecting performance were rated 'Satisfactory' or 'Moderately Satisfactory' for stakeholder participation and partnerships, communication and public awareness, country ownership, financial planning and management and supervision and backstopping. Those rated Moderately 'Unsatisfactory; or 'Unsatisfactory' were preparation, implementation and management and monitoring and evaluation.

Based on the evaluation findings and the rating of individual evaluation criteria, the **overall Partnership rating is 'Moderately Satisfactory'**.

**Table 2: Summary of Evaluation Ratings**

Criterion	Ref.	Rating
<b>A. Strategic relevance</b>	<b>3.1</b>	<b>S</b>
<b>B. Achievement of outputs</b>	<b>3.2</b>	<b>S</b>
<b>C. Effectiveness: Attainment of objectives and planned results</b>		
1. Achievement of direct outcomes as defined in the reconstructed TOC	3.3.1	MS
2. Likelihood of impact using ROtI approach	3.3.2	ML
3. Achievement of formal project objectives as presented in the Project Document.	3.3.3	MS
<b>D. Sustainability and replication</b>		
1. Socio-political sustainability	3.4.1	S
2. Financial resources	3.4.2	MU
3. Institutional framework	3.4.3	S
4. Environmental sustainability	3.4.4	S
5. Catalytic role and replication	3.4.5	MS
<b>E. Efficiency</b>	<b>3.5</b>	<b>MU</b>
<b>F. Factors affecting project performance</b>		
1. Preparation and readiness	3.6.1	MU
2. Project implementation and management	3.6.2	U
3. Stakeholders participation, cooperation and partnerships	3.6.3	MS
4. Communication and public awareness	3.6.4	S
5. Country ownership and driven-ness	3.6.5	MS
6. Financial planning and management	3.6.6	S
7. Supervision, guidance and technical backstopping	3.6.7	MS
8. Monitoring and evaluation	3.6.8	MU
<b>Overall project rating</b>		<b>MS</b>

### Summary of recommendations and lessons learned

Lesson # 1:	There is particularly interesting potential for UNEP to follow-up on marine conservation through regional and inter-regional approaches
Lesson # 2:	The governance of protected areas, an integral part of PoWPA, could constitute a policy niche for UNEP
Lesson # 3:	The selection of key staff should be in line with the required skill set
Lesson # 4:	Project design, including the establishment of objectives, should be based on in-depth analysis and strategic clarity while maintaining a high degree of flexibility to adapt to changing situations and respond to emerging opportunities
Lesson # 5:	Meaningful interventions in protected areas, both at the site and at the policy level, cannot be achieved via short term interventions based on very limited funding by intervention site
Lesson # 6:	Focus on solutions to fundamental challenges as opposed to dispersed reactions to challenges in individual protected areas allocate adequate resources over longer periods of time

Recommendation #1	Future UNEP project design and implementation, as well as partnerships, should routinely and systematically build upon an agreed and communicated niche and role, to be fully considered in fundraising and negotiation with donors and partners
Recommendation #2	Future project design and implementation should routinely and systematically consider monitoring and evaluation as integral elements of adaptive management cycles
Recommendation #3	Project design should encompass workable supervision and management structures and mechanisms for the timely identification of, and responses to, implementation challenges

## 1 INTRODUCTION

### 1.1 Subject and scope of the evaluation

1. This report presents the findings of the Terminal Evaluation (TE) of the “Spain-UNEP Partnership for LifeWeb Initiative”, hereafter referred to as the “Partnership” to distinguish the overall programme from the multiple regional and site-level projects. The Partnership brought together the Government of Spain (GoS) and the United Nations Environment Programme (UNEP), along with numerous (inter)governmental and non-governmental implementation partners in Asia, Africa and Latin America. The Partnership was primarily implemented by multiple UNEP units and offices under the overall supervision of the Nairobi-based Division for Environmental Policy Implementation (DEPI).
2. The stated overall objectives of the Partnership were (i) to improve the management of existing protected areas, and (ii) to increase the network of protected areas by either extending existing protected areas or creating new protected areas. These objectives were explicitly linked to the implementation of the Convention on Biological Diversity (CBD), and namely CBD’s Programme of Work on Protected Areas (PoWPA). The objectives were to be achieved through direct support to selected regional efforts and individual terrestrial and marine protected areas. Furthermore, the Partnership was designed to address broader enabling conditions as regards policy frameworks, the terms of stakeholder engagement and increased awareness of the role and benefits of protected areas in broader “development”.
3. The Partnership was originally intended for implementation within only 16 months with a secured budget of USD 6,107,732 according to the Project Document signed on 25 August 2010. The GoS subsequently granted additional funding. In addition, three no-cost extensions were approved in response to considerable delays in implementation. Thereby, the eventual budget slightly exceeded USD 8 million over some 57 months of implementation.
4. The TE was conducted by team leader Dr. David Brugière (BRL Ingénierie) and Mr. Tilman Jaeger (Independent Consultant).

### 1.2 Evaluation objectives

5. This TE is being undertaken upon completion of the Partnership to assess performance and to determine outcomes and impacts, including their sustainability. Its primary purposes are (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP and partners, including in possible follow-up projects.

### 1.3 Evaluation approach and methodology

6. This TE is guided by the principles of accountability, independence and learning. With no mid-term review or evaluation having been conducted, the key methodological elements of this TE are document review, semi-structured individual and group interviews, as well as selected field visits. More concretely, a review of selected technical and financial documentation, both of the overall Partnership and all individual projects, was conducted. Due to the large number of diverse interventions and complexity of the Partnership not all documents and outputs of each project could be considered in the review. To establish agreed common ground, an inception report was delivered early on upon in-depth discussion of an advanced draft version. An inception meeting took place at UNEP Nairobi

(27-28 April 2015), giving the evaluators the opportunity to interview key UNEP staff and a representative of the GoS in person. Upon in-depth discussion, four projects were jointly selected for field evaluations according to criteria including representativeness, scale, logistics and security. An explicit effort was made to visit both terrestrial and marine protected areas.

7. The field evaluations were conducted in May 2015. Dr. David Brugière visited the Lossi-Odzala Interzone and Nouabalé Ndoki National Park, both Republic of Congo (22 May – 05 June 2015). Mr. Tilman Jaeger travelled to Panama City and Volcán Barú National Park, Panama, as well as to Santo Domingo and the Marine Mammal Sanctuary of the La Plata and La Navidad Banks, Dominican Republic (19 – 28 May 2015). Travel to Panama made it possible to discuss with the Director of ROLAC and selected staff in person. Advantage was taken of an unrelated assignment by one of the evaluators to meet with the Director of UNESCO Jakarta to discuss the one project implemented in Asia within the Partnership's portfolio in person.
8. The methodology of this TE contains iterative feedback loops, starting with the draft inception report. Thereby, the Evaluation Office (EO), involved staff and partners are given the opportunity to review and comment in order to jointly and transparently clarify and consolidate the evaluation results. A draft version of the TE report was circulated and comments were invited. All comments were either incorporated or rejected. In case of the latter, the consultants documented both the comment and the response in the annex of the final report.
9. A parallel effort to extract lessons led by UNEP-WCMC deserves to be noted. Based on a document review, interviews and a workshop in Nairobi in December 2014, UNEP-WCMC undertook an "analysis of the conservation achievements" and extracted the "main lessons learned" from the regional and field interventions. The parallel effort was fully considered, including through direct communication with UNEP-WCMC.
10. The following important limitations of this TE deserve to be highlighted:
  - Monitoring and evaluation were not integral parts of project design and management and no comprehensive evaluation beyond standard internal progress and financial reporting at the level of individual projects was conducted. Accordingly, this TE amounts to the first attempt to evaluate the overall Partnership. The limited documentation of base-line data makes it difficult and in some cases impossible to assess progress or lack thereof.
  - When the TE started in April 2015, some of the involved staff had moved on. This not only made it challenging to locate colleagues in some cases, but also apparently reduced their incentives to share feedback. This proved particularly challenging in the many field sites, which could not be visited in person. In such cases, this TE had to rely on written, mostly internal project documentation.
  - High staff turn-over over the implementation period, both at UNEP-HQ, in some of the involved field offices and within partnering institutions not only affected the implementation, but also the documentation of the Partnership. The process of identifying and agreeing on basic information, such as people to be interviewed and the comprehensive list of references to be considered, is interpreted as an indicator of varying effectiveness of supervision and documentation over the course of implementation.
  - Due to the unusual complexity and wide range of settings and types of the numerous interventions across various continents it is challenging and to a certain degree

unhelpful to try and identify overall patterns. Nevertheless, informed statements about the overall management of the Partnership and a number of observations on implementation proved feasible.

11. It is clear from the above that a first general recommendation is to ensure monitoring and evaluation as integral elements of future project development and implementation from the conception stage.

#### **1.4 Main evaluation criteria and questions**

12. Evaluation criteria focused on (i) Strategic Relevance; (ii) Achievement of Outputs; (iii) Effectiveness: Attainment of Objectives and Planned Results; (iv) Sustainability and Replication; (v) Efficiency; (vi) Factors affecting Project Performance, and (vii) Complementarity with UNEP Policies and Strategies.
13. Building upon the project design and the Terms of Reference, this TE focused on the following key questions, which served as a checklist for the semi-structured interviews in the field and by phone:
  - To what extent did the Partnership contribute to regional efforts and/or the management of existing marine and terrestrial protected areas?
  - To what extent did the Partnership contribute towards increased capacity of countries to sustainably manage marine and terrestrial protected areas?
  - To what extent did the Partnership contribute towards increased awareness of best practices of protected area management?
  - How successful was the Partnership in developing policy approaches, including but not limited to CBD POWPA?
  - What are the key lessons and recommendations from the perspective of individual projects?

#### **1.5 Project Background**

#### **1.6 Context**

14. Protected areas (PAs) continue to serve as a central pillar of the management and conservation of biodiversity and ecosystem services, including within Official Development Assistance (ODA) efforts. This is reflected in the unprecedented and ongoing expansion of the formally designated global protected areas estate, especially in (tropical) developing countries since the 1990s. According to the latest UNEP-WCMC data, terrestrial PAs today cover slightly more than 15 % of the world's land area.
15. Marine Protected Areas (MPAs), typically near-shore and often including coastal areas, substantially lag behind terrestrial protected areas in terms of absolute and relative surface area (roughly 3.4 % of the global oceans according to UNEP-WCMC), investment, recognition, conceptual clarity, as well as practical governance and management experience.
16. The societal benefits of PAs and their role, functions and services in broader development planning are reflected in several multilateral environmental agreements (MEAs). Similarly, the contribution of PAs to both mitigation of and adaptation to climate change is widely accepted today. The Convention on Biological Diversity (CBD) and its Programme of Work on Protected Areas (PoWPA) deserve to be singled out as international umbrellas; the latter

as arguably the most widely accepted guiding framework in the global PA debate. The Partnership is plausibly positioned as a contribution to PoWPA implementation. More recent global guidance is contained in the CBD's Aichi Biodiversity Targets, in particular Target 11, which calls for a further increase and consolidation of PA systems and "other effective area-based conservation measures" by 2020, to be "integrated into the wider landscapes and seascapes".

17. The massive past and intended future increase in the number and surface area of PA constitute remarkable political commitments. At the same time, a major discrepancy between commitments and the observable governance and management at the system and site level is well documented. Bottlenecks include lacking or inadequate recognition of the values, functions and services of protected areas, inadequate governance, unsustainable financing, insufficient capacities in the broadest sense, and limited progress in translating intellectually plausible concepts into real change on the ground, tailored to very diverse settings. Projects dedicated to bridging the PA implementation gap are therefore a plausible and much needed investment.
18. Building upon earlier cooperation between the Great Apes Survival Partnership (GRASP) and the Spanish Ministry of the Environment, GoS approached UNEP to be the "lead implementing agency" (in the wording of the Project Document) partner on a programme comprised of multiple protected areas interventions across various regions and countries.
19. The explicit link to the Great Apes Survival Partnership (GRASP) is noteworthy. GRASP initially implemented a grant from the Spanish Ministry of Environment in Eastern DRC. As the GoS was very satisfied with the results, GRASP and GoS explored options on how to upscale the approach. GRASP designed a concept for great ape sites in Central Africa, and attended a joint GoS – GRASP scoping mission to Kinshasa. This effort with the Spanish government was an integral part of the GRASP fundraising strategy in 2009 and 2010. GRASP designed the site specific projects in close collaboration with the protected Area Authorities and GRASP partners. Most sites were approved by Spain; only Gunung Leuser, Indonesia, was added at the request of GoS, and GRASP accepted to manage the Gunung Leuser project and to channel the funds via UNESCO. All the selected sites (including Gunung Leuser) were GRASP priority areas, and the kind of interventions were also fully in line with GRASP strategic focus.
20. The GoS expressed interest in linking the contribution to the CBD's Lifeweb Initiative. The Lifeweb Initiative is a matchmaking platform or clearing-house endorsed by CBD Parties in the spirit of the Paris Declaration on Aid Effectiveness, as detailed at <https://lifeweb.cbd.int/>. The platform is hosted and managed by a small unit within the Secretariat of the CBD (SCBD). While encouraging and brokering funding, the LifeWeb Initiative is not a funding mechanism per se, as is sometimes incorrectly assumed. Launched at CBD's Conference of the Parties in 2008 (COP 9), the initiative originally had the objective to support the implementation of PoWPA. This objective has since been broadened to encompass support to the delivery of the Aichi Biodiversity Targets.
21. The Lifeweb Initiative is explicitly country-driven by Parties to the CBD, primarily those seeking support in implementation of PoWPA and delivery of the Aichi Biodiversity Targets. To ensure this focus, all funding needs and priorities are proposed and/or endorsed by the CBD and PoWPA focal points and based on problem identification and priority-setting under the National Biodiversity Strategies and Action Plans (NBSAPs) and PoWPA Action Plans. Potential donors can use the platform to communicate opportunities and to gain investment information. According to COP 10 Decision X/31 LifeWeb "encourages (...) expressions of Interest in consultation with members of national intersectoral committees."
22. It can be argued that suggesting links to other initiatives are potentially sensitive and bear a potential for unnecessary misunderstandings. The Partnership addressed this sensitivity by



using a name that expresses the intention to support as opposed to being part of the LifeWeb Initiative. While formally appropriate, it became clear during the TE that many of the interviewees, including within UNEP routinely referred to the Partnership as “the Lifeweb project”. Similarly, the official URL giving access to a wealth of information about the Partnership ([www.unep.org/lifeweb/](http://www.unep.org/lifeweb/)), suggests a direct link. In other words, the subtlety of the full name of the Partnership in terms of its relationship with LifeWeb is not fully reflected in the actual perception of the Partnership.

23. Beyond branding and visibility, there are issues of compatibility with the approach and formal requirements associated with the LifeWeb Initiative. The LifeWeb Initiative is based on mechanisms, which are not shared by the Partnership evaluated here. Most importantly, initial project identification was not based on CBD Parties conveying funding priorities in line with NBSAPs and PoWPA Work Plans. Nevertheless, some projects received retrospective endorsement from the national CBD focal points, and were included in LifeWeb data bases by the CBD Secretariat. While there is no indication that the Partnership may have reflected negatively on the LifeWeb Initiative, it is recommended that links between future UNEP projects and the LifeWeb Initiative should not be suggested when such projects are not formally part of the LifeWeb Initiative.
24. The locations, interventions and partnerships with regional, national and local partners were jointly refined by UNEP and GoS. Local partners, often non-governmental organizations with longstanding national and/or local presence, provided important inputs helping to understand and respond to concrete needs and priorities. UNEP considerably benefitted from existing in-house expertise, networks and familiarity with the selected countries and most sites.
25. As for marine protected areas (MPA), three projects were proposed by the GoS government in West Africa and a regional approach was proposed and designed by UNEP covering the tropical East Pacific and the Wider Caribbean. Stated selection criteria included conservation importance, threats, vulnerability, stakeholders and national context. Eventually, interventions took place at regional, national and local levels in Central and West Africa, Central America, the Caribbean and, in one case, in Asia.
26. Overall, the Partnership was in line with the objectives of the LifeWeb Initiative under the CBD and the CBD Programme of Work on Protected Areas (PoWPA). The Partnership, however, was not in line with the explicit working mode of the LifeWeb Initiative and its reliance on national conveyance of needs and national endorsement.

## 1.7 Project Objectives and Components

27. The explicit umbrella of the Partnership is CBD’s PoWPA, which encourages the “establishment, and maintenance of comprehensive, effectively managed, and ecologically representative national and regional systems of protected areas.” In the wording of the Project Document, the "specific objectives" of the Partnership were to (a) improve the management of existing protected areas and to (b) increase the network of protected areas by either extending existing protected areas or creating new protected areas. More specific objectives were subsequently defined for the individual projects at regional and site level.
28. The Partnership was structured around five outputs intended to contribute to two POWPA Programme Elements 1 and 2, as well as four of the UNEP POW Outputs for the Ecosystem Management Sub-programme. The outputs – or components – are summarized hereafter:
29. Component / Output A – Policy Approaches: The rationale provided in the Project Document identifies the challenge of limited reporting capacities in many CBD Parties, which can impede access to GEF funding among other consequences. Suggested activities in the project design include online training modules, manuals, policy briefs and guidelines and

technical documents covering a wide range of topics, such as PA management, local communities and indigenous peoples, Access and Benefit-Sharing (ABS) and Bio-cultural Community Protocols (BCP).

30. Component / Output B – Awareness and Support: The Partnership was accompanied by well-funded efforts to ensure visibility using a range of hard copy and online publications and other media, side events at international meetings and [www.unep.org/lifeweb/](http://www.unep.org/lifeweb/). Target groups and products are clearly identified in what can be described as a standard communication strategy.
31. Components / Outputs C and D – Improving Management of Marine and Terrestrial Protected Areas: It is important to remember that the bulk of the budget was allocated to these two outputs. Many of the sites are well-known protected areas, including a number of natural World Heritage properties, typically with longstanding and current external support, and comparatively promising future funding prospects. An overview of individual projects at the field level is provided in Table 2 hereafter. Note the national level approach in project site 3 and regional approaches in West Africa, the South and Northeast Pacific and the Caribbean (project sites 2 and 4). Also note that 5 project sites focus on great apes (GRASP), the biggest cluster of projects with a common denominator.

**Table 3: Field-level projects as documented in the ToR for this TE.**

Site	Location	Purpose	Main focus
1	The Cape Blanc Satellite Reserve in the Banc D'Arguin National Park, Mauritania	<ul style="list-style-type: none"> <li>Improve the protection of the Mediterranean monk seal and associated habitats both within and outside of the National Park. Based on The Action Plan for the Recovery of the Mediterranean Monk Seal in the Eastern Atlantic</li> </ul>	<ul style="list-style-type: none"> <li>Support surveillance of the habitats;</li> <li>Raise awareness among coastal and fishing communities.</li> </ul>
2	Senegal, Guinea-Bissau, Côte d'Ivoire, Guinea-Conakry	<ul style="list-style-type: none"> <li>Protect feeding and nesting habitats for sea turtles</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen management capacity of existing MPAs;</li> <li>Initiate creation of new MPAs to form a network of MPAs.</li> </ul>
3	Joao Viera-Polao and Iles D'Orango National Parks and Rio Cacheu Mangroves, Guinea-Bissau	<ul style="list-style-type: none"> <li>Manage and protect marine habitats</li> </ul>	<ul style="list-style-type: none"> <li>Relationships between local residents, in particular fishermen, and protected areas;</li> <li>Development of MPA surveillance systems;</li> <li>Identification and protection of critical populations and habitats .</li> </ul>
4	South and Northeast Pacific and the Wider Caribbean with pilot in the Dominican Republic Marine Mammal Sanctuary (Santuario de Mamíferos Marinos de los Bancos de la Plata y la Navidad)	<ul style="list-style-type: none"> <li>Mapping and enhanced management of habitats and migration corridors of marine mammals as well as human impacts</li> </ul>	<ul style="list-style-type: none"> <li>Links into a broader ecosystem-based spatial planning work and support the Regional Seas efforts in MPAs;</li> <li>Elaboration of a management plan for Dominican Republic Marine Mammal Sanctuary;</li> <li>Partly funded by UNEP project "Integrated marine environment and resource management frameworks for human well-being".</li> </ul>
5	Garamba National Park, Democratic Republic of Congo	<ul style="list-style-type: none"> <li>Protect the Northern White Rhino<sup>1</sup></li> </ul>	<ul style="list-style-type: none"> <li>Support aerial surveys;</li> <li>Improve park infrastructure.</li> </ul>
6	Kahuzi-Biega National Park, Democratic Republic of Congo	<ul style="list-style-type: none"> <li>Protect the great apes</li> <li>Corridor rehabilitation</li> </ul>	<ul style="list-style-type: none"> <li>Analysis and management of conflicts;</li> <li>Ranger training;</li> </ul>

<sup>1</sup> Note that the Northern White Rhino was already extinct by the time the project started.

Site	Location	Purpose	Main focus
			<ul style="list-style-type: none"> <li>Interface human health and great ape health risks.</li> </ul>
7	The Odzala-Lossi Interzone, Republic of Congo	<ul style="list-style-type: none"> <li>Protect the great apes</li> </ul>	<ul style="list-style-type: none"> <li>Law enforcement;</li> <li>Monitoring, including great ape health monitoring;</li> <li>Community conservation;</li> <li>Community tourism;</li> <li>Landscape planning;</li> <li>Establishment of corridors connecting the Odzala Landscape with the Nouabalé-Ndoki National Parks and its surrounding forests.</li> </ul>
8	Nouabalé-Ndoki National Park, Republic of Congo	<ul style="list-style-type: none"> <li>Protect the great apes</li> </ul>	<ul style="list-style-type: none"> <li>Support the national park authority in monitoring and law enforcement;</li> <li>Gorilla health monitoring.</li> </ul>
9	Cross River Gorilla Habitat in Takamanda, Cameroon	<ul style="list-style-type: none"> <li>Protect Cross River gorilla habitat</li> </ul>	<ul style="list-style-type: none"> <li>Contribute to the development of a landscape-level approach to REDD.</li> </ul>
10	Gunung Leuser National Park, Indonesia	<ul style="list-style-type: none"> <li>Protect orang-utan habitats</li> </ul>	<ul style="list-style-type: none"> <li>Law enforcement;</li> <li>Human-wildlife conflict prevention;</li> <li>Rehabilitation / restoration of degraded orang-utan habitats.</li> </ul>
11	Volcán Barú National Park, Panama, and the Natural Area of La Montañona, El Salvador	<ul style="list-style-type: none"> <li>Develop economic and legal mechanisms to increase the sustainable use of natural resources and develop linkages among biodiversity, ecosystem services, and human well-being on the basis of environmental and socio-economic values</li> </ul>	<ul style="list-style-type: none"> <li>Promotion of best practices in the prevention of forest and land fires;</li> <li>Promotion of best practices in agricultural operations management.</li> </ul>

32. Component / Output E – Coordination: The descriptive part in the Project Document is restricted to two generic sentences. The focus of this component is on communication with (S)CBD and other partners in an attempt to create synergies and share lessons learned.

## 1.8 Target groups

33. Component / Output A specifically addresses (S)CBD and PoWPA Focal Points in response to capacity needs suggested in the project design. Other than that, the direct and indirect target groups include regional institutions and the full range of stakeholders (and rightsholders) in and around terrestrial and marine protected areas, including but not limited to all levels of government, governmental PA staff, local communities and indigenous peoples and the private sector, such as for example tourism operators.

## 1.9 Milestones in Project Design and Implementation

34. Table 4 hereafter presents the milestones and key dates in project design and implementation.

**Table 4: Milestones and key dates in project design and implementation.**

Milestones	Completion dates
Approval of the Project Document by UNEP Deputy Director (scheduled project completion date: December 2011)	25 Aug 2010
Start field project implementation	Jan 2011
No-cost project extension to 31 December 2013	Apr 2013

Departure of first Project Coordinator	Aug 2013
No-cost project extension to 31 July 2014	Oct 2013
Second Project Coordinator takes over	Dec 2013
Internal review of the project achievements	Dec 2013 – Jan 2014
Third no-cost project extension to 31 December 2014	Jul 2014
End field project implementation	Dec 2014
Lessons learned meeting in Nairobi (UNEP HQ)	Dec 2014
Start of TE	April 2015
Finalization of TE	May 2016

## 1.10 Implementation Arrangements

35. As per the signed Project Document, the formal implementation arrangement suggests overall supervision by a “LifeWeb Initiative Project Manager (Chief of Biodiversity Unit, UNEP/DEPI)” while coordination of the “overall process and particularly the activities across the Divisions and Regional Offices” was to be carried out by a “LifeWeb Initiative Coordinator” so as to ensure coherent implementation. The demanding role of the Coordinator also was to serve as the link for consultation with GoS in terms of both the partnership framework and selected projects, as well as to supervise and monitor the cross-cutting incorporation of the three strategic components (Policy; Communication and Outreach; and Demonstration Projects) in all project activities. Furthermore, the Coordinator also was to serve as the link to SCBD and specifically PoWPA.
36. A UNEP focal point was assigned to each field project as detailed in table 6 below to ensure unambiguous communication lines with the Nairobi-based Coordinator. In order to provide guidance and review progress a Steering Committee within UNEP was to be established with the following members: Project Manager and Coordinator as detailed above; MCEB Coordinator; TEU Chief; GRASP Acting Coordinator; DELC representative; DRC representative; representatives from the relevant Regional Offices (ROA; ROAP; ROLAC); DCPI representative; and the Communications Specialist. The Project Document determines that the GRASP Acting Coordinator, the MCEB Coordinator, a ROLAC representative, the representative from DELC and the TEU Communications Specialist be responsible for “ensuring the delivery of the relevant activities and providing technical oversight (...) in coordination with the appropriate Regional Office”.

## 1.11 Project Financing

37. The grand total of the budget stated in the original Project Document amounts to USD 5,861,916.00, broken down as displayed in table 3a according to the same source. Note that publicly available information suggests a total GoS investment of USD 8 m (see [www.unep.org/lifeweb/](http://www.unep.org/lifeweb/)).

**Table 5: Project budget summary by budget line**

Particulars	Amount (USD)
Personnel	335,566.00
Consultants	114,435.00
Travel on official business	93,000.00
Outputs A to E	4,437,690.00
Training	115,000.00
Publications / communication	46,450.00
Sundry	7,500.00
Evaluation / Monitoring	278,060.00

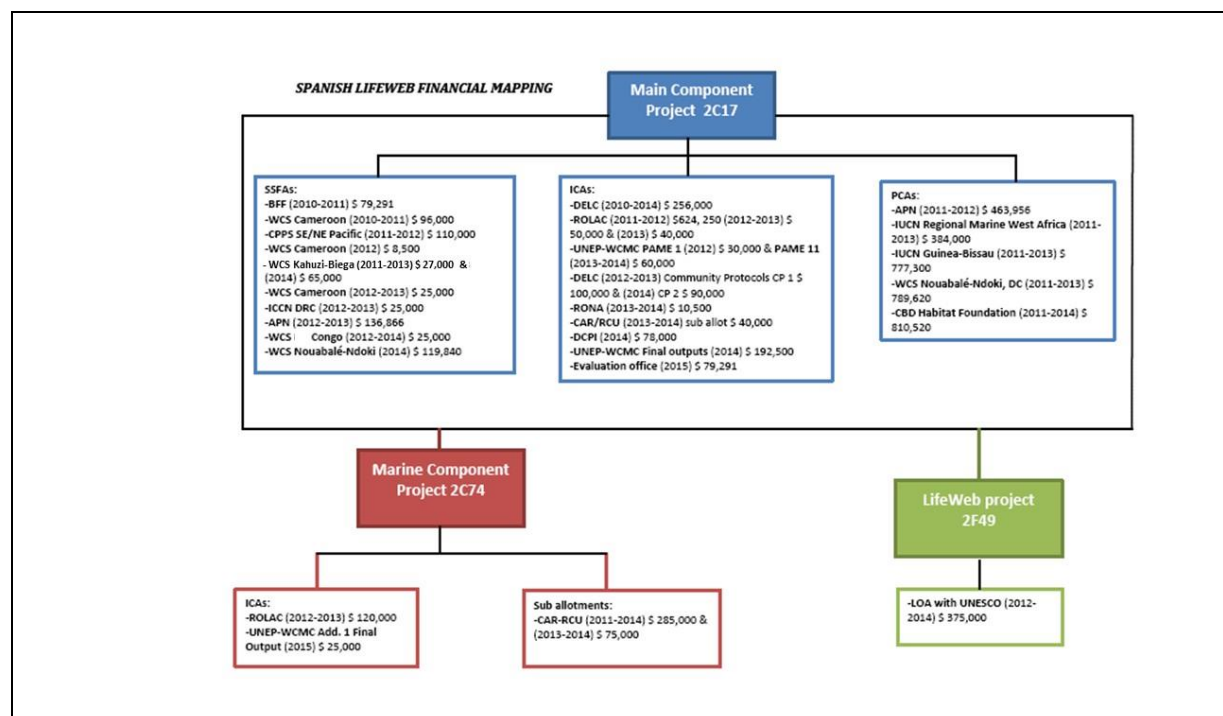
Programme Support Costs	434,216.00
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**Table 6: Project budget summary by output**

Particulars	Amount (USD)
Output A	256,500.00
Output B	135,000.00
Output C	1,894,950.00
Output D	2,646,250.00
Output E	495,000.00
Programme Support Costs	434,216.00

**Figure 1: Financial Mapping of the Partnership**

Note that ICAs are included for the sake of completeness despite being considered of secondary importance for the purpose of this TE.



## 1.12 Project Partners

38. The key partners were GoS and UNEP, represented by DEPI. Within UNEP, the partnering of a large number of units and offices deserves to be noted. The implementation explicitly involved a broad range of additional partners. These included the intergovernmental regional institution Comisión Permanente del Pacífico Sur (CPPS), international agreements, various governmental branches ranging from national to site level, international, national and local conservation NGOs and Academia. In several cases contractual partners signed one or several sub-contract(s) with one or several local partner(s) as detailed in table 6 hereafter.

**Table 7: UNEP focal points and contractual and implementing partners of the Partnership**

Project Site	Location	UNEP Focal point	Contractual partner <sup>(1)</sup>	Implementing partner
1	The Cape Blanc Satellite Reserve in Banc D'Arguin National Park, Mauritania	<ul style="list-style-type: none"> <li>• DEPI-MCEP</li> </ul>	<ul style="list-style-type: none"> <li>• CBD Habitat Foundation</li> </ul>	<ul style="list-style-type: none"> <li>• CBD Habitat Foundation</li> <li>• Local NGO "Anajah"</li> </ul>
2	Senegal, Guinea-Bissau, Côte d'Ivoire, Guinea-Conakry	<ul style="list-style-type: none"> <li>• DEPI-MCEP</li> </ul>	<ul style="list-style-type: none"> <li>• IUCN West and Central Africa Regional Office (PACO)</li> </ul>	<ul style="list-style-type: none"> <li>• IUCN West Africa Regional Office</li> <li>• Local NGO Nebeday (Senegal), Biosfera (Cape Verde)</li> <li>• National governmental institutions IBAP (Guinea Bissau), EPA-SL (Sierra Leone)</li> </ul>
3	Joao Viera-Polao National Park, Iles D'Orango and Rio Cacheu Mangroves National Parks, Guinea-Bissau	<ul style="list-style-type: none"> <li>• DEPI-MCEP</li> </ul>	<ul style="list-style-type: none"> <li>• IUCN Guinea Bissau Office</li> </ul>	<ul style="list-style-type: none"> <li>• IUCN Guinea Bissau Office</li> <li>• National governmental institution IBAP</li> </ul>
4	South and Northeast Pacific and the Wider Caribbean, including the Marine Mammal Sanctuary in the Dominican Republic	<ul style="list-style-type: none"> <li>• DEPI-MCEU</li> <li>• UNEP-CEP</li> <li>• SPAW/RAC</li> <li>• ROLAC</li> <li>• RONA</li> </ul>	<ul style="list-style-type: none"> <li>• National NGOs FUNDEMAR, ATEMAR, MarViva</li> <li>• Regional intergovernmental commission CPPS</li> </ul>	<ul style="list-style-type: none"> <li>• Local NGOs: FUNDEMAR, ATEMAR, MarViva</li> <li>• Regional intergovernmental commission CPPS</li> </ul>
5	Garamba National Park, Democratic Republic of Congo	<ul style="list-style-type: none"> <li>• GRASP</li> </ul>	<ul style="list-style-type: none"> <li>• African Parks Network</li> </ul>	<ul style="list-style-type: none"> <li>• African Parks Network</li> </ul>
6	Kahuzi-Biega National Park, Democratic Republic of Congo	<ul style="list-style-type: none"> <li>• GRASP</li> </ul>	<ul style="list-style-type: none"> <li>• WCS</li> </ul>	<ul style="list-style-type: none"> <li>• WCS</li> <li>• ICCN</li> </ul>
7	Odzala-Lossi Interzone, Republic of Congo	<ul style="list-style-type: none"> <li>• GRASP</li> </ul>	<ul style="list-style-type: none"> <li>• WCS</li> </ul>	<ul style="list-style-type: none"> <li>• WCS</li> </ul>
8	Nouabalé-Ndoki National Park, Republic of Congo	<ul style="list-style-type: none"> <li>• GRASP</li> </ul>	<ul style="list-style-type: none"> <li>• WCS</li> </ul>	<ul style="list-style-type: none"> <li>• WCS</li> </ul>
9	Cross River Gorilla Habitat in Takamanda, Cameroon	<ul style="list-style-type: none"> <li>• GRASP</li> </ul>	<ul style="list-style-type: none"> <li>• WCS</li> </ul>	<ul style="list-style-type: none"> <li>• WCS</li> </ul>
10	Gunung Leuser National Park, Indonesia	<ul style="list-style-type: none"> <li>• GRASP</li> </ul>	<ul style="list-style-type: none"> <li>• UNESCO</li> </ul>	<ul style="list-style-type: none"> <li>• UNESCO</li> <li>• WCS</li> <li>• Ministry of Forestry of Indonesia, Directorate General Forest Protection and Nature Conservation (PHKA)</li> <li>• Gunung Leuser National Park Authority</li> <li>• Forestry Research and Development Agency (FORDA)</li> <li>• Orangutan Information Center (OIC)</li> <li>• Indonesian Orangutan Forum (FORINA)</li> <li>• DESMA Center</li> <li>• Simpul Indonesia</li> <li>• Sumatra Eco Explore (SEE)</li> <li>• Lembaga Pariwisata Tangkahan/Tangkahan Tourism Institution (LPT)</li> <li>• Simpul Indonesia</li> <li>• Frankenstein Production House</li> <li>• Twin com</li> <li>• Further consultation with Indonesian Institute of Science (LIPI); regional research, scientific and education institutions; and other local NGOs</li> </ul>
11	National Park of Volcán Barú, Panama, and the Natural Area of La Montañona, El Salvador	<ul style="list-style-type: none"> <li>• DEPI-FMEU</li> <li>• ROLAC</li> <li>• RONA</li> </ul>	<ul style="list-style-type: none"> <li>• National governmental institutions MARN, ANAM</li> <li>• National and local NGOs PRISMA, FUNDICCEP, ANCON</li> </ul>	<ul style="list-style-type: none"> <li>• National governmental institutions MARN, ANAM</li> <li>• National and local NGOs PRISMA, FUNDICCEP, ANCON</li> </ul>

### 1.13 Changes in Design during Implementation

39. No substantial change in design occurred during implementation. The somewhat raw overview documented in the original Project Document was substantially refined as individual projects were taking shape, thereby often integrating views of national and local stakeholders, which were at best marginally considered in the initial project design. The multiple no-cost extensions led to a more than three-fold duration of the Partnership compared to the originally intended time frame.

#### 1.14 Reconstructed Theory of Change of the Project

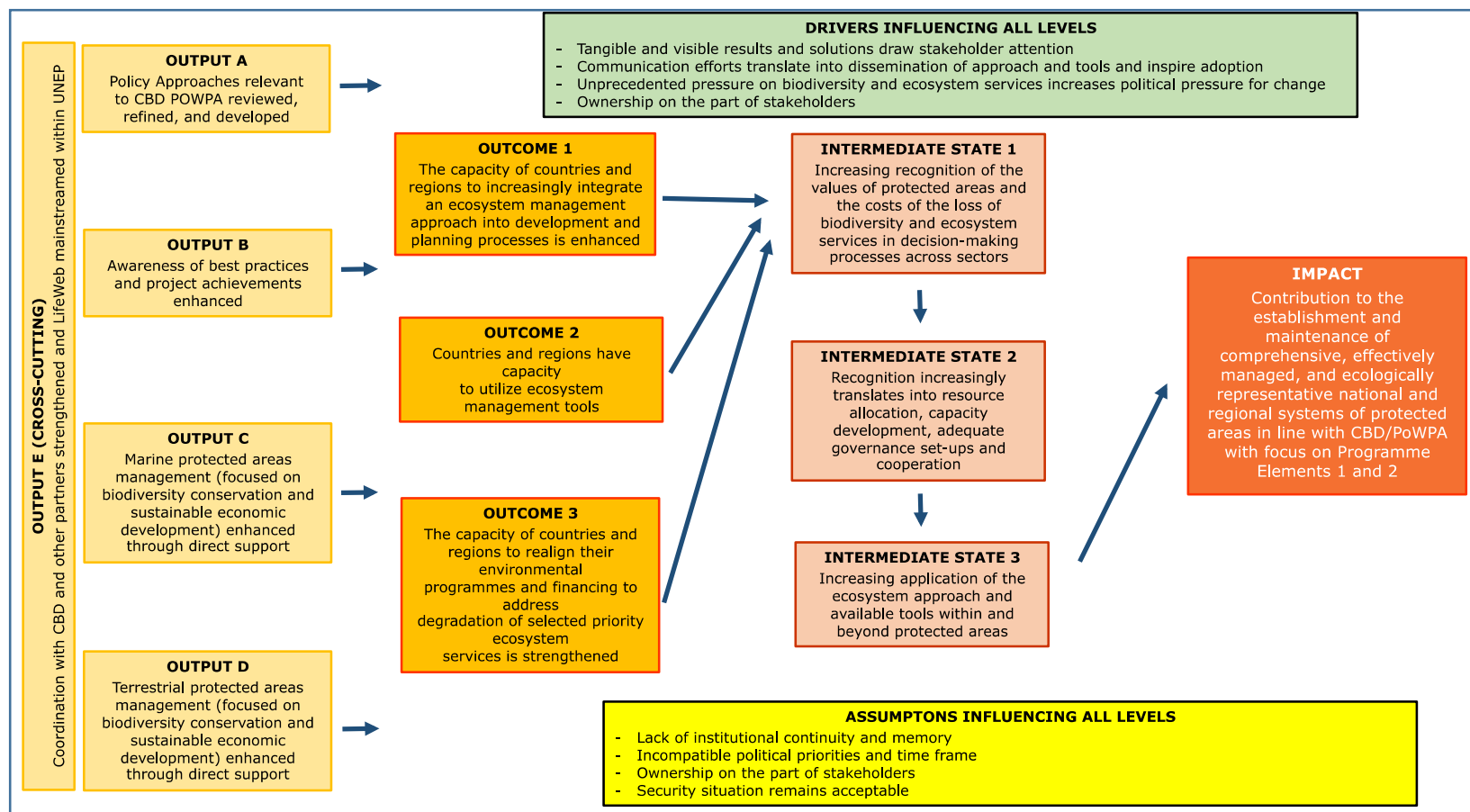
40. “Theory of Change” (TOC) provides a structured and transparent framework for monitoring and evaluation. In the evaluation of programmes and projects, which have not been planned according to TOC, it can be useful to reconstruct a TOC for analytical purposes, looking at both status and future prospects of impacts. In an ideal world, evaluations should consider impacts long after project termination given frequent time-lags. In practice, however, such re-visiting of closed project hardly ever takes place. The reconstruction of TOC can thus provide the best possible approximation of the likelihood of future impacts.
41. The GEF Evaluation Office has proposed an approach to assess the likelihood of impact that builds on TOC and related planning theory. The method is known as Review of Outcomes to Impacts (ROtI) and helps identify linkages between outputs and outcomes, and the intermediary states between outcomes and intended impact. ROtI also identifies or suggests both “drivers” and “assumptions”. The latter are understood here as external factors beyond the control of the project whereas the former can and should be influenced by the project, including in its design.
42. This TE draws on ROtI as suggested in the ToRs. The reconstruction relies on the Project Document and interviews with project stakeholders. The Project Document does not elaborate on causal pathways, which apparently was not standard procedure at the time. Reportedly, there was also considerable time pressure, which may have influenced the depth and quality of the Project Document and planning. Nevertheless, the Project Document contains explicit and implicit hints at the intervention logic despite certain deficiencies and inconsistencies. The logical framework does not contain the standard elements of commonly used planning matrices. It is likewise conspicuous that the project overview states three “Expected Accomplishments” whereas the logical framework makes references to a single “Expected Accomplishment” only.
43. One particularity of the Partnership is its composition of five quite distinct outputs or components. Two of the outputs are in turn divided into a large number of more or less coherent individual projects, most of which are local and some of which are regional. Every single one of these projects is both complex and ambitious. It could be argued that both planning and evaluation of all outputs (components) and even all field projects would have benefitted from a more in-depth elaboration of the individual intervention logic. As many of the individual projects were in their infancy at the time of project approval, this was not feasible in practice. It was considered unrealistic to propose multiple TOCs for the purpose of this TE. The TOC proposed hereafter is therefore an attempt to describe an overall intervention logic. As illustrated in the subsequent Figure, the five outputs cover very diverse ground ranging from policy analysis and development to awareness raising and direct support to both marine and terrestrial protected areas. Output E focusing on coordination, exchange and sharing can be interpreted as a cross-cutting output.
44. The causal pathways linking outputs and outcome are purposefully not relating individual outputs with individual outcomes. Rather, as also suggested in the Project Document, all outputs were expected to contribute to all outcomes.
45. The outcomes used for the Partnership adopted the “Expected Accomplishments” of Ecosystem Management Sub-Programme’s (EMSP) biennial work planning for 2010-2011. It



was considered adequate to use “outcomes” and “expected accomplishments” interchangeably for the purpose of this TE. The outcomes establish ambitious expectations at the regional and national levels with “capacity” being the common denominator. It is noteworthy that UNEP work planning specifies indicators for all “Expected Accomplishments”. However, there is no documented attempt to draw on such efforts in the project design. Note that all outputs, including the cross-cutting Output E are interpreted as (potentially) contributing to all three outcomes or “Expected Accomplishments”. This rather coarse interpretation is considered adequate given the general wording of both outputs and outcomes.

46. The Project Document does not explicitly refer to assumptions or drivers as defined above. More in-depth consideration would have strengthened the basis to raise awareness of and to develop mitigation strategies for both. This ROTI took the liberty to suggest key assumptions and drivers based on the evaluators’ interpretation of the Project Document and first interview responses. In the case of drivers, the risk log provided some useful hints. Ownership on the part of stakeholders, including but not limited to (inter)governmental actors, is purposefully proposed as both a key driver and a key assumption. It is clear that any conservation project is well advised to ensure ownership and that this can be influenced. At the same time, it is acknowledged that there are limits to influencing political and other forms of ownership.
47. The overall purpose of PoWPA was considered a useful umbrella to describe the impact due to its comprehensive and widely accepted wording and the full compatibility with CBD guidance and commitments. In order to move from the outcomes to the desired impact, this ROTI offers the following sequence of intermediate states: (i) increasing recognition of the values of protected areas and the costs of the loss of biodiversity and ecosystem services in decision-making processes across sectors; (ii) recognition increasingly translates into resource allocation, capacity development, adequate governance set-ups and cooperation; and (iii) increasing application of the ecosystem approach and available tools within and beyond protected areas.

Figure 1: Theory of Change (TOC) – Outputs to Impact Analysis



## 2 EVALUATION FINDINGS

48. Evaluation criteria were rated on a six-point scale as follows: Highly Satisfactory (HS), Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); and Highly Unsatisfactory (HU). Sustainability is rated from Highly Likely (HL) down to Highly Unlikely (HU).

### 2.1 Strategic Relevance

#### 2.1.1 Alignment with UNEP's strategy, policies and mandate

49. UNEP's Governing Council in 1972 was mandated to "promote international cooperation in the field of the environment and to recommend, as appropriate, policies to this end, and to provide general policy guidance for the direction and coordination of environmental programmes within the UN system". An expanded, even more ambitious mandate was adopted in 1997 (Nairobi Declaration) describing UNEP as the "the leading global environmental authority that sets the global environmental agenda, that promotes the coherent implementation of the environmental dimensions of sustainable development within the United Nations system and that serves as an authoritative advocate for the global environment". UNEP's mission is "to provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and peoples to improve their quality of life without compromising that of future generations".

50. All activities carried out under the Partnership are in line with UNEP's above overall mandate. Similarly, all activities can reasonably be interpreted as being covered by the umbrella and general wording of overarching UNEP strategies and policies, such as past and current Mid-Term Strategies. There are direct linkages to several sub-programmes of the 2010-2013 and the current 2014-2017 Medium Term Strategies, namely in terms of climate change, ecosystem management, environmental governance and, to a lesser extent, disasters and conflicts.

51. In line with the original planning horizon the Project Document refers to the Programme of Work (PoW) 2010-2011. The Partnership was to contribute to the following Expected Accomplishments (EA) of the Ecosystem Management Sub-Programme (EMSP):

- "The capacity of countries and regions to increasingly integrate an ecosystem management approach into development and planning processes is enhanced";
- "Countries and regions have capacity to utilize ecosystem management tools"; and
- "The capacity of countries and regions to realign their environmental programmes and financing to address degradation of selected priority ecosystem services is enhanced."
- The achievements of the Partnership can reasonably be linked to all of the above EA. In light of the very general wording inherent to overarching planning objectives, a more detailed evaluation is not possible.

52. The Project Document specifically refers to several PoW Outputs to which the Partnership was to contribute as detailed hereafter:

- 313: Methodologies for determining social and economic costs and benefits of ecosystem services accruing from land use change in national and transboundary contexts are developed and tested.

- 315: Dialogue on sustainable management of national and transboundary natural resources is facilitated.
  - 323: Integrated marine management mechanisms are developed and networks of Marine Protected Areas are promoted to increase the sustainability of fishing and the stability of coastal and marine habitats.
  - 334: Pilot approaches for equitable access to, and sharing of benefits from, ecosystem services are mainstreamed into national processes.
53. It is fair to say that the Partnership made positive contributions to all of the above Outputs. At the same time, the degree of contribution varies among the Outputs. As for 313, the valuation efforts in Panama and to a lesser extent in El Salvador plausibly used innovative approaches. The contribution to the further development and testing of such methods seems more limited. Dialogue across national boundaries (315) could successfully be facilitated in the regional marine approaches, less so in the terrestrial realm. The Partnership could only partially do justice to the demanding objectives under 323. Perhaps least effective, there is little evidence of pilot approaches being mainstreamed at the national level.
54. The Project Document Supplement dated 2013 adopted an Expected Accomplishment for the 2012-2013 Biennium: “Countries and regions have the capacity to utilize and apply ecosystem management tools”. The applicable PoW Outputs were as follows:
- 321: Ecosystem management tools to tackle ecosystem degradation are applied at the local, national or regional levels by countries.
  - 322: Coherent application of tools and approaches for the assessment and conservation of biodiversity is promoted by countries.
  - 414: The implementation of multilateral environmental agreements and the tasks of their secretariats are supported in such areas as lessons learned, information exchange, capacity-building, support for enhanced cooperation and coordination in order to assist the agreements, in specific areas, to address common issues, as appropriate, through advanced cooperative mechanisms in a manner that does not duplicate the services and functions of the agreements and their secretariats.
55. In 2010, the CBD developed its Strategic Plan for Biodiversity 2011-2020, from which the Aichi Biodiversity Targets are derived. EA2 is relevant to Aichi Biodiversity Targets 6 (Sustainable management of marine living resources), 7 (Sustainable agriculture, aquaculture and forestry), 12 (Extinctions of known threatened species prevented and conservation status improved and sustained) and 14 (Ecosystems and essential services safeguarded) while EA(c) is aligned with Targets 2 (Biodiversity values integrated) and 11 (Protected areas increased and improved). The Partnership is a direct contribution to Aichi Target 11 and indirectly contributes to the achievement of targets 2 and 6.
56. While responding to needs and deficiencies in line with the global PA debate, some of the Partnership activities conducted at the field level appear somewhat dispersed and of limited strategic significance. One could reasonably expect UNEP to intervene at a more strategic level according to its mandate and policies. Having said that, the evaluators recognize that operational equipment provided by the Partnership to individual protected areas in conflict or post conflict situations was instrumental in reactivating their operational management. From that perspective, the supply of equipment is a conceivable contribution under such circumstances despite the notion of a “band-aid” approach.

57. When pilot activities were conducted, opportunities to share and scale up the lessons learned were not always created, leaving some of the strategic potential of a UN programme not fully realized. Besides a number of innovative impulses and exemplary facilitation of regional efforts (South-South Cooperation), some of the interventions in individual protected areas illustrate a limited reflection of possible thematic leadership and agenda-setting in strategically selected thematic areas. In particular, the stated intention to move from individual protected areas to more comprehensive approaches at the level of ecosystems or landscapes / seascapes is only partially reflected in the actual implementation. The noteworthy exception is the elaboration of comprehensive transboundary marine management scenarios for the Eastern Caribbean under the umbrella of UNEP-CEP SPAW-RAC.
58. It is beyond doubt that the loss and degradation of biodiversity and ecosystem services, including its multiple linkages with climate change, are priority issues of unprecedented urgency in the global environmental agenda. Along with many other measures, protected areas are widely accepted and politically endorsed instruments to address the biodiversity crisis and to mitigate and adapt to climate change. This global imperative is fully reflected in all implementation countries of the Partnership.
59. If one accepts the Strategic Plan for Biodiversity 2011–2020 and the Aichi Targets under the CBD as a key guiding framework for the conservation and sustainable management of biodiversity and the equitable sharing of benefits derived from it, the Partnership is in line with priorities defined therein. Most directly, the Partnership contributed to the spatial targets defined under Target 11, which refers to protected areas and “other effective area-based conservation measures. Realistically, the Partnership made little progress in terms of “integrating (protected areas) into the wider landscape and seascapes” as stipulated under this target, besides strong efforts to initiate marine mammal corridors.
60. The Great Apes Survival Partnership (GRASP) is a UN initiative committed to ensuring the long-term survival of the four great apes species (Gorilla, Chimpanzee, Bonobo and Orangutans) and their habitats in Africa and Asia. The great apes serve as both umbrella and flagship species. The Partnership made fully coordinated contributions to this important global initiative by funding and otherwise supporting a coherent subset of projects. In addition to these species conservation priorities, the Partnership also contributed to the conservation of other charismatic and endangered species, such as marine mammals. The critically endangered Monk Seal in Mauritania deserves to be singled out in regard of the latter.
61. The regional marine activities in the Pacific and the Caribbean are positive examples of offering new and much needed platforms to address emerging strategic priorities.
62. A more strategic consideration of UNEP’s role in the realm of protected areas, including within the Post-2015 Development Agenda, seems justifiable. Inevitably, the TE touched upon broader questions of modes of delivery and UNEP’s role, niche and comparative advantages in the realm of protected areas. A brief discussion was therefore considered useful as food for thought.
63. A large number of actors are involved in the protected areas debate ranging from global to local level. They include several multi-lateral (e.g. WB system, UN, development banks) and bi-lateral cooperation actors, governments and non-governmental organizations at all levels, as well as academic actors in both “donor” and “recipient” countries. While all activities under the Partnership respond to conceivable and well-documented needs, there is little evidence of a structured discussion on UNEP’s best possible role. One indicator is that the Project Document, and the logical framework in particular, superficially touch upon a very wide range of highly complex issues without elaboration or systematic follow-up in

further documentation. It proved unrealistic to address all of them jointly in a meaningful way within one single initiative. While support to individual terrestrial and marine PAs continues to be desperately needed, UNEP has no obvious comparative advantage to respond to those needs in the form of short-lived projects in individual protected areas. While an in-depth discussion is beyond the scope of this TE, a UNEP focus on policy and strategy, as well as a facilitating / convening role at national, regional and global levels would appear to be more adequate. More in-depth answers to such questions lend themselves to further consideration.

**The overall rating for strategic relevance is SATISFACTORY (S).**

## 2.2 Achievement of Outputs

64. This first part of this section provides a description of the Partnership's main outputs against the stated objectives and planned activities. The second part of this section assesses to what extent the means of verification (performance indicators) mentioned in the project logical framework have been achieved.

### 2.2.1 Component / Output A – Policy Approaches

65. When reviewing the achieved outputs against the ambitious indicators suggested in the Project Document (see Table 8), a number of gaps emerge. For example, the Project Document states a need to “strengthen the capacity of CBD Focal Points” so as to eventually help them access GEF resources for PA funding, e.g. in the form of training and management manuals. No explicit follow-up is documented. Similarly, a proposed “set of on line electronic modules on PA management developed in collaboration with the CBD Secretariat, IUCN and others” did not materialize, including one on Access and Benefit Sharing (ABS) singled out in the Project Document. The intended elaboration of methodological manuals on a wide range of complex topics (REDD, Indigenous peoples' and community conserved territories and areas or ICCAs among others) was eventually restricted to guidance on Community Protocols (CPs) as detailed hereafter.

66. A desktop exercise produced policy guidance on (Biocultural) Community Protocols ((B)CP) and a corresponding brochure. While the former primarily targeted policy makers, the objective was to also reach out to numerous other stakeholders, including indigenous peoples and local communities, academic institutions, non-governmental organizations and the private sector. The guide exposes readers to the concept, relevance, principles and objectives and their application. The guide was elaborated drawing on in-house and external expertise. While a technically strong and helpful product, in the absence of monitoring it is not clear how the 500 hard copies were used or applied in practice.

67. An awareness-raising workshop in Indonesia brought together various stakeholders with the objective to familiarize them with the emerging (B)CP concept and to explore options to integrate it into legal and policy frameworks. While sparking great interest according to an involved UNESCO representative, there is limited evidence of follow-up. In particular, the main workshop recommendation to set up national forum to breathe life into the concept remains to be realized.

68. A pilot study titled “Contribution to effective management and governance of Protected Areas” was carried out in Cameroon, the Democratic of Republic Congo and the Republic of Congo to shed light on the status of local participation in the effective management and governance of PAs. As in the above case, a well-structured technical report was delivered, the use of which is little known.

69. A similar observation could be made in Panama. The intervention in this case conceivably focused on a valuation study of the Volcán Barú National Park. The study was produced to a high quality and undoubtedly contains a strong and clearly justified message. In particular, the crucial importance of water provision for adjacent communities, agriculture and energy is convincingly illustrated and attempts are made to quantify it. It is less clear how the study could be used to expose decision-makers to the mismatch between the importance of the ecosystem services of the PA and investment to maintain them.
70. The bottom line is that the Partnership managed to deliver a number of relevant products and in an adequate quality. Some of the initially planned outputs were not followed up upon while some additional outputs were identified and delivered. All products undoubtedly document relevant policy issues and advocate for change in constructive and well-justified fashion. In hindsight, it appears that overly ambitious products were defined at a very early point in time when there was insufficient clarity about the exact nature of implementation partnerships and (in-country) needs. The mismatch between intended and delivered outputs under Component A is primarily considered a project design flaw rather than a delivery issue.

### 2.2.2 Component / Output B – Awareness and Support

71. The Partnership developed a wealth of attractive media material, such as a well-structured website ([www.unep.org/lifeweb](http://www.unep.org/lifeweb)), brief documentaries and brochures in various languages. The various field projects likewise produced their media and educational material. There is an overlap with the numerous (technical) documents elaborated under Components C and D.
72. In terms of contributions to, and linkages with, international processes and initiatives, there is limited evidence of the realization of the objective to “communicate key messages surrounding protected areas” at “international fora” stated in the Project Document. In the absence of monitoring of the use of produced material, it cannot be assessed to what degree the numerous intended target groups could be reached.

### 2.2.3 Components / Outputs C and D – Improving Management of Marine and Terrestrial Protected Areas

73. The subsequent table lists delivery of the main outputs or lack thereof by project.

**Table 8: Main output delivered by the field projects**

Field project	Location	Output delivered	Output not delivered
1	The Cape Blanc Satellite Reserve in Banc D’Arguin National Park, Mauritania	<ul style="list-style-type: none"> <li>• Marine and coastal patrols carried out with new equipment</li> <li>• Surveillance training course implemented</li> <li>• Surveys to locate suitable habitats for monk seal carried out and establishment of a surveillance system</li> <li>• Monitoring monk seal population, including innovative satellite monitoring of juvenile</li> <li>• Information activities performed at schools and visitor centres</li> <li>• Renovation of the visitor centre</li> <li>• Information courses performed to artisanal fisherman on sustainable fisheries</li> <li>• Editing material on sustainable fisheries</li> </ul>	<ul style="list-style-type: none"> <li>• None</li> </ul>
		<i>Project costs: USD 810,534</i>	
		<b>Observations:</b> The project delivered all the expected outputs. It has been instrumental in the conservation of the critically endangered monk seal via a combination of surveillance, population monitoring and awareness campaign activities	
2	Senegal, Guinea-Bissau, Cabo Verde, Sierra	<ul style="list-style-type: none"> <li>• Senegal: Reinforcement of the management of Pamarin Community Nature Reserve based on participatory diagnostic and strengthening of collaboration with Joal Fadioith MPA</li> </ul>	<ul style="list-style-type: none"> <li>• Sierra Leone: Development of zoning plans for setting up a</li> </ul>



Field project	Location	Output delivered	Output not delivered
	Leone	<ul style="list-style-type: none"> <li>• Cabo Verde : Mapping of the nesting areas, density and reproduction success of <i>Caretta caretta</i> with a database-linked database</li> <li>• Guinea Bissau: Monitoring of nesting period of <i>Chelonya midas</i> and evaluation the significance of the western part of the Bijagos for the feeding of juveniles</li> <li>• Sierra Leone: MPA/Biosphere Reserve feasibility study around Shrebo &amp; Turtles islands; roadmap for the adhesion of SL to the MAB Programme</li> </ul> <p><i>Project costs:</i> USD 372,528</p> <p><b>Observations:</b> This project was challenging due to the high number of stakeholders involved in a region with difficult communication. Most of the expected outputs have been delivered but result 3 (experts networking) has proved difficult to achieve. Some project products are of high scientific value (e.g. Cabo Verde Beaches Atlas)</p>	UNESCO Biosphere Reserve not achieved due to unavailability of the partners involved in the process since the beginning of the project (2011)
3	Joao Viera-Polao, Iles D'Orango and Rio Cacheu Mangroves National Parks, Guinea-Bissau	<ul style="list-style-type: none"> <li>• New fishing rules and zoning negotiated with local populations in 3 MPA</li> <li>• Environmental education and awareness campaign of fishermen carried out in 3 MPA</li> <li>• Purchase of surveillance boats and implementation of surveillance mission</li> <li>• Creation of a Surveillance Central Coordination Unit (in charge of planning, monitoring and assessment of surveillance activities)</li> <li>• Elaboration of a National Surveillance strategy</li> <li>• Training of MPA staff in navigation and surveillance techniques</li> <li>• Monitoring of marine turtles nesting sites and bird colonies in 3 MPA</li> </ul> <p><i>Project costs:</i> USD 767,972</p> <p><b>Observations:</b> All the project's outputs have been achieved. The combination of law enforcement, staff training, scientific monitoring and community-based activities is remarkable. The project focus on key marine biodiversity area in West Africa and its effective implementation constitutes a significant contribution to biodiversity conservation and sustainable fisheries in West Africa.</p>	<ul style="list-style-type: none"> <li>• None</li> </ul>
4	South and Northeast Pacific and the Wider Caribbean	<ul style="list-style-type: none"> <li>• Generation and compilation of data on marine mammals data and mapping of essential habitats, migration routes and human impacts available for future marine planning and management</li> <li>• Scenarios on future sub-regional management of marine mammals in Eastern Caribbean</li> <li>• Project recommendations included in CPPS COP resolution on marine management</li> <li>• Technical reports and thematic maps on marine mammals and implications for spatial planning</li> <li>• Enhanced capacity for Marine Spatial Planning (MSP) principles and transboundary governance</li> <li>• Initial steps to establish platform to address emerging strategic priorities including innovation which may contribute to the positioning of marine conservation in general and marine spatial planning in particular</li> <li>• Elaboration of a (pilot) management plan for the Marine Mammal Sanctuary of the Dominican Republic</li> <li>• Technical and awareness material for government planners in participating countries produced and translated into English, Spanish and French</li> <li>• Outreach at regional/global fora, conferences, meetings</li> </ul> <p>Project costs: Exact amount not clear from provided financial mapping, USD 775,000 according to the (internal) final report.</p> <p><b>Observations:</b> Positive overall benefits are widely acknowledged, in particular in terms of bringing together several countries in unprecedented fashion for this purpose and positioning emerging and in some cases innovative themes, e.g. integrated management and transboundary marine issues. New thinking about emerging strategic marine priorities could be initiated. There is major potential to follow up building upon this foundation. Some differing views on data quality and peer review requirements were reported. The elaboration of a management plan for an important MPA in the Caribbean generated and presented useful information. It is noteworthy that the costs of the elaboration exceeded the annual management budget of the MPA<sup>2</sup>. The intended opportunity to use the elaboration of the management plan as a pilot exercise to inform MPA management planning was not fully realized.</p>	<ul style="list-style-type: none"> <li>• None, but it should be noted that agreement was not reached on two additional products proposed by partners and their quality was not deemed to meet the required UNEP standards, hence the publication of these two results could not be endorsed by UNEP.</li> </ul>
5	Garamba National Park, Democratic	<ul style="list-style-type: none"> <li>• Construction of a health centre</li> <li>• Purchase of a truck</li> </ul>	<ul style="list-style-type: none"> <li>• None</li> </ul>

<sup>2</sup>For clarity, the PA did not have a management plan or budget prior to UNEP engagement, UNEP intended to start the process of developing a management plan so that decisions on government allocation of budget could be initiated.

Field project	Location	Output delivered	Output not delivered
	Republic of Congo (DRC)	<ul style="list-style-type: none"> <li>Road infrastructures improved</li> <li>Two aerial surveys conducted</li> </ul>	
		<ul style="list-style-type: none"> <li>Project costs: USD 463,000</li> </ul>	
		<ul style="list-style-type: none"> <li><b>Observations:</b> The project focussed on the much-needed recovery and reconstruction of the destroyed and/or damaged infrastructure, which is of crucial importance in the extremely remote protected area.</li> </ul>	
6	Kahuzi-Biega National Park, Democratic Republic of Congo (DRC)	<ul style="list-style-type: none"> <li>Biomonitoring training and implementation and field equipment provided</li> <li>Health monitoring of ICCN staff and local communities</li> <li>Conflict resolution strategy developed and implemented</li> <li>Law enforcement activities</li> <li>Implementation of micro projects (rice farming, bamboo planting, goat rearing)</li> <li>Re-establishment of a strategically located ranger post</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>
		<ul style="list-style-type: none"> <li>Project costs: USD 198,000</li> </ul>	
		<ul style="list-style-type: none"> <li><b>Observations:</b> The project took place in a very difficult context due to the civil war that has been affecting eastern DRC for decades. The achievements of the project, in particular the development and implementation of a conflict resolution strategy with tangible results, are remarkable.</li> </ul>	
7	The Odzala-Lossi Interzone, Republic of Congo	<ul style="list-style-type: none"> <li>Monitoring of mammals, apes and human signs allowing patrols adjustment</li> <li>Ngaga study site proposed as "series de conservation" (IUCN category VI)</li> <li>Study of gorilla behavioural ecology</li> <li>New staff training, including trackers and tourist guides</li> <li>Establishment of a new community based conservation and education centre</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>
		<ul style="list-style-type: none"> <li>Project costs: USD 399,796</li> </ul>	
		<ul style="list-style-type: none"> <li><b>Observations:</b> the project supported one of the very few sites with gorilla tourism in west central Africa. Links with local communities are strong. The project delivered strong and lasting results.</li> </ul>	
8	Nouabalé-Ndoki National Park, Republic of Congo	<ul style="list-style-type: none"> <li>Law enforcement activities implemented</li> <li>Eco guard training</li> <li>Large mammals surveys</li> <li>Village hunting scheme initiated (at the periphery of the park)</li> <li>Development and implementation of a wildlife disease monitoring program, including great ape ecotourism preventive health and safety regulations</li> </ul>	<ul style="list-style-type: none"> <li>Habituation of a third gorilla group not realized because of lack of skilled staff</li> </ul>
		<ul style="list-style-type: none"> <li>Project costs: USD 379,904</li> </ul>	
		<ul style="list-style-type: none"> <li><b>Observations:</b> NNNP is a key area for the conservation of apes in Africa. The project delivered different types of outputs, all of them strengthening the management of the park.</li> </ul>	
9	Cross River Gorilla Habitat in Takamanda, Cameroon	<ul style="list-style-type: none"> <li>Development of REDD+ project feasibility study for the Takamanda-Mone feasibility study. The feasibility study contains baseline data on land use changes</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>
		<ul style="list-style-type: none"> <li>Project costs: USD 96,000</li> </ul>	
		<ul style="list-style-type: none"> <li><b>Observations:</b> The project supported the development of one of the first complete REDD+ feasibility study in Cameroon, setting standards for the type of study</li> </ul>	
10	Gunung Leuser National Park, Indonesia	<ul style="list-style-type: none"> <li>Support to equipment and law-enforcement and monitoring capacity</li> <li>Support to community-based ecotourism development</li> <li>Ecological Restoration of Degraded Critical Orangutan Habitats</li> <li>Raising public awareness</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>
		<ul style="list-style-type: none"> <li>Project costs: USD 375,000</li> </ul>	
		<ul style="list-style-type: none"> <li><b>Observations:</b> Gunung Leuser National Park is widely considered Sumatra's most important PA for the conservation of the critically endangered Orang-utan. The project was managed by UNESCO and supported the management of the park via the involvement of numerous local partners. All expected output have been achieved.</li> </ul>	
11	Volcán Barú National Park, Panama, and the Natural Area of La Montaña, El Salvador	<ul style="list-style-type: none"> <li>Economic valuation study of the ecosystem services of Volcán Barú</li> <li>Investment in (experimental) organic agriculture</li> <li>In response to acute needs contributions of fire management</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>
		<ul style="list-style-type: none"> <li>Project costs: USD 664,250</li> </ul>	
		<ul style="list-style-type: none"> <li><b>Observations:</b> The valuation study carried out is technically sound and helpful even though a similar study was carried only a few years ago in the very same area. Volcán Barú is part of a much larger transboundary conservation complex with neighbouring Costa Rica. The potential to not only apply the study to the much larger contiguous formally protected area in Panama was not realized. It deserves to be noted that Volcán Barú belongs to one of Central America's most prominent transboundary conservation areas regionally known as PILA, suggesting an untapped potential to work with neighbouring Costa Rica.</li> </ul>	

## 2.2.4 Component / Output E – Coordination

74. The descriptive part dedicated to this component in the Project Document is restricted to two generic sentences despite the considerable budget allocation. Given the reference to lessons learned in that brief section, a workshop conducted in December 2014 in Nairobi deserves to be mentioned. Under the leadership of UNEP-WCMC, contracted for the purpose, 10 of 11 field managers were brought together to extract lessons. A total of eight lessons learned could be identified suggesting effectiveness of interventions in protected areas, the need for careful targeting of investments, the viability of conservation under conditions of limited security, the effectiveness of engagement with communities and other stakeholders, the need for consideration of all levels of governance, the need for regional networks in the realm of MPAs, as well as for coherent and systematic data collection, monitoring, reporting and both adequate administrative systems.

## 2.2.5 Evaluation of Means of Verification (Key Performance Indicators)

75. The level of achievements of means of verification (key performance indicators) as stated in the logical framework is displayed in the following table.

**Table 9: Level of achievement according to means of verification (key performance indicators)**

Project output	Indicators	Level of achievement	Comments
A	Three on-line curricula modules on PA management prepared and training provided to PA focal points	HU	Interpreted as project design flaw.
	Manual for development of strategic plans and training implemented	HU	Interpreted as project design flaw.
	ABS and BCP manuals produced and training implemented and tested in one site	MS	While no ABS manual was produced, a workshop on ABS and PA was organised in 2011; (B)CP Guide produced; formal training not implemented.
	ABS-REDD and PA Manual developed	HU	Poorly defined focus in the project design and lack of reference to the two globally most widely used guidance in the thematic area (CBD Technical Series and IUCN Best Practice Guidelines). Similarly, no evidence of consideration of the complex debate and institutional landscape surrounding REDD+.
	Policy Guidelines on ABS and BCP developed	MS	No ABS policy guideline produced; BCP Guide produced.
	Series of policy briefs and technical documents on PoWPA	HU	Poorly defined focus in the project design and lack of reference to the two globally most widely used guidance in the thematic area (CBD Technical Series and IUCN Best Practice Guidelines).
	Expert consultation on PoWPA informs development of PoWPA implementation plan focused on guidance tools for locally-sensitive policy formulation on PAs	HU	Lack of evidence of linkages to PoWPA processes at national, regional or global level.
B	Communication & Outreach Strategy developed	MS	While no explicit formal strategy was developed, activities implemented amount to an approach containing standard elements of a communication strategy; Lack of monitoring and evaluation of reaching target groups.
	Strategy implemented: a) Communication materials printed b) Articles and opinion pieces published c) Side events held	S	Lack of information on side events.
	Data collected on reach of communication activities and evaluation of effectiveness conducted	MS	Data on communication activities have been collected but no evaluation of the impact of communication was conducted

Project output	Indicators	Level of achievement	Comments
C	Staff skills developed	MS	While the Partnership no doubt contributed to individual learning experiences, there is little evidence of structured capacity-development.
	Monitoring mechanisms strengthened	MS	While the data basis for monitoring was considerably improved, the use of data in actual monitoring mechanisms is less pronounced.
	Law enforcement capacities improved	MS	Limited evidence of tangible contributions
	Public engagement processes instituted	M	Difficult to generalize across the wide range of activities. The elaboration of the management plan in the Dominican Republic contained elements of public engagement. However, these were not instituted as no follow-up to the elaboration of the plan could be secured so far. In terms of the regional approaches in the Pacific and the Caribbean, the focus was more technical, limiting public engagement.
	The process to create at least one new protected area initiated	MU	The only new MPA proposed is the Shrebo-Turtle Islands Biosphere Reserve in Sierra Leone; the process of creation has been initiated but is far from being completed. In light of the original time-frame of the Partnership this objective is considered inadequate given that fundamental factors determining the establishment of a protected area are beyond the control of a short-lived project.
D	Staff skills developed	S	Impossible to generalize across the wide range of activities.
	Improved local and indigenous communities Practices (associated with fire management related to agricultural activities)	MU	Fire management was not the focus of improved communities practises.
	Drafted regulatory and economic instruments or mechanisms to enable sustainable use of ecosystems and the services they provide	MU	The Takamanda field project in Cameroon has developed such an approach. While efforts focusing on economic approaches in Central America have produced valuable information, tangible mechanisms continue to be far from operational.
	Strengthened landscape planning	MU	Most projects included elements of a landscape planning approach. Eventually, the majority of PA interventions was restricted to individual PAs.
	Monitoring mechanisms strengthened	MS	Limited evidence of strengthened monitoring mechanisms.
	Law enforcement capacities improved	MS	During Partnership implementation, some contributions could be made, in particular in African terrestrial sites. The sustainability beyond the duration of the Partnership are not known.
	Public engagement processes instituted	S	Evidence of successful community work in the majority of the terrestrial sites.
	The number of hectares under protection is increased	MS	No new PAs have been created or initiated. However, it can be argued that improved conservation and in some cases restoration of degraded areas within PAs modestly increased the <i>de facto</i> surface area under protection.
E	Information and lessons shared between all aspects of the LifeWeb Initiative	S	A Lessons Learned Workshop in December 2014 contributed to partial compliance with this indicator. It should be recalled though that this effort was made after the conclusion of most activities of the Partnership, thereby offering hardly any opportunities to cross-fertilize among sites or to respond to lessons learned during implementation.
	Synergies with complementary UNEP projects identified and incorporated	S	Overall effective involvement of a large number of UNEP units.

76.

77. Outputs B, C, D and E display a good level of achievement for most indicators. The low level of achievement for Output A is conspicuous with five out of the seven indicators showing no achievement at all. As detailed earlier, this is interpreted as unrealistic planning rather than an implementation issue.

The overall rating on the achievement of outputs related to this outcome is Satisfactory (S).

## 2.3 Effectiveness: Attainment of Objectives and planned Results

### 2.3.1 Achievement of direct outcomes as defined in the reconstructed ToC

78. As discussed above (reconstructed TOC), the Partnership sought to achieve outcomes expected to lead the project towards its overall objective. The TE of the effectiveness is based on the extent to which the objectives were achieved in light of the reconstructed TOC.
79. Outcome 1 (Expected Accomplishment): “The capacity of countries and regions to integrate an ecosystem approach into development and planning process is enhanced”. The Partnership was able to include principles and elements of the ecosystem approach most clearly in its efforts at the regional level, i.e. in the marine projects in different parts of the Pacific and the Wider Caribbean. Prominent examples include Marine Spatial Planning (MSP) modeling and mapping integrating thematic information from diverse sectors. To a lesser degree, elements of the ecosystem approach could be applied in MPAs in West Africa and support to land use planning within large PAs and PA networks, such as in the Republic of the Congo (Odzala-Nouabalé interzone). Nevertheless, such elements remained dispersed and it is unclear to what degree they may have influenced capacities beyond the local level. Outcome 1 was supposed to implement capacity building activities for CBD focal points on how to prepare strategic plans to guide the allocation of funds for the implementation of the CBD POWPA and access GEF 5 funds. These country-level strategic documents would have defined priority areas of intervention that could have been key elements of development planning. These capacity building activities, however, have not been implemented. The low rate of implementation of deliverables under this outcome means that this potential remained largely untapped. Achievement is considered Moderately Unsatisfactory (MU).
80. Outcome 2 (Expected Accomplishment): “Countries and regions have capacity to utilize ecosystem management tools”. Many of the field projects have contributed to capacity development, which can reasonably be related to ecosystem management tools. These activities focused at both the operational and the strategic levels. As often is the case in capacity development in settings of limited institutional capacity and continuity, this TE could not assess to what extent capacities will be applied in the future, one reason being the frequently high turn-over of staff. The Dominican Republic and Central Africa may serve as reminders in this regard. While acknowledging insufficient information, this TE concludes that this outcome has been achieved in Satisfactory (S) fashion.
81. Outcome 3 (Expected Accomplishment): “The capacity of countries and regions to realign their environmental programmes and financing to address degradation of selected priority ecosystem services is strengthened”. Most field projects focus on highly visible PAs or sites that have been high on the political agenda of host and donor countries and other supporters for several reasons. Many are inscribed on the World Heritage List, further recognition of their conservation significance. Despite ambitious commitments, the overall willingness and capacity of governments to sustainably finance and manage these PAs continues to be weak and is likely to remain weak in the foreseeable future. It can be argued in some cases that external support substitutes rather than encourages governmental action. While there is no simple cure-all for this fundamental dilemma within reach of an individual project, it is clear that site-level interventions in individual protected areas are not a sufficient vehicle to induce such fundamental change, especially in countries with poor governance. In countries which have shown limited or no progress in

managing protected areas despite years and sometimes decades of financial and technical support by international development agencies, some argue that the most promising way forward is to delegate the management of PAs to non-governmental partners (as Odzala National Park, Republic of the Congo, which has been managed by the foundation African Parks Network since 2011 ). These partners provide both technical and financial supports. Promising efforts with the potential to contribute to the establishment to more sustainable financing include valuation of ecosystem services, as promoted in Panama, and support to community-based tourism in several sites elsewhere. While acknowledging that the definition of this outcome might be questionable in the first place, this TE concludes that its achievement – as defined - was Moderately Unsatisfactory (MU).

**The rating for overall achievement of outcomes is Moderately Satisfactory (MS).**

### 2.3.2 Likelihood of impact using the Review of Outcomes to Impact (ROtI) Approach

82. The ROtI approach is used to assess the likelihood of impact by building upon the concepts of Theory of Change. The ROtI approach requires ratings to be determined for the outcomes achieved by the project and the progress made towards the ‘intermediate states’ at the time of the evaluation. The rating system is presented in Table 10 below and the assessment of the project’s progress towards achieving its intended impacts is presented in the subsequent tables.

**Table 10: Rating Scale for Outcomes and Progress towards Intermediate States**

Outcome Rating	Rating on progress toward Intermediate States
D: The project’s intended outcomes were not delivered	D: No measures taken to move towards intermediate states.
C: The project’s intended outcomes were delivered, but were not designed to feed into a continuing process after project funding	C: The measures designed to move towards intermediate states have started, but have not produced results.
B: The project’s intended outcomes were delivered, and were designed to feed into a continuing process, but with no prior allocation of responsibilities after project funding	B: The measures designed to move towards intermediate states have started and have produced results, which give no indication that they can progress towards the intended long term impact.
A: The project’s intended outcomes were delivered, and were designed to feed into a continuing process, with specific allocation of responsibilities after project funding.	A: The measures designed to move towards intermediate states have started and have produced results, which clearly indicate that they can progress towards the intended long term impact.

**Table 11: ‘Overall likelihood of impact achievement’ on a six point scale**

Outputs	Outcomes	Rating (D – A)	Intermediate states	Rating (D – A)	Impact (GEB)	Rating (+)	Overall
A. Policy approaches relevant to CBD PoWPA reviewed, refined and developed	1. The capacity of countries and regions to integrate an ecosystem approach into	C	1. Increased recognition of the values of PAs and the cost of loss of biodiversity and	B	Contribution to the establishment and maintenance of comprehensive,		<b>BC</b>

<p>B. Awareness of best practises and project achievement enhanced</p> <p>C. Marine PAs management enhanced</p> <p>D. Terrestrial PAs management enhanced</p> <p>E. Coordination with CBD and other partners strengthened and Life Web mainstreamed within UNEP</p>	development and planning process is enhanced		ecosystem services in decision-making processes across sectors		effectively managed, ecologically representative national and regional systems of PA in line with CBD/PoWPA with focus on programme element 1 and 2		
	Justification for rating: See paragraph 76		Justification for rating: See section 2.9 (ToC)				
	2. Countries and regions have capacity to utilize ecosystem management tools	B	2. Recognition increasingly translates into resource allocation, capacity development, adequate governance set-ups and cooperation	C			
	Justification for rating: See paragraph 77		Justification for rating: See section 2.9 (ToC)				
	3. The capacity of countries and region to realign their environmental programmes and financing to address degradation of selected priority ecosystem services is strengthened	C	3. Increasing application of the ecosystem approach and available tools within and beyond PAs	B			
Justification for rating: See paragraph 78		Justification for rating: See section 2.9 (ToC)					

83. The ROTI approach as adopted by UNEP’s EO is based on a 6-point rating scale as shown in table hereafter.

**Table 12: Overall likelihood of impact achievement’ on a six point scale**

Highly Likely	Likely	Moderately Likely	Moderately Unlikely	Unlikely	Highly Unlikely
AA AB BA CA BB+ CB+ DA+ DB+	BB CB DA DB AC+ BC+	AC BC CC+ DC+	CC DC AD+ BD+	AD BD CD+ DD+	CD DD

84. Given an aggregated final rating of “BC”, the likelihood of impact achievement according to this method is considered “Moderately Likely”.

85. A noteworthy impact of some of the projects, approaches successfully tested in the field have been adopted by other projects. As an example, elements of the conflict management work in Kahuzi-Biega NP (field site 6 – see Table 8) have been replicated in Cote d’Ivoire and Liberia with funding from other sources.



### 2.3.3 Achievement of the formal Project Objectives as presented in the Project Document

86. Recognizably drawing on PoWPA, the overall objective of the Partnership was defined as the “establishment, and maintenance of comprehensive, effectively managed, and ecologically representative national and regional systems of protected areas.” The specific objectives were to (i) improve the management of existing protected areas and to (ii) increase the network of protected areas by either extending existing protected areas or creating new protected areas.
87. The overall objective is general to the point that it cannot be reasonably measured in terms of achievements. In terms of “establishment” of (systems of) PAs, a notion of both the overall objective and the second one of the specific objectives, the Partnership made no tangible contributions. However, it is important to remember that none of the components or site level interventions established any concrete objectives in terms of creating new or expanding existing PAs. In this light and recalling the originally planned implementation phase of less than two years, this can only be attributed to unrealistic planning rather than implementation deficits.
88. As for the first one of the above specific objectives, the Partnership generated important contributions to the achievement at very different levels in selected terrestrial and marine PAs. This specific objective - as defined in the Project Document - has thus been achieved in satisfactory fashion in the view of the evaluators.

**The overall rating of the achievement of objectives as defined in the Project Document is Moderately Satisfactory (MS).**

## 2.4 Sustainability and Replication

89. Sustainability is understood here to mean the probability of continued long-term project-derived results and impacts after the project support has ended. In practice this implies the establishment of capacities and mechanisms during implementation, which favor such continuation. Replication refers to the objective that all or some of the achievements will be adopted elsewhere. Both are common evaluation criteria in any conservation intervention.

### 2.4.1 Socio-political sustainability

90. As previously mentioned, most field sites supported by the Partnership are already well-positioned on the national and international political agenda. This is because some are biodiversity hotspots containing globally significant flagship species (great apes, marine mammals, marine turtles etc.) and/or play critical roles in large-scale ecological processes (e.g. migration). They attract the support of the general public and the donors. In most cases, these sites are reference sites for international agreements related to biodiversity, including but not limited to the Convention on Biological Diversity, the World Heritage Convention; UNESCO’s Man and the Biosphere Programme; the Ramsar Convention; Convention on the Conservation of Migratory Species of Wild Animals (CMS) as well as the the Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region (Cartagena Convention) and the Convention for the Protection of the Marine Environment and Coastal Zones of the South-East Pacific (Lima Convention). The Partnership has certainly reinforced the political visibility of the sites. At the stage of receiving comments on the draft TE report, the evaluators were informed that marine mammals data and mapping of essential habitats, migration routes and human impacts were endorsed by COP8 of the Cartagena Convention SPAW Protocol

([www.cep.unep.org/meetings/2014/spaw-stac6/@@downloads](http://www.cep.unep.org/meetings/2014/spaw-stac6/@@downloads)) and that approved SPAW workplans for 2015-2016 include specific follow-up activities in the Caribbean.

91. Most PAs benefitting from the support of the Partnership at varying degree engage with Indigenous peoples and local communities. Such engagement included, for example, income-generating activities, development of micro-projects for the sustainable use of natural resources, infrastructure development, health and benefit-sharing schemes. While difficult to evaluate, education and awareness-raising in several sites are assumed to increase acceptance of and support to conservation. In the end, an increasing number of scholars and practitioners has come to the conclusion that the key to sustainability of conservation must include elements of transferring secure rights and responsibility in both management and governance. The Partnership could make some contributions to this effect, but was not designed to systematically focus on such questions.

**The rating for socio-political sustainability is Satisfactory (S).**

#### 2.4.2 Sustainability of Financial Resources

92. None of the PAs supported by the Partnership are financially sustainable and all are heavily dependent on external support. Governmental budgets are often modest and/or unreliable. In many cases they are restricted to covering staff costs, leaving little and in some cases no room for operational activities or responses to unexpected incidents. A drastic example is the vast MPA in the Dominican Republic, which is significantly understaffed and under-funded. The costs of the elaboration of the management plan as project activity exceeded the annual budget of the MPA, epitomizing the lack of governmental investment. While the management plan implies the need for a financial commitment in a completely different order of magnitude, it could not yet tangibly contribute to inducing change. A wealth of instruments has been discussed for years, for example under the umbrella of the Conservation Financing Alliance. Among them are different payment schemes and environmentally, socially and culturally friendly forms of tourism. Beyond selected interventions, in particular economic valuation and promotion of tourism, the design and implementation of the Partnership did not specifically focus on financial sustainability despite the fundamental need to ensure reliable basic funding of any PA. The evaluators fully acknowledge the complexity of the challenges which makes it unrealistic to expect comprehensive solutions from individual initiatives. At the same time, the evaluators note the crucial and overarching importance of conservation financing and recall that the project documents refers to the following Expected Accomplishment of UNEP's Subprogramme on Ecosystem Management: "The capacity of countries and regions to realign their environmental programmes and financing to address degradation of selected priority ecosystem services is enhanced". A more systematic consideration of protected areas financing would have been justifiable.
93. However, some activities implemented at the field sites level contributed to improve the financial sustainability of protected areas. One promising example is the Odzala-Lossi Interzone Project (Republic of the Congo), where a high-end tourism project focusing on gorilla observation is being developed in the Ngaga Forest, supported by various public and private partners. By funding a wealth of activities in this area (gorilla population monitoring, gorilla habituation, involvement of local communities etc.) during a period of severely limited funding, the Partnership contributed to the development of a tourism industry. The involvement of the Partnership was instrumental in attracting other partners (eg. SPAW-RAC) and in developing a gorilla-based integrated ecotourism scheme. In 2014/2015, about 500 tourists visited Ngaga Forest-Odzala National Park, generating a turnover of about USD 7.5 m. Odzala National Park received about USD 150,000 through

park fees and the income generated through community fees is about USD 60,000, credited to a specific bank account dedicated to community projects; the account is managed by the Odzala Foundation, the entity made up of African Parks Foundation and the Congolese government that manage Odzala National Park and its surroundings. It is noteworthy that the Nouabalé National Park is currently developing a gorilla high-end tourism based on the Odzala model.

94. The Partnership, according to its Project Document, did not intend specifically to improve the financial sustainability of its target sites. However, Outcome A was supposed to implement capacity building activities for CBD focal points on how to prepare strategic plans to guide the allocation of funds for the implementation of the CBD POWPA and access GEF 5 funds. These training activities have not been implemented; this has not strengthened the financial sustainability of key biodiversity areas which otherwise might have been identified as target areas for fund access.

**The rating for the financial sustainability is Unsatisfactory (U).**

#### 2.4.3 Sustainability of Institutional Frameworks

95. There is little evidence of substantial contributions to strengthening governance frameworks or political attention, which has translated or which is likely to translate into institutional strengthening or support to PAs on the part of host governments. As has been noted by many critical observers, there may even be a dilemma inherent to external support in terms of decreasing pressure on host governments to ensure minimum standards in PAs. However, it must be acknowledged that institutional strengthening was not the primary goal of the Partnership. In addition, on a more encouraging note, it is probable that the regional efforts in support of marine conservation and management in the Caribbean and parts of the Pacific have triggered some new thinking, which may contribute to the positioning of marine conservation in general and Marine Spatial Planning (MSP) in particular.

**The rating for the institutional sustainability is Moderately Unsatisfactory (MU).**

#### 2.4.4 Environmental Sustainability

96. Ensuring the environmental sustainability was the essence of the Partnership. This has been achieved at varying degree at the field site level using instruments and activities including restoration, species protection and ecological monitoring. While difficult to measure, the likelihood of effects beyond the duration of the Partnership was increased by training, education and awareness-raising and contributions to fostering enhanced regional cooperation. Perhaps most importantly, the involvement of local communities and Indigenous peoples is hoped to have induced a reflection of the roles of these stakeholders and rightsholders.

**The rating for the environmental sustainability element is Satisfactory (S).**

#### 2.4.5 Catalytic Role and Replication

97. There is no clear evidence that the Partnership on its own was able to catalyze major and lasting behavioral changes among the stakeholders. However, the Partnership supported a wealth of activities contributing to an increased probability of changing behavior in the longer term, in line with the shifting conservation debate. Concretely, the involvement of local stakeholders and rightsholders by a UN institution conveys important messages to

governments, NGOs and not at least to Indigenous peoples and local communities themselves. Examples include the work with local NGOs and communities around Panama's Volcán Barú National Park and contributions to conflict management in DRC's Kahuzi-Biega National Park. In the case of the latter, there is clear evidence of tangible environmental and social benefits.

98. Exchange visits between the national parks of Odzala and Nouabalé in the Republic of the Congo triggered efforts in Nouabalé to develop gorilla-based high-end tourism based on the experience in Odzala. Until recently, gorilla-based tourism in Nouabalé was managed in-house and generated a modest income due to the low number of mostly domestic visitors. Given the results from Odzala, Nouabalé is in the process of outsourcing its tourism activity to a company based abroad to cater to international target groups.
99. While the Partnership touched upon incentive mechanisms and corresponding policies, for example in the valuation study conducted in Panama, there is no evidence that the effort could systematically be translated into real change by creating tangible incentives.
100. The implementation of the Partnership at the field level did not result in major institutional changes. Directly and indirectly, the Partnership could in several cases convey the message of the benefits of the involvement of Indigenous peoples and local communities in the management and the governance of PAs.
101. Policy changes could be touched upon by the Partnership in several ways. While not systematically resulting in formal policy changes, the Partnership repeatedly and successfully supported local involvement in natural resource management and PA governance and management. These activities were incorporated into local policies and practices and help build standards in terms of PA management practices. In the case of Kahuzi-Biega National Park (DRC), the conflict management strategy developed with the support of the project reportedly contributed to informing the national strategy on community-based conservation.
102. Guidance on Community Protocols (CPs) catalyzed awareness and knowledge about an emerging instrument. A stronger and more systematic focus on CPs may have induced even more meaningful catalytic effects, in particular in terms of accompanying the possible integration of CPs into relevant legislation in Indonesia.
103. The Partnership did not develop or contribute to the development of operational mechanisms to catalyze biodiversity financing beyond activities related to tourism and valuation mentioned earlier. However, in one Central African site, Takamanda in Cameroun, a REDD+ feasibility study has a potential to generate substantial funds. The study was followed by a number of meetings with the government, stakeholders and bilateral cooperation partners to discuss the recommendations and to spark donor interest..
104. There are many prominent examples of credible institutions and charismatic individuals serving as decisive actors in conservation projects. The establishment of many PAs areas or successful responses to major threats to existing PAs can be traced to personal dedication of individuals or institutions. The evaluators could not detect examples of the Partnership taking advantage of this experience. Nevertheless, it deserves to be noted that the efforts in the Dominican Republic included the personal involvement of the marine biologist who had been a fundamental actor in the establishment of the MPA in the 1980s.
105. Numerous field level activities conducted by the Partnership have high potential for replication; some have inspired discussion and some change at the national level as described earlier. At the same time, the overall Partnership put limited emphasis on scaling up and replication. Besides the explicitly regional approaches, there was no pronounced exchange or cross-fertilizing among project sites. One conceivable common denominator

were the various sites dedicated to the conservation of great apes. To a certain degree, exchange was promoted. For example, the conflict-sensitive conservation approach in Kahuzi-Biega National Park (DRC) was replicated in Cote d'Ivoire and Liberia by GRASP and its partners with funding from other sources. It is interesting to note that the elaboration of an MPA management plan in the Dominican Republic is repeatedly referred to as a "pilot" measure in project documents. However, and despite the regional umbrella, there is no evidence of attempts to share lessons of the management planning experience, be it within or beyond the country. Given the relevance of MPAs and the need for and commitment to addressing the many challenges marine mammals are facing, there are major opportunities to consider lessons in ongoing and future UNEP activities.

106. The December 2014 workshop conducted with the support of UNEP-WCMC contributed to the documentation of lessons learned, some of which are directly linked to a replication potential. Conducting such analysis at an earlier point in time - and within a systematic monitoring and evaluation framework, would have increased the likelihood of inspiring ideas and action during implementation.

107. To facilitate the likelihood of replication, the lessons of the Partnership must be publicized via various means of communication. Although the Partnership did not elaborate a formal communication strategy, it developed multiple communication, education and awareness-raising activities.

**The project's catalytic role and replication is rated as Moderately Satisfactory.**

## 2.5 Efficiency

### 2.5.1 Cost efficiencies

108. While the Project Document does not explicitly refer to cost efficiency, there is a noteworthy broader reference. "Efficiency of project management" is stated to be one of three areas to be evaluated with regard to "use of resources", "timely delivery" and "activities to address challenges encountered in project implementation". The fundamental issue here relates once more to the lack of systematic overall monitoring and evaluation in the implementation of the Partnership. Consequently, there was no mechanism in place to systematically identify challenges in terms of efficiency and to respond to them.

109. As far as Outputs or Components C and D are concerned, the Partnership built upon existing initiatives and activities and joined forces with experienced institutions involved in those. The Partnership thereby ensured cost efficiency in this sense for the components under consideration. For the remaining components, there is no comparable element of efficiency inherent to the working mode.

### 2.5.2 Timeliness

110. The Partnership was initially planned over a period of 16 months due to administrative reasons on the part of both the donor and UNEP. This timeframe was clearly unrealistic in light of the expected outcomes and complexity. The Partnership benefitted from several no-costs extensions, which eventually brought the total duration of the project to more than four years. While this flexibility is most positive, the discrepancy between planning and de facto implementation hints at both flaws in design and obstacles to timely delivery. The latter include the volatile security situation in some of the Central African field sites. It is also acknowledged that the repeated extensions of the Partnership beyond the originally planned time horizon could be used to conduct additional activities.

111. Most respondents in field projects and from partnering institutions consistently reported complex and poorly communicated administrative procedures, a lack of clarity in terms of roles and responsibilities, delayed payments and in some case even language barriers.

**The overall rating for efficiency is Moderately Unsatisfactory (MU).**

## 2.6 Factors affecting Performance

### 2.6.1 Preparation and Readiness

112. At the beginning of implementation, the approved Project Document revealed a vagueness that is incompatible with site level interventions. The interventions were subsequently refined, translating the general framework into adapted activities. This was possible thanks to UNEP in-house capacity, experience and networks.

**The project preparation and readiness is rated as Moderately Unsatisfactory (MU)**

### 2.6.2 Project Implementation and Management

113. Respondents at various levels within UNEP and implementation partners consistently mentioned challenges in both management and communication and limited or delayed responses were clear signs of such challenges. It appears that effective management could not be secured over the entire implementation period. The temporary deficiency of management could only be addressed following a substantial delay.

114. The large number of units and individuals within UNEP combined with high staff turn-over inevitably implied an exceptionally demanding role and skill set for any coordinator. Furthermore, the complexity of the Partnership raised internal questions of reporting lines and hierarchies, ownership, visibility, performance incentives and rewards, as well as responses to disagreement. Partnering institutions expressed a lack of clarity in terms of roles and responsibilities on the part of UNEP, in some cases engaging in parallel and at times inconsistent communication. A Steering Committee suggested in the Project Document apparently did not effectively assume its intended accompanying role. It appears that there were no effective efforts to address the corresponding and widely perceived vacuum.

**The project's performance in implementation and management is rated Unsatisfactory (U)**

### 2.6.3 Stakeholder Participation, Cooperation and Partnerships

115. The limited readiness stated at the inception stage detailed in 3.6.1 included an insufficient and in some case lacking participation of local stakeholders and even governmental representatives. In most cases, subsequent implementation could partially compensate for this lack of initial consideration.

116. Considerable efforts and resources were invested in translating of project outputs, technical reports and outreach material into relevant language of participating countries to facilitate engagement and uptake by governments and stakeholders. This is for example the case of the inter-regional activities in Caribbean and Southeast- and Northeast Pacific.

117. In several cases partnering institutions reported a lack of clarity in terms of UNEP focal points responsibilities. In some cases this resulted in inefficient and inconsistent communication, feedback and follow-up, for example in terms of administrative



requirements and quality control of products. In some cases in South and Central America, as well as the Caribbean, language barriers were reported by several interviewees. In several cases, English versions of publications had to be produced – considered necessary by UNEP for the purposes of facilitating communication in inter-regional projects, but this was described as costly, time-consuming and unnecessary by interviewees. Examples include the valuation study Panama and regional efforts in the Pacific.

118. Differing views on quality standards and peer-review requirements (scientific validity) of products enabled by the Partnership prevented the publication under the umbrella of the Partnership. Some of the corresponding information was reportedly published by other institutions without reference to the Partnership. It is regrettable that such disagreement could not be resolved in a cooperative spirit and UN quality standards for publication were not complied with.

119. Partnering with national and/or local NGOs proved to be an adequate vehicle and implementation mode of mutual benefit. The case of Panama deserves to be singled out as a particularly interesting model. In this case, UNEP teamed up with both an established and longstanding national NGO and a grassroots NGO focusing on Volcán Barú National Park and its surroundings. Local presence, contacts and credibility could thereby be linked with access to policy and decision-makers in the capital.

**Stakeholder participation, cooperation and partnerships is rated Moderately Satisfactory.**

#### 2.6.4 Communication and Public Awareness

120. Although the Partnership did not develop a formal communication strategy, standard communication tools were developed and used. The developed communication material is attractive, relying on conventional products such as brochures, short films and a well-structured website. The impact of the communication activities on the visibility of the Partnership is not known due to the lack of formal assessment.

121. At the field level, most field projects developed their own communication material. Public awareness campaigns were implemented in several sites with different targets, including local communities, pupils and local leaders. There is no evidence of more innovative use of social media or events dedicated to local awareness-raising tailored to local settings and customs.

**The project's performance in ensuring communication and public awareness is rated Satisfactory (S)**

#### 2.6.5 Country Ownership and Driven-ness

122. Contrary to the basic premise of the LifeWeb Initiative under the CBD, host countries were involved only marginally or not at all at the time of agreeing on the Partnership. This severe short-coming could be retrospectively addressed in most cases. The individual projects were endorsed and at varying degree supported by host governments. In this sense, the Partnership is not a good example of identifying and communicating needs and priorities. At the same time, there is no evidence of creating conflict or opposition to the Partnership, indicating endorsement albeit not necessarily strong ownership.

**Country ownership and driven-ness is rated Moderately Satisfactory (MS)**



## 2.6.6 Financial Planning and Management

123. Inherent to the somewhat superficial initial overall project planning, the original budgeting proved both ambitious and general. It was subsequently refined and amended, most significantly in the form of several no-cost extensions. The financial planning and management does not appear to have caused major concerns although some reported deficiencies in communication and considerable delays of some payments to partners. This can partially be related to limited experience of local NGOs in terms of complying with complex administrative requirements, partially with openly acknowledged administrative challenges on the part of UNEP. A manager of one of the field projects in Central Africa expressed major concerns about financial and administrative management on the part of UNEP and GRASP, respectively, though not specifically only in relation to the management of LifeWeb funds. This respondent went so far as to exclude further cooperation with UNEP as long as such cooperation would be administratively and financially managed by UNEP.

**Overall project financial planning and management was Satisfactory (S)**

## 2.6.7 Supervision, Guidance and technical Backstopping

124. It can be argued that more effective initial supervision could have resulted in a more strategically positioned Partnership based on a defined UNEP role and niche according to its comparative advantages and value-added. Such efforts could have influenced the negotiation of the terms and focus of the Partnership. In particular, this could have opened opportunities for more focused and coherent interventions and more room for dialogue with additional partners, including representatives of host governments.

125. UNEP proved to have adequate in-house capacity in a position to guide technically and to judge diverse and in some case in various ways challenging settings. Despite overall positive feedback on UNEP backstopping, it deserves to be reiterated that partners occasionally perceived a lack of clarity in terms of the roles of their UNEP counterparts. In some cases, there was evidence of parallel and insufficiently coordinated technical feedback from more than one UNEP representative.

126. The only cases of severe and unresolved challenges in terms of technical backstopping is the above-mentioned lack of agreement on the quality standards of some technical publications. While a dispute on quality per se is by no means a major challenge, the lack of finding agreement is clearly regrettable.

**Overall UNEP supervision and backstopping were Moderately Satisfactory (MS)**

## 2.6.8 Monitoring and Evaluation

127. The Partnership was designed prior to UNEP introducing rigorous and consistent monitoring and evaluation requirements as standard procedure. This TE – and the parallel analytical effort under the leadership of UNEP-WCMC – confirmed the impression that the Partnership suffered from a lack of systematic monitoring and evaluation. Starting with a lack of detailed problem statements linked to baseline situations, or efforts to construct a Theory of Change, the Partnership only established rudimentary milestones and indicators at the programmatic level. The logical framework and the limited depth of the elaboration of entire components epitomize this challenge.

128. Despite more in-depth efforts at the level of individual projects and regular financial and progress reporting, the progress reports focused on the description of the main activities

implemented and did not attempt to evaluate the level of achievement of key performance indicators. Actually, the indicators were never used as a tool for measuring the Partnership progress during implementation. The absence of a framework for monitoring and evaluation and the lack of investment in corresponding activities prior to this TE is among the key shortcomings of the Partnership in the view of the evaluators.

**The M&E design and implementation are rated as Moderately Unsatisfactory (MU)**

### 3 CONCLUSIONS, RECOMMENDATIONS & LESSONS LEARNED

#### 3.1 Conclusions

129. The “Spain-UNEP Partnership for Life Web Initiative” (the “Partnership”) was designed as a general contribution to the global LifeWeb Initiative under the Convention of Biological Diversity (CBD) and a specific contribution both to CBD/PoWPA and UNEP’s Ecosystem Management Sub-Programme and broader Programme of Work. The Partnership was found to be fully in line with UNEP’s mandate and policies. The Partnership explicitly built upon existing conservation efforts, most systematically the GRASP Initiative by including a number of field sites of global significance for great apes. Overall and despite some shortcomings, the Partnership achieved the general objective to contribute to the “establishment, and maintenance of comprehensive, effectively managed, and ecologically representative national and regional systems of protected areas”.
130. The Partnership was structured around five outputs or components. Output A focused on policy and corresponding capacities. The ambitious objectives could only partially be achieved. The communication (Output B) of the Partnership proved effective when tested against the planned activities and products. Outputs C and D dedicated to direct support to both marine and terrestrial protected areas by far received the highest budget allocations. In most cases, meaningful contributions to globally important sites could be made. Output E focused on the coordination of the Partnership. The modest resources allocated to the latter resulted in partial delivery of the intended objectives.
131. Despite a somewhat rushed inception phase, the Partnership was able to make meaningful contributions to the governance, management and conservation of selected terrestrial and marine protected areas in a diverse array of settings across several continents and regions. Drawing on both in-house capacity and adequate partnerships with numerous partners, often including NGOs, a somewhat general Project Document containing a number of deficiencies could be jointly developed into a plausible and widely appreciated series of interventions.
132. Tested against the two “specific objectives” stated in the Project Document, a contribution to the “management of existing protected areas” could be demonstrated. The intended “extending of existing protected areas or creating of new protected areas” proved an unrealistic objective, hardly meeting the definition of a “specific objective. Rather than an implementation challenge, the evaluators interpret the considerable mismatch between objectives and achievement of objectives as a function of superficial project design rather than deficiencies in implementation.
133. The field projects, both at the regional level and at the site level in the case of the various marine and terrestrial protected areas, yielded good results based on, in most cases, functional partnerships.
134. Neither the design nor the implementation of Outputs C and D gave major attention to the possible synergy between the multiple interventions. Despite some programmatic

coherence, in particular among the sites of major importance for great apes and the species focus in the MPAs, by and large the individual projects did not cross-fertilize each other. Most of the selected sites are well-known PAs with longstanding financial and technical external support. In some cases the Partnership managed to initiate the planning of new MPAs and marine corridors. Most field projects implemented the expected activities and it is deemed that the impact of these activities in terms of biodiversity conservation is significant at the local scale. The three regional projects (West Africa, Insular Caribbean, Pacific regions) were challenging, partly because of the numbers of stakeholders involved.

135. Towards the end of the Partnership (December 2014) a lessons learned workshop was organized bringing together most of the field project managers. The project impacts and main lessons learned were identified for each field project and a synthesis was produced. This initiative is noteworthy as it enabled to learn much from the management of complex program.
136. In terms of major challenges the results of the TE can be distilled to three areas of concern: (i) A less than obvious strategic focus of and coherence among and between the multiple components and intervention sites; (ii) the absence of a structured monitoring and evaluation framework and an unrealistic initial time frame; and (iii) temporary challenges in the supervision, management and coordination resulting in backlogs along with a delayed response upon recognition of the challenges.
137. While future UNEP efforts in support of protected areas are fully in line with UNEP's mandate in the view of the evaluators and strongly encouraged, a more clearly defined role of UNEP is advisable. Rather than investing in relatively short-time contributions to local needs, UNEP could focus on providing leadership in addressing substantial question marks in the evolving debate surrounding protected areas.
138. Linking the Partnership with an established programme like GRASP and its many existing field sites and activities proved successful. New ideas and mechanisms could be tested in on the ground pilot sites, such as conflict management as a conservation instrument. In such cases, UNEP is a good position to offer lessons to global policy for a, fully in line with its mandate and comparative advantages.

Based on the evaluation findings and the rating of individual evaluation criteria, the **overall project rating is Moderately Satisfactory**.

**Table 13: Summary of Evaluation criteria, assessment and ratings**

Criterion	Ref.	Rating
<b>A. Strategic relevance</b>	<b>3.1</b>	<b>S</b>
<b>B. Achievement of outputs</b>	<b>3.2</b>	<b>S</b>
<b>C. Effectiveness: Attainment of objectives and planned results</b>		
1. Achievement of direct outcomes as defined in the reconstructed TOC	3.3.1	MS
2. Likelihood of impact using ROTI approach	3.3.2	ML
3. Achievement of formal project objectives as presented in the Project Document.	3.3.3	MS
<b>D. Sustainability and replication</b>		
1. Socio-political sustainability	3.4.1	S
2. Financial resources	3.4.2	MU
3. Institutional framework	3.4.3	S
4. Environmental sustainability	3.4.4	S

Criterion	Ref.	Rating
5. Catalytic role and replication	3.4.5	MS
<b>E. Efficiency</b>	<b>3.5</b>	<b>MU</b>
<b>F. Factors affecting project performance</b>		
1. Preparation and readiness	3.6.1	MU
2. Project implementation and management	3.6.2	U
3. Stakeholders participation, cooperation and partnerships	3.6.3	MS
4. Communication and public awareness	3.6.4	S
5. Country ownership and driven-ness	3.6.5	MS
6. Financial planning and management	3.6.6	S
7. Supervision, guidance and technical backstopping	3.6.7	MS
8. Monitoring and evaluation	3.6.8	MU
<b>Overall project rating</b>		<b>MS</b>

### 3.2 Recommendations

139. The following is a presentation of the main recommendations that have been generated from the evaluation findings:

Context:	Given the broad array of longstanding and emerging actors in protected area governance and management UNEP should base its future involvement on an analysis of the institutional landscape to define an adequate niche and role based on its comparative advantages
Recommendation #1 (critical)	Future UNEP project design and implementation, as well as partnerships, should routinely and systematically build upon an agreed and communicated niche and role, to be fully considered in fundraising and negotiation with donors and partners
Responsibility:	UNEP
Time-frame:	Design phase and implementation of (follow-up) projects
Context:	The limited consideration of monitoring and evaluation throughout the design and implementation of the Partnership is a severe deficiency requiring a management response.
Recommendation #2 (critical)	Future project design and implementation should routinely and systematically consider monitoring and evaluation as integral elements of adaptive management cycles
Responsibility:	UNEP
Time-frame:	Design phase and implementation of (follow-up) projects
Context:	There is consistent evidence of management challenges aggravated by a delayed response to address the situation.
Recommendation #3 (critical)	Project design should encompass workable supervision and management structures and mechanisms for the timely identification of, and response to, implementation challenges
Responsibility:	UNEP
Time-frame:	Design phase and implementation of (follow-up) projects

### 3.3 Lessons Learned

140. The following is a summary of the main lessons that have been learned from some of the project's successes as well challenges:

Context:	The Partnership encompassed a broad range of interventions. Consistent positive feedback was provided on the regional marine conservation efforts, both thematically and in terms of
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Lesson # 1:	UNEP's facilitating role. There is particularly interesting potential for UNEP to follow-up on marine conservation through regional and inter-regional approaches
Application:	Internal discussion and follow-up depending on outcome
Context:	The experience of the Partnership supports an emerging consensus on the multiple benefits of fully engaging indigenous peoples and local communities as legitimate stakeholders and rightsholders.
Lesson # 2:	The governance of protected areas, an integral part of PoWPA, could constitute a policy niche for UNEP
Application:	Internal discussion and follow-up depending on outcome
Context:	The management of a complex Partnership is most challenging, rendering the selection of a skilled project coordinator crucial. The capacity to coordinate multiple stakeholders both at the political and operational level is more important than academic training.
Lesson # 3:	The selection of key staff should be in line with the required skill set
Application:	Staff allocation and recruitment
Context:	There is a fine line between too detailed prescription and vagueness in project design.
Lesson # 4:	Project design, including the establishment of objectives, should be based on in-depth analysis and strategic clarity while maintaining a high degree of flexibility to adapt to changing situations and respond to emerging opportunities
Application:	Design phase and implementation of (follow-up) projects
Context:	While arguably a function of administrative rules, the initial time horizon of the Partnership was recognizably unrealistic against the objectives
Lesson # 5:	Meaningful interventions in protected areas, both at the site and at the policy level, cannot be achieved via short term interventions based on very limited funding by intervention site
Application:	Design phase and negotiation of (follow-up) projects
Context:	Despite the diversity of geographic, political, economic and cultural settings, global patterns are recognizable in the realm of protected areas
Lesson # 6:	Focus on solutions to fundamental challenges as opposed to dispersed reactions to challenges in individual protected areas and allocate adequate resources over longer periods of time
Application:	Design phase and implementation of (follow-up) projects

## 4 ANNEXES

### 4.1 Response to Written Stakeholder Comments

Reference	Comment	EOU comment	Evaluators response
General	For me, the first recommendation is that never it should work again with UNEP/GRASP. For us it was a nightmare as they took a lot of time to prepare the contract, we had always to advance the money and then, they took also a lot of time to reimburse it to us. If somebody gives us again money and must come through UNEP, I'll say thank you very much but you can keep the money.	This is acknowledged in the report, specifically in paragraphs 111 and 113, evaluators to consider adding a note in paragraph 123 to specify that some stakeholders did express "major concerns".	As noted by EOU, the evaluators are aware of such views, which are unambiguously reflected in two existing paragraphs. In response to EOU's recommendation, paragraph 123 was amended to reflect the additional and strong feedback.
Table 7, project site 10	<p>List of local partners:</p> <ul style="list-style-type: none"> <li>• Ministry of Forestry of Indonesia, Directorate General Forest Protection and Nature Conservation (PHKA)</li> <li>• Gunung Leuser National Park Authority</li> <li>• Forestry Research and Development Agency (FORDA)</li> <li>• Orangutan Information Center (OIC)</li> <li>• Indonesian Orangutan Forum (FORINA)</li> <li>• DESMA Center</li> <li>• Simpul Indonesia</li> <li>• Sumatra Eco Explore (SEE)</li> <li>• Lembaga Pariwisata Tangkahan / Tangkahan Tourism Institution (LPT)</li> <li>• Simpul Indonesia</li> <li>• Frankenstein Production House</li> <li>• Twin com</li> </ul> <p>In consultation with Indonesian Institute of Science (LIPI); regional research, scientific and education institutions; and other local NGOs</p>	List to be updated in final report.	The list has since been updated.
General	<p>The project was requested by Spain and GRASP accepted to manage it and channel the funds via UNESCO Jakarta.</p> <p>The main objective was to protect the habitat of the orangutan in</p>	<p>Table 8: evaluators to Add that project was managed via UNESCO</p> <p>Table 8 recognises that all outputs for project site 10 were</p>	Table 8 has since been amended according to the accepted comment.

	GLNP, and all the outputs were delivered.	delivered.	
Table 3, project 4, location	Add "with pilot in Dominican Republic Marine Mammal Sanctuary"	OK please add to final version	Table 3 has since been amended according to the accepted comment.
Table 3, project 4, main focus	Add "Development of management plan for Dominican Republic Marine Mammal Sanctuary"	Ok please add to final version	Table 3 has since been amended according to the accepted comment.
Table 7, site 4, location	Add "and Dominican Republic Marine Mammal Sanctuary"	Wider Caribbean includes DR already.	While indeed included in the existing wording, the suggested amendment has since been made in Table 7.
Table 7, site 11, focal point	Remove SPAW- RAC	Ok please remove from final version	Agreed and removed.
57, last sentence	Add "under the umbrella of UNEP-CEP SPAW-RAC", Important to note the work of SPAW RAC was guided and coordinated through UNEP-CEP. It is regrettable that key Director of SPAW-RAC during the project was not interviewed.	Ok please add to final version. Evaluators to clarify if attempt was made to reach out to the director.	The suggested amendment has been incorporated. The evaluators note that they were provided with outdated contact details of Helène Souan who had left SPAW RAC by the time of the TE. One evaluator reached out to Sandra Jean and Anne Fontaine and eventually received a new email address on 28 August 2015. The evaluator contacted Helène Souan on the same day at <a href="mailto:helene.souan@developpement-durable.gouv.fr">helene.souan@developpement-durable.gouv.fr</a> but never received a reply.
63, UNEP mandate	Not true. It is the mandate of the CEP and ROLAC from member Governments. The issue rather should be on project design.	Project design also addresses this issue, this does not discuss mandate to work on PAs in general, rather the specific approach taken by this project.	Noted. However, as the text of the paragraph under consideration does not make reference to UNEP's mandate, the evaluators see no need to modify it. The evaluators continue to be confident that the Partnership does raise question marks in terms of UNEP's niche and comparative advantages in the realm of protected areas, which is the focus



			of this paragraph.
72	<p>In the case of the Caribbean, delays with delivery of products did not allow for the desired monitoring on their use, however both major activities, i.e. management scenarios and management plan for sanctuary in DR, involved several major stakeholders on a number of occasions who presumably made use of the process (as expressed informally by some of them during the process).</p> <p>Additionally these activities greatly advanced implementation of provisions of the regional RS treaty known as the SPAW Protocol and this was endorsed by COP8 decisions of the SPAW. See report of SPAW STAC6 as approved by COP8</p> <p><a href="http://www.cep.unep.org/meetings/2014/spaw-stac6/@@downloads">http://www.cep.unep.org/meetings/2014/spaw-stac6/@@downloads</a></p>	<p>Noted, the text in the report remains valid. Also please note that monitoring should take place during the entire lifetime of the project, see page 57 of the UNEP Program Manual.</p>	<p>The evaluators respectfully note the somewhat cryptic wording of the comment, referring to an unspecified subset (“some”) of likewise unspecified “major stakeholders” which “presumably” made use of the “process”. In the view of the evaluators, the lack of clarity and in essence speculative nature of the comment provide no basis to re-consider the current wording.</p>
Table 8, site 4	<p>Generation and compilation of marine mammals data and mapping on essential habitats, migration routes and human impacts available for future marine planning and management</p> <ul style="list-style-type: none"> <li>• Products endorsed by COP8 of the Cartagena Convention SPAW Protocol. See report of SPAW STAC6 as approved by COP8</li> <li>• <a href="http://www.cep.unep.org/meetings/2014/spaw-stac6/@@downloads">http://www.cep.unep.org/meetings/2014/spaw-stac6/@@downloads</a></li> </ul> <p>Follow-up activities for the Caribbean included in COP8 approved workplan for SPAW for 2015-2016.</p>	<p>Add words in italics to final version (first bullet).</p> <p>These additions to the table are noted, but they should not be listed here (this is a list of outputs), evaluators to consider whether to add them to the observation section or other text.</p>	<p>The first EOU suggestion in response to the comment has been amended in Table 8. Furthermore, the evaluators acknowledge the additional hints at endorsement and follow-up. In the view of the evaluators, these comments seem best placed in chapter 2.4.1 and additional text was included there.</p>
Table 9, output C, last indicator, comments	<p>The scenarios for MM management in the Caribbean <b>did include proposals for MPAs or MMAs</b> with the expectation that these will be taken up by respective</p>	<p>Noted and agree with last point, which is specified in the report. This table however</p>	<p>Proposals for protected areas, regardless of their purpose, are indispensable first steps</p>

section	<p>governments. The UNEP-CEP Secretariat also in its workplan 2015-2016 includes follow-up to this accordingly as resources become available.</p> <p><a href="http://www.cep.unep.org/content/about-cep/spaw/spaw">http://www.cep.unep.org/content/about-cep/spaw/spaw</a></p> <p>In the southern Caribbean, the MAMACOCOSEA transboundary marine mammals management initiative was launched based on the products of the project and with funds from France and SPAW RAC.</p> <p>Perhaps it was unrealistic in project design to expect creation of new PAs as these are complex processes requiring years of work more so if transboundary involving more than one country.</p>	refers only to specific outputs included in the project document (or added to the project during its lifetime).	in their creation. They do not amount to a “process to create at least one new protected area initiated” which was the explicit yardstick. Any protected area proposal can be assumed to come with some expectation of follow-up on the part of the government or other actors. Therefore, the evaluators do not consider such reasoning as relevant here. To be clear, and as explicitly stated in the report, the evaluators do not consider this a failure or lack of achievement in implementation. Fully in line with the comment, the evaluators do consider the initial planning unrealistic and agree that this holds true in particular as regards transboundary approaches.
79, 3 <sup>rd</sup> sentence	Prominent examples include <i>Marine Spatial Planning (MSP)</i> , modeling and mapping integrating thematic information from diverse sectors	Please revise italics in final version (spelling)	Included as suggested.
80, 4 <sup>th</sup> sentence	staff	Please revise italics in final version (spelling)	Addressed as requested.
90, 3 <sup>rd</sup> sentence, end	141. Add “as well as the UNEP Regional Seas Convention for the Pacific and Caribbean”	Ok, please add	Agreed and included. The evaluators assume that the correct full wording should refer to two separate Conventions as follows: “the Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region (Cartagena Convention) and the Convention for the Protection of the Marine Environment and Coastal Zones of the South-East Pacific (Lima Convention)”. Note that

			the former is administered by UNEP, whereas the latter is not. Both are under UNEP's Regional Seas Programmes.
92, last sentence	<b>The design and implementation of the Partnership did not specifically and could not realistically focus on financial sustainability despite the fundamental need to ensure reliable basic funding of any PA.</b>	Proposed insertion in italics, evaluators to consider whether there is agreement on this or whether the project should have included this component.	The observation is accepted and the text has been amended accordingly, albeit differing from the proposed wording.
129, first sentence	142. The "Spain-UNEP Partnership for Life Web Initiative" (the "Partnership") was designed as a general contribution to the global LifeWeb Initiative under the Convention of Biological Diversity (CBD) and a specific contribution both to CBD/PoWPA and <i>UNEP's Ecosystem Management Sub-Programme and UNEP's Regional Seas Conventions PoWs.</i>	Italics to be added to final version.	The observation is accepted while noting that the project document makes reference to CBD/PoWPA and the "UNEP Programme of Work" rather than "UNEP's Regional Seas Conventions PoWs". It is further noted that, if reference is made, it should be to "UNEP's Regional Seas Programme" as not all of the Conventions are administered by UNEP.
Lesson 5	143. Meaningful interventions in protected areas, both at the site and at the policy level, cannot be achieved via short term interventions <i>and unrealistic funding</i>	Evaluators to consider insertion, EOU agrees.	The evaluators agree and have inserted the comment in slightly differing wording.
Lesson 6	Focus on solutions to fundamental challenges as opposed to dispersed reactions to challenges in individual protected areas <i>and allocate adequate resources to those solutions</i>	Evaluators to consider insertion, EOU agrees.	The evaluators agree and have inserted the comment in slightly differing wording.
22	Can this statement be explained further? I assume you mean by this that the Partnership linked to the CBD LifeWeb Initiative, but this is not explicit.	EOU: this refers specifically to LifeWeb and it can be noted as an example	Contrary to the comment, the key point here is that the Partnership was never formally a part of the broader LifeWeb

			Initiative under the CBD. While the full title and the project documents accurately reflect the intention to support rather than being formally part of the LifeWeb Initiative, it is regrettable that this subtly was not clear to many of the interviewed colleagues. This is why the evaluators are critical of the use of the label “LifeWeb” by an initiative which is not actually part of that CBD initiative.
26	But was not in line with the modus operandi of the LifeWeb Initiative and its reliance on national conveyance of needs and national endorsement; two critical factors that allowed LifeWeb to be considered full in line with the Paris Declaration on Aid Effectiveness that in turn was used by the CBD Secretariat managing LifeWeb to attract additional donors.	This should be noted, either in the text or in a footnote as the paragraph refers to strategic relevance.	Existing language in the same sub-chapter makes it very clear that the evaluators agree with the observation (“there are issues of compatibility with the approach and formal requirements associated with the LifeWeb Initiative. The LifeWeb Initiative is based on mechanisms, which are not shared by the Partnership evaluated here. Most importantly, initial project identification was not based on CBD Parties conveying funding priorities in line with NBSAPs and PoWPA Work Plans”). Nevertheless, the evaluators found the comment important enough to reflect it in an amendment to the final and summarizing paragraph of the section under consideration.
55	Don't forget Target 12 on the prevention of extinction. This is especially relevant to the GRASP projects	To be added	Agreed and inserted as suggested.
57	Not sure what this means... (leadership vs individual actions)	This refers to the role of UNEP and the extent to which the wider context was fully	The intention was to suggest that UNEP may wish to seek thematic leadership in selected areas of the broader

		taken into account.	protected areas debate. The wording was amended in an attempt to clarify.
Table 8, site 4, outputs delivered	“produced” and translated – for technical awareness material (second last bullet point)	To be modified in final version	Agreed and amended.
Table 8, site 4, outputs not delivered	144. Suggest clarifying which exact two products are meant here. As far I was aware only the Atlas produced and printed by CPPS was not endorsed by UNEP.	This was confirmed by UNEP colleagues during internal review. Evaluators to please confirm we are discussing two publications.	The evaluators understand from interviews that in addition to the Atlas, a similar situation occurred in the Caribbean. Recent discussion with Ole Vestergaard confirmed this assessment according to the recollection of the evaluators.
Table 8, site 4, project costs	This could be doubled checked with FMOs??	FMOs were interviewed and their feedback was requested, this is the available figure.	The evaluators agree with EOU.
87	Creating <i>or</i> expanding existing protected areas, instead of creating <i>of</i> expanding	To be corrected in final version	Agreed and corrected.
96	Add “While difficult to measure, the likelihood of effects beyond the duration of the Partnership was increased by training, education, awareness-raising <i>AND BY FOSTERING ENHANCED REGIONAL COOPERATION.</i> (comment: at least in the case of the marine component of LifeWeb)	Evaluator to consider insertion if in agreement	Agreed and amended using slightly differing wording.
105, last sentence	Suggest double checking with CAR-RCU and SPAW-RAC since as part of the implementation of the SPAW Programme in the Caribbean, the management of MPAs and Marine Mammals are both integral components of SPAW. Hence, sharing lessons and furthering the activities and results of Lifeweb are likely to be expected on an on-going basis.	Evaluators to consider whether this is likely or happening, if no evidence it can be noted as a possible scenario.	Wording was amended to reflect the potential

## 4.2 Evaluation TORs

145. The consultant-specific TOR of both consultants rather than the full text of the comprehensive TOR are provided hereafter, starting with the Team Leader.

### **Team Leader (Dr. David Brugière)**

The Team Leader will be hired for 45 days spread over the period 1 March – 3 July 2015. (S)He will be responsible for overall management of the evaluation, in close consultation with the UNEP Evaluation Office, and timely delivery of its outputs as described in the overall TORs of the evaluation. (S)He will lead the evaluation design, data collection and analysis, and report-writing with full support and substantive inputs from the Supporting Consultant, s(he) will also lead the evaluation of the terrestrial components of the Spain-UNEP LifeWeb project. More specifically:

Manage the inception phase of the evaluation, including:

- conduct a preliminary desk review and introductory interviews with the Spain-UNEP LifeWeb project staff;
- draft the reconstructed Theory of Change of the project;
- prepare the evaluation framework;
- develop the desk review and interview protocols;
- draft the survey protocols (partner survey and user survey);
- plan the evaluation schedule;
- distribute tasks and responsibilities among the evaluation team members; and
- prepare, together with the Supporting Consultant, the inception report, including comments received from the Evaluation Office.

Coordination of the data collection and analysis phase of the evaluation, including:

- conduct further desk review and in-depth interviews with key stakeholders of the project;
- provide methodological support to the Supporting Consultant regarding information collection, data analysis, surveys etc.;
- regularly monitor progress of the Supporting Consultant in information gathering and analysis.

Coordination of the reporting phase, including:

- assign writing responsibilities to the Supporting Consultant for the main report;
- write key section of the main report;
- review/edit sections written by the Supporting Consultant, ensuring a complete and coherent report both in substance and style;
- liaise with the Evaluation Office on comments received and ensure that comments are taken into account during finalization of the main report; and
- prepare a Response to Comments annex for the main report, listing those comments not accepted by the evaluation team and indicating the reason for their rejection.

Managing internal and external relations of the evaluation team, including:

- maintain a positive relationship with evaluation stakeholders, ensuring that the evaluation process is as participatory as possible but at the same time maintains its independence;
- avoid and resolve any misunderstandings, tensions and performance issues within the team; and
- communicate in a timely manner with the Evaluation Office on any issues requiring its attention and intervention.

The Team Leader shall have had no prior involvement in the formulation or implementation of the Spain-UNEP LifeWeb Project and will be independent from the participating institutions. (S)He will sign the Evaluation Consultant Code of Conduct Agreement Form. The Team Leader will be selected and recruited by the UNEP Evaluation Office through an individual consultancy contract.

### **Key selection criteria**

- Advanced university degree in environmental sciences or other relevant science areas.

- Extensive evaluation experience, including of large, regional or global programmes and using a Theory of Change approach;
- Extensive team leadership experience;
- Broad understanding of establishment and management of marine and terrestrial protected areas;
- Knowledge of the UN system, and specifically of UNEP if possible;
- Excellent writing skills in English;
- Fluency in French and preferably also in Spanish;
- Attention to detail and respect for deadlines;
- Minimum 15 years of professional experience.

The fee of the Team Leader will be agreed on a deliverable basis and paid upon acceptance of expected key deliverables by the UNEP Evaluation Office.

**Deliverables:**

- Inception report
- Draft main report incorporating Evaluation Office and Evaluation Advisory Panel comments as required
- Final main report incorporating comments received from evaluation stakeholders as appropriate, including a “response to comments” annex
- Presentation of main findings and recommendations at a key event.

**Supporting Consultant** (Tilman Jaeger)

The Supporting Consultant will be hired for 40 days spread over the period 1 March 2015 – 3 July 2015. (S)He will be responsible for delivering timely and high quality contributions to the evaluation process and outputs as described in the overall ToRs of the evaluation under the leadership and supervision of the Team Leader. (S)He will participate actively in evaluation design, document analysis, fieldwork and report-writing. The Supporting Consultant will take the lead in assessing the marine components of the Spain-UNEP LifeWeb project. The Supporting Consultant will specifically provide:

Substantive contributions to the inception of the evaluation, including:

- conduct a preliminary desk review and introductory interviews with the Spain-UNEP LifeWeb Project staff;
- support the Team Leader in drafting the reconstructed Theory of Change of the programme;
- assist in the preparation of the evaluation framework;
- contribute to the desk review and interview protocols;
- contribute to drafting the survey protocols (partner survey and user survey);
- contribute to sections of the inception report as agreed with the Team Leader; and
- any other tasks during the inception phase as requested by the Team Leader.

Substantive contributions to data collection and analysis, including:

- conduct further desk review and in-depth interviews with key stakeholders of the project as assigned by the Team Leader; and
- any other tasks related to data collection and analysis as requested by the Team Leader.

Substantive contributions to the main report, including:

- write key sections of the main report, as assigned by the Team Leader;
- review/edit sections written by the Team Leader;
- reviewing comments received from the UNEP Evaluation Office and other stakeholders;
- assist the Team Leader with finalizing the main report; and
- any other tasks related to reporting as requested by the Team Leader.

Ensure good team work and external relations, including:



- maintain a positive relationship with evaluation stakeholders, ensuring that the evaluation process is as participatory as possible but at the same time maintains its independence;
- be a team player, avoid and help resolve any misunderstandings, tensions and performance issues within the team; and
- communicate in a timely manner with the Team Leader and/or the Evaluation Office on any issues requiring their attention and/or intervention.

The Supporting Consultant shall have had no prior involvement in the formulation or implementation of the Spain-UNEP LifeWeb Project and will be independent from the collaborating institutions and other partners of the project. (S)He will sign the Evaluation Consultant Code of Conduct Agreement Form. The Supporting Consultant will be selected by the Evaluation Office in consultation with the Team Leader, and hired through an individual consultancy contract.

#### Key selection criteria

- Advanced university degree in environmental sciences, or other relevant disciplines;
- Excellent research skills, including desk review and interview skills;
- Adequate monitoring and evaluation experience, with good understanding of the Theory of Change approach;
- Experience in establishment and management of marine and terrestrial protected areas;
- Basic knowledge of the UN system, UNEP in particular;
- Minimum 5 years of professional experience;
- Excellent writing skills in English;
- Fluency in Spanish, and preferably also in French.

The fee of the Supporting Consultants will be agreed on a deliverable basis and paid upon acceptance of key evaluation deliverables by the UNEP Evaluation Office. The Team Leader will assign data collection, analysis and writing responsibilities within the team. The Team Leader will also advise the Evaluation Office whether the Supporting Consultant has contributed a fair share to the evaluation process and deliverables, and will take part in her/his performance assessment.

#### Deliverables:

- Inception report (written contributions and review comments)
- Case study report on the marine component
- Draft main report incorporating Evaluation Office and stakeholder's comments as required (written contributions and review comments)
- Final main report incorporating comments received from evaluation stakeholders as appropriate, including a "response to comments" annex (written contributions)

## 4.3 Evaluation Programme and Field Visit Agendas

### 146. Overall Programme

Activity	Date(s)
Start of the evaluation	25 April 2015
Submission of first draft inception report	26 April 2015
Inception mission to Nairobi	27-28 April 2015
Field visit in Congo (Team Leader)	22 May – 05 June 2015
Field visits in Panama and the Dominican Republic (Supporting Consultant)	19 – 28 May 2015
Submission of final draft inception report	17 July 2015
Approval of inception report	22 July 2015
Completion of telephone interviews	15 August 2015
First draft of TE report	27 October 2015
Comments from Evaluation Office	30 October 2015
Comments from the project team	06 November 2015
Updated draft TE report sent to stakeholders	15 April 2016
Comments from stakeholders	23 April 2016
Final report	30 April 2016

### 147. Field Visit Dr. David Brugière

Activity	Date(s)
Travel from France to Republic of the Congo	22 May 2015
Meeting with stakeholders in Brazzaville	23 May 2015
Travel to Lossi-Odzala Interzone	24-25 May 2015
Meeting with stakeholders at Lossi and field visit	26-27-28 may 2015
Travel from Lossi to Nouabalé Ndoki NP (NNNP)	29-30 may 2015
Meeting with stakeholders at NNNP and field visit	31 May - 01, 02 June 2015
Travel back from NNNP to Brazzaville	3-4 June 2015
Travel from the Republic of the Congo to France	05 June 2015

### 148. Field Visit Tilman Jaeger

Activity	Date(s)
Travel from Brazil to Panama	19 May 2015
Meetings with ROLAC, MINAM, ANCON in Panama City	20 May 2015
Travel to Volcán Barú NP, Chiriquí, first meeting with NP and FUNDICCEP	21 May 2015
Site visit and local stakeholder meetings	22 May 2015
AM meetings if needed and/or requested; return to Panama City	23 May 2015

Travel from Panama to Dominican Republic	24 May 2015
Meetings in Santo Domingo with MoE and FUNDEMAR and road travel to Samaná	25 May 2015
Local stakeholder meetings in Samaná	26 May 2015
Return to Brazil via Panama	27/28 May 2015

#### 4.4 People met and/or consulted

149. Listed in alphabetical order by last name.

150. Full Name	151. Position / Role	152. Contact
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## 4.5 Bibliography and URL

### Overall Partnership

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## 4.6 Brief CVs of the Consultants

**Dr. David Brugière** (david.brugiere@brl.fr)

Biodiversity and protected area project officer at BRL Ingenierie (France) since 2004.

### Languages

French (mother tongue), fluent in English

### Education

Ph. D. in Tropical Ecology (University of Rennes, France)

### Employment Record and Practical Experience

*2004 - Present:* Project Officer at BRL Ingenierie (consulting firm, France) in charge of biodiversity, protected areas and forest projects

- Expertise on Project cycle (identification, feasibility, evaluation) (6 project evaluations as team leader and 2 as biodiversity expert)
- Technical expertise (management plan, conservation strategy, etc.)
- Supervision of the implementation of technical assistance projects

*1994 - 2004:* Project Officer in Central and West Africa

- 2004 - 2005: Principal Technical Adviser for the creation of a transboundary protected area between Guinea and Guinea Bissau
- 2000 - 2003: Principal Technical Adviser to the Haut Niger National Park, Guinea
- 1998 - 2000: biodiversity consultant in Congo and CAR on protected area and biodiversity management, ECOFAC II programme
- 1994 - 1996: Biodiversity Expert in charge of the evaluation of the impact of logging on forest biodiversity, Gabon
- 1993 - 1994: Junior Forestry Expert, Cameroon

### Others

- Members of the IUCN's World Commission on Protected Areas (WCPA) and Species Survival Commission (SSC)
- 23 scientific articles (wildlife and protected area management) and 22 popular articles

**Tilman Jaeger** (tilman.jaeger@alumni.utoronto.ca)

Independent Expert in the participatory management and conservation of biodiversity and natural resources with a focus on protected areas and forests.

Advisor to the IUCN World Heritage Programme

### **Languages**

German (mother tongue), fluent in English, French, Spanish, Portuguese

### **Education**

Master of International Forest Conservation (University of Toronto, Canada)

M. Sc. Forest Sciences and Minor in tropical and subtropical forestry (University of Freiburg, Germany)

### **Employment Record and Practical Experience**

Since 03/12 Independent Consultant and Advisor to IUCN on natural World Heritage

UNEP, BMUB, IPHAN, UNESCO, IUCN, GIZ (Brazil, Colombia, Ecuador, Peru, Indonesia), Fundação Roberto Marino, Ministries of the Environment of Germany, Colombia, Ecuador, Mongolia and Japan; official World Heritage monitoring and evaluation missions to Australia, China, Colombia, India, Jamaica, Portugal and Tanzania.

04/09 – 02/12 IUCN Programme Officer, Protected Areas Programme, Switzerland

11/08 – 03/09 Independent Consultant, WWF Mongolia

09/08 03/09 Independent Consultant in Mongolia, UNESCO

10/05 – 07/08 Technical Advisor, GTZ Mongolia

10/04 – 09/05 Independent Consultant based in Spain

09/03 – 09/04 Associate Expert, UNESCO/MAB Programme / World Heritage Uruguay

09/01 – 09/03 Associate Expert UNESCO/MAB Programme, France

02/01 – 05/01 Consultant, Society for Forest Conservation and Management Ltd.

07/00 - 09/00 Researcher in two national parks, GTZ, Hainan Island, P.R. China

07/99 - 08/99 Independent Consultant, GTZ/ INRENA, Peru

11/98 - 01/99 Independent Consultant, Fundación Otway (NGO)/Corporación Nacional Forestal (CONAF), Chiloé Island, Chile

05/98 - 07/98 Independent Consultant, GTZ, Bosawás Biosphere Reserve, Nicaragua

10/95 - 01/96 Thesis Field Work, GTZ, Yangana State Forest, Central African Republic

06/95 - 08/95 Intern, Field Surveyor and Wilderness Guide, Transamerica Environmental Science Consultants, British Columbia, Canada

List of Training Courses, Publications, Professional Memberships and  
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