



Terminal Project Evaluation of the:
Strengthening Biodiversity Conservation Capacity in the
Forest Protected Area System of Rwanda (PAB) Project

GEF/UNDP PIMS 1922

Final Report

Prepared by:

Humphrey KISIOH; International Consultant¹

and

Dr. Elias Bizuru, National Consultant²

August 2012

¹ ERR-Consulting Group, P.O Box 2462, Kigali, RWANDA; Tel: +250 783 375 105; E-mail: HKisioh@gmail.com

² National University of Rwanda, Butare; Tel: 0788576052; E-mail: ebisous@yahoo.fr

i. EXECUTIVE SUMMARY

• **Table 1: Project Summary Table**

Project Title	<i>Strengthening Biodiversity Conservation Capacity in the Forest Protected Area System of Rwanda (PAB) Project</i>			
GEF Project ID	GEF/UNDP PIMS 1922	GEF Funding	\$ 4,450,000	
UNDP Project ID	GEF/UNDP PIMS 1922	IE/EA Own		
Country	RWANDA	Government	\$ 880,000	
Region	East Africa	Other Co-funding	\$ 7,100,000	
Focal Area	Biodiversity			
FA Objectives (OP /SP)	<i>Increased capacity in Protected Area (PA) institutions leads to improved management effectiveness in the national PA network and improved partnerships between the different PA authorities and other stakeholders.</i>	Total Co-financing	\$ 7,980,000	
Executing Agency	GOR (MNIREANA /REMA)	Total Project Cost	\$13,430,000	
Other partners	RDB (formerly ORTPN) and NGO Consortium	ProDoc Signature Date		Dec. 2006
		Operational Closing Date	Proposed August 2012	Actual Dec. 2012
Evaluation Team Members	Humphrey Kisioh – International Consultant Dr. Elias Bizuru – National Consultant			
Evaluation Timeframe	August 2012 Final Report: By September 14, 2012			

Acknowledgement	The support of UNDP, REMA, PAB, and their implementing partners in facilitating the Terminal Evaluation and in freely providing the necessary information.
------------------------	--

- *Brief Project Description*

This report presents the findings and recommendations of the TPE commissioned by UNDP in August 2012, for the *Strengthening Biodiversity Conservation Capacity in the Forest Protected Area System of Rwanda* project. The project focused on two of Rwanda's national parks – NNP and VNP. Both Parks are afro-montane forest ecosystems situated in the Albertine rift eco-region – Africa's richest and one of the world's most globally significant in terms of species diversity and endemism. The two parks face significant threats from land and resource needs of a fast growing population; substantial resources are required to address those threats and make the parks ecologically and economically sustainable in the long run.

The project has been implemented since late 2006 and is scheduled to end in December 2012.

The project's overall objective is “*increased capacity in Protected Area institutions leads to improved management effectiveness in the national PA network and improved partnerships between the different PA authorities and other stakeholders*”. It has 3 specific outcomes or results and a 4th one on effective project management:

Outcome 1: Institutions and key stakeholders at central, district and local levels have capacity to manage and conserve natural resources in and around Protected Areas;

Outcome 2: Socio-economic value and financial benefits of the Montane Forest Protected Area System to local communities increased and negative impacts reduced;

Outcome 3: Biodiversity of Nyungwe and Volcanoes Protected Areas System conserved through knowledge-based adaptive management practices; and

Outcome 4: The project is effectively managed, monitored, evaluated and reported.

The project was implemented through a systems to building capacity at all necessary levels, from central to local, working with a broad array of government and NGO partners. The project contributed to strengthen *in situ* management of the two montane forest PAs, increase local participation in PA management and to increased benefits from PAs, and strengthen the central government's institutional capacity to finance, monitor, and manage all PAs. Capacity and training activities covered the entire PA network. Lessons learned from the project will inform policy processes, management practices, and sustainable use initiatives within Rwanda and across the montane forest realm of the five-nation Albertine Rift ecoregion.

The project is implemented under the UNDP Country Programme, executed by the Ministry of Natural Resources and implemented in the field through a consortium of six NGOs. Overall project management was under REMA, which is the national focal point for biodiversity and the authority on environmental management. REMA hosted the Project Management Unit (PMU), which is responsible for day-to-day management and coordination of the project and provided liaison between UNDP and implementing partners.

- *Overall Project Performance:*

The findings of this evaluation is that the overall performance and progress is generally good on all the four project outcomes. The project demonstrated innovative approaches and made notable achievements in areas hitherto not addressed, especially in its policy development work.

The view of Evaluation Team is that the most outstanding achievements are in partnership building, awareness raising and strengthening the technical capacity and legal framework for biodiversity conservation. These have the potential to create more sustainable and increased economic and ecological benefits at all levels.

Progress rating in achieving set targets is presented in Table 2; below.

Table 2: Progress Rating Towards Targets

Result s Area	Indicator	EOP target	TE	Observation/ Notes
Project Objecti ve level	-Improved METT scores	At least 80% (revised to 75%)	75% for VNP and 70% for NNP.	Good progress both PAs but NNP as challenges of funding. Both PAs face major threats. For NNP, threats remain considerable due to the unresolved issues of the buffer zone.
	Business plans	None	Business plans already developed and updated with scientific data generated under PAB.	Business planning is still an external act, as PA managers & staff are not active participants in their design. There is need to strengthen capacity for PA planning. Secondly Business plans appear to have focused too much on revenue generation with the likely risk of alienating biodiversity conservation objectives
	Increased tourism revenues	50% of Government target of USD 100 million (i.e. US\$ 50 million)	From US\$ 86,000 in 2005 to US\$ 168,000 in 2008 for NNP and US\$ 3 million to US\$ 6.9 million for VNP).	More than doubled for both PAs: NNP's prospects are particularly increasing due to recent investments in tourism infrastructure under another project – (Destination Nyungwe).
	DDPs with strategies for	7 out of 9 districts around	At least 5 districts (Nyaruguru, Nyamagabe,	Local authorities' interests in PAs conservation has generally increased over the project

	biodiversity conservation	the parks	Nyamasheke, Musanze & Burera) have included bamboo nursery and other conservation activities in their DDPs & Imihigo 2010	period. However, the districts, they are still relying on PAB and are unable to allocate funds from their own budgets.
Outcome 1	Wildlife & national parks legislation	Full act with subsidiary legislation in place & under implementation	Draft laws & policies drafted but not yet enacted	Fast drafted but has taken too long to be enacted for reasons that have nothing to do with PAB. The absence of the policy and law impacts negatively on PA Management.
	Biodiversity Policy and Law enacted	-	Policy enacted and gazette. Law to be enacted soon.	Strengthens the conservation of biodiversity when fully implemented.
	Increased budgets appropriated to PAs from national sources	100% increase	Very modest increases for VNP (Frw. 51.6m in 2006 to Frw. 65 m) and a decline for NNP (Frw. 48.1m to Frw 45m in 2008/9). (No figures were available for 2010 - 12	The general trend including is that both NNP and VNP received modest increases, but have since been reduced (by about a third for NNP).
	Training opportunities for agency staff used for skills enhancement	Training plan	Comprehensive training needs Assessment undertaken and Training plan developed. BUT, not implemented.	Training has been rather ad hoc. Due to dwindling budget to PAs. KCCEM could provide essential training but also suffers from capacity challenges.
	Inter-governmental linkage & Coordination in place via MoUs/Agreements	At least 3 central & District Agreements in place & functioning with M&E	No formal agreements or MoUs have been signed in this respect.	Most partnerships developed remain informal. Inter-governmental coordination has been pursued through the NPSC & TAC which are project driven. Critical areas where cooperation MoUs are needed are between PAs, with local Administrations, National coordination between government agencies could be provided through SWAP.
Outcome	Collaborative	5 collaborative	15 formal collaborative	Collaborative projects may be

e 2	e projects between PAs & locals	projects	projects	increased by engaging the private sector through PPPs
	Buffer zone co-management projects	2 Buffer Zone projects in place One JFM agreement operational per target district	None	<p>The buffer zone status remains unclear – it's still managed under the NAFA's management plan. Even critical stakeholders like PAs managers and WCS reported that they were not involved in the review of the plan.</p> <p>It would seem that the concept of JFM has yet to be understood and legal provisions supporting it do not yet exist.</p>
	Local enterprises related to PAs	No. of enterprise	At least 15 local enterprises related to PAs supported	Some impressive projects such as Karongi Bee Keepers have been supported. Most beneficiary cooperatives are women and even historically marginalized groups who are now benefit from the PA tourism.
	Incidences of illegal resource harvesting (people-park conflict)		PA authorities report at least 5 times less frequent (fires, poaching).	Overall attitude and cooperation of LGs and communities have led to significant reduction of illegal. PAs now compensate communities for wildlife damages; revenue sharing schemes have expanded. The focus should be on strengthening the cooperation between PAs & local actors, particularly by tying revenue/benefits sharing scheme to performance.
	# of income generating projects per participating district	At least 2 projects per district and 3 community tourism initiatives piloted	There are at least 2 micro-projects supporting income generation in all districts (e.g. cooperatives,)	Several micro-projects have been implemented but there is need to target overall poverty reduction around the PAs (through skills, direct jobs & related schemes),
Outcome 3	Key habitats restored in	13,000 ha burned with	Regeneration sites established in NNP;	A comprehensive rehabilitation plan is needed.

	the PAs	limited tree regeneration - exotic trees grow along 6 okm of asphalt removed	Feasible opportunities for assisted regeneration identified through PES & carbon markets. Attempts made to remove exotic species along the road – from Kitabi to Gisakura	Exotic species removal has not been efficient. The activity should include the Forest Authorities and local communities.
	MIST used in decision making	MIST adopted and operational as analytical system for all parks, databases designed	MIST data used in updating the Mgt plans; all parks have databases	Data & information management capacity increasing in PAs – all have GIS-installed computers and staff trained in spatial data collection & analysis. However the system is still too dependent on WCS
Outcome 4	Timely reporting	?	Partners submit reports, but sometimes very late	There has not been any stakeholder training or orientation on reporting except on financial management.
	Funding flows with no delays	No delays	Delays of up to 2 months reported	Delayed disbursement by UNDP frequently pointed out as the main bottleneck to effective implementation

- *Summary of Recommendations, Conclusions*

Lessons Learned

The following are some of the key lessons distilled from the findings of the Terminal Evaluation:

- 1) PAB appeared onto the conservation scene at a critical stage in Rwanda's conservation history. It came when the country was just emerging from political and military conflict and urgently required resources to rebuild its management systems, infrastructure, capacities and skills.

In this regard, PAB performed surprisingly well.

The important lesson here is that at certain stages in our development, projects can play vital roles in providing resources and in actually transferring skills and in supporting their application in conservation and PA management.

- 2) All implementing partners and stakeholders interviewed have applauded the project as a good pilot initiative for integrating biodiversity with socioeconomic issues, aligning scientific research to contemporary PAs management challenges, and leveraging the capacities and experiences of international NGOs in the conservation of PAs biodiversity.

- 3) In the building of partnerships and coordination mechanisms were probably the best success area for the project. The PMU worked with the target beneficiaries to identify priorities on the basis of which the annual action plans were generated. This approach especially at site level helped to ensure stakeholder participation, continuing project relevance and fostering ownership at all levels.
1. The adaptive management approach was an important design consideration for the project as it operated in complex and dynamic institutional and policy contexts.
This enabled the project to work and achieve some results even when institutional responsibilities were not clear and there was no policy or legal guidance. The adaptive approach enabled the project to cope with the changing institutional environment and needs of the target beneficiaries.
2. The greatest weakness in PAB's policy work, is that it displayed a lack of in-depth understanding and clarity on the critical importance of a wildlife law and the fundamental problems caused to PA management by its absence. So the pursuit of the Wildlife Policy and Law seemed routine and ad hoc, and was not treated with the urgency it deserved.
3. The enactment of the Biodiversity Policy is laudable, but its full impacts will only be achieved when it is funded and implemented.
4. The Management Plans for NNP and VNP, provide a systematic framework for the management of the two national parks. However, their implementation is far from certain due to the lack of legal enforceability and the scale of resources required for their implementation.
5. The project made substantial contributions to capacity building at national, park and community levels; but the training appears not to have had clear planning. The effectiveness of capacity building programmes could be enhanced in future, if they have a "Training Plan" to guide them throughout the project period.
6. Some of the issues reviewed during the "Lessons Learnt" study, such as institutional arrangements, coordination mechanisms at national and park levels, go beyond lessons learnt. It would have been more useful if these studies had been undertaken earlier in the life of the project, so that their findings could inform some of the project activities such as policy formulation and capacity building plans;
7. In order to provide coherent oversight for effective PA protection and management, institutional roles and responsibilities for PA management need to be clarified, and the coordination framework at all institutional levels strengthened. This will involve strengthening Inter-Ministerial coordination and collaboration, as well as between technical agencies, such as RDB and REMA, in particular by utilizing existing national mechanisms and processes including Sector Wide Approaches (SWAP) and Joint Sector Reviews that support EDPRS implementation
8. Sustainability of the biodiversity of the PA necessitates a reduction in community dependency on the park resources. This can be achieved through production of alternative resources on-farm, increase in sustained agricultural output of the population in the adjacent communities. Considering the small size of land-holdings in these areas and the rising populations, off-farm sources of employment and income generation will have to be given increasing emphasis. Possible areas would include: adding value to agricultural and natural products (honey, handicrafts) and services such as ecotourism.
9. Monitoring and Evaluation is critical in ensuring the project keeps on track, track progress (or lack of it) in project implementation, documents lessons and apply them to improve project planning and management. A strong Project Monitoring Unit is absolutely necessary to support the reporting process.

It should have been necessary to formulate an M & E Plan at the inception of the project, and establish an M & E Function headed a Manager with adequate competence in this area. The ET found no evidence that this was ever done. This may have partially contributed to the inconsistencies and other challenges faced in project reporting.

- *Summary Recommendations*

As the PAB project is coming to an end, the ET can only make recommendations on how a future project phase can be improved. The ET makes the following recommendations:

- 1) It is strongly recommended that a second phase of the PAB project be formulated, funded and implemented. Considering the complexity of the issues it helped address and the length of time it takes for conservation outcomes to take hold, one phase is hardly adequate. Another one or two phase are required to consolidate its achievements and to achieve the desired conservation and development outcomes;
- 2) The coordination and management structures the PAB project established, worked fairly well and effectively. A future phase should retain similar structures. The effectiveness could be enhanced by clearly defining their roles (e.g. through approved TORs), and a wider representation of stakeholders (Forestry, agriculture, water, research etc.);
- 3) A lot of effort and resources have been invested in conservation and PA management in Rwanda. However, it is clear that without a strong regulatory framework (policy and law), it is not possible to plan and achieve systematic and comprehensive conservation and management of wildlife and PAs.

It is therefore strongly recommended that as a matter of URGENCY, GOR and its partners take all the necessary measures to enact and enforce the Wildlife Policy and Law.

- 4) Without a Wildlife Law and a legally demarcated and gazette boundary, the VNP, lacks legal protection and phases great risks. This situation is unacceptable, especially considering that VNP is the most important park ecologically (as home to the critically endangered Mountain Gorillas) and economically (it brings in the highest tourism earnings).

It is strongly recommended that as a matter of URGENCY, GOR and its partners take all necessary measures to enact a Law to demarcate and gazette the boundaries of VNP.

- 5) The enactment of the Biodiversity Policy (and the Law to follow soon), is a landmark achievement for conservation in Rwanda.

The implementation Plan of the Policy requires that stakeholder workshops at national and provincial levels be convened to create awareness and mobilize support for this implementation of this landmark policy.

It is recommended that GOR (especially REMA, RNRA and RDB) and their partners mobilize the necessary resources and stakeholders to implement this recommendation;

- 6) Many studies (scientific and socio-economic) have been undertaken with PAB support. To make them more useful, it is recommended that REMA, RDB, WCS, IGCP and others, collaborate to translate and package these studies into relevant messages and briefs to inform and support policy development and resource management;
- 7) Participatory management and the involvement of stakeholders (including local communities), is internationally recognized as vital for sustainable PA management. This does not, however,

negate the central role of government in formulating and enforcing policies and laws, setting up management institutions and defining their mandates and defining the roles of various players and coordinating their inputs.

It is the considered view of the ET that currently, the mandates of the various agencies with responsibilities in PA management are not well defined (in law) or have too wide overlaps.

These omissions have adverse impacts on how effectively biodiversity and PAs are managed, and need to be addressed urgently. This cannot be done by projects such as PAB, but by the GOR.

ET strongly urges GOR at the highest level and its partners (GEF, UNDP, WCS, IGCP) to set up a participatory process to thoroughly review the institutional arrangements and take all the necessary measures to establish more appropriate frameworks for biodiversity conservation and PA management.

A High Level Commission appointed by GOR is proposed to undertake this vital and urgent task.

- 8) The current strong emphasis on tourism development and promotion in the RDB T&C Department undervalues and potentially undermines the critical requirement to conserve the natural resources and biodiversity on which the tourism industry ultimately depends. The parks also serve other vital international, regional and national environmental, most especially in terms of biodiversity and habitat protection, provision critical water catchment and ecosystem services. These functions are coming under increasing pressures and a variety of threats. To secure the long-term conservation of the national parks and the goods and services they provide and protect, there is a need to establish a balance between the conservation and economic goals of PAs.
- 9) Government agencies need to progressively take a clear leadership role in all areas of PA governance, and to put in place a clear definition and orientation of roles that stakeholders, and particularly NGOs, must play in achieving effective PA protection and management. Coupled with this, stakeholder participation and coordination mechanisms need to be strengthened, for example by formalizing existing informal arrangements such as the Conservation Forum.

- *Conclusions*

The PAB Project was conceived to build and/or strengthen the capacity of Government of Rwandan institutions to support improved management of PAs, particularly the Afro montane forests of Volcanoes and Nyungwe forests. The underlying strategy was to build partnerships and develop capacity at all levels, so that by the end of the project in 2012, the two parks will be better managed, while creating increasing ecological and economic benefits.

In that respect, PAB has been moderately successful. It is also uncertain whether, without PAB, those activities it has supported would ever have happened without it.

The new national park management plans formulated with PAB support provide a framework for systematic and coordinated management of the two parks. However, this is likely to require a further strengthening of management capacity at both national and the park levels, through the recruitment of new managers to address specific aspects of park management (for example, intelligence operations, community education programmes, or ecological monitoring), as well as additional financial resources.

The project has contributed to building partnerships at international, national levels and provided useful skills and tools for participatory park management. As a result, the two PAs are better managed than at the time when PAB was launched. The ecological integrity of the parks has been maintained or even improved through better trained staff and support of less hostile neighbours. Formally degraded areas are being rehabilitated and the wildlife populations are generally on the rise.

Finally, it must be stated that conservation impacts and outcomes take longer timeframes to achieve. A one-phase project is unlikely to achieve them in such a short time. It is therefore recommended that GOR, GEF, UNDP and its other national and international parts should mobilize resources for a second phase of the project. This is the one way to consolidate its achievements and establish a firmer foundation to achieve and sustain the desired conservation and development outcome.

Acronyms and Abbreviations

CBO	Community Based Organizations
CSO	Civil Society Organizations
DDP	District Development plan
DEO	District Environmental Officers
DRC	Democratic Republic of Congo
DFGF-I	Diana Forsey Gorilla Fund International
EEEGL	Enterprise Environment and Equity of the Great Lakes region
ET	Evaluation Team
FGD	Focus Group Discussion
GEF	Global Environmental Facility
GoR	Government of Rwanda
GO	Gorilla Organizations
GVTC	Greater Virunga Tranaboundary Secretariat
INGO	International Non- Governmental Organizations
IGCP	International Gorilla Conservation Program
IUCN	International Union for the Conservation of Nature
KCCEM	Kitabi College of Conservation and Environmental Management
KWS	Kenya Wildlife Service
METT	Management Effectiveness Tracking Tool
MGVP	Mountain Gorilla Veterinary Programme
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
MINERENA	Ministry of Environment and Natural Resources
MINICOM	Ministry of Trade and Industry
MINIFOM	Ministry of Forestry and Mines
MTE	Midterm Evaluation
NAFA	National Forestry Authority
NEX	National Execution
NGO	Non- Governmental Organizations
NNP	Nyungwe National Park
NPSC	National Project Steering Committee
ORTPN	Rwanda Office of Tourism and National Parks
PA	Protected area(s)
PAB	Protected Area Biodiversity (Project)
PMU	Project Management Unit
RDB	Rwanda Development Board
REMA	Rwanda Environmental Management Authority
RNRA	Rwanda Natural Resources Authority
SWAP	Sector Wide Approach Programme
T & C	Tourism and Conservation (Department of RDB)
TAC	Technical Advisory Committee
TANAPA	Tanzania National Parks Authority
TOR	Terms of Reference
TPE	Terminal Project Evaluation
UNDP	United Nations Development Program
UWA	Uganda Wildlife Authority
VNP	Volcanoes National Parks
WCS	Wildlife Conservation Society

Chapter 1: Introduction

This Terminal Evaluation of the PAB Project is commissioned by UNDP Rwanda and the GEF in accordance with the project's M & E Plan. The objective of the evaluation is to assess the performance of the project against planned results. The evaluation will determine the relevance and level of achievement of project objectives, development effectiveness, efficiency, impact and sustainability. The Evaluation will also feed lessons learned into the decision-making process of its stakeholders, including donors and national partners. It will finally assess how project achievements have improved decision-making, organizational learning, accountability and impact.

The terminal evaluation will provide a comprehensive and systematic account of the performance of the PAB project which is just being completed, by assessing its design, process of implementation, achievements against project objectives endorsed by the GEF including any agreed changes in the objectives during project implementation.

This Terminal Evaluation has four complementary Purposes;

1. To synthesize lessons that may help improve the selection, design, and implementation of future GEF activities
2. To promote accountability and transparency, and to assess and disclose levels of project accomplishments
3. To provide feedback on issues that are recurrent across the portfolio and need attention, and on improvements regarding previously identified issues
4. To contribute to the GEF Evaluation Office databases for aggregation, analysis, and reporting on the effectiveness of GEF operations in achieving global environmental benefits and on the quality of M&E across the GEF system.

1.1 Scope of Evaluation

The scope of the TPE of the PAB project reflected the diverse range of activities as defined in the Project Logframe and Results Matrix. Three main components were thus evaluated:

- 1) Delivery of project outcomes
- 2) Implementation, and
- 3) Financial Planning and Management

Each of these components was evaluated using three criteria: effectiveness, efficiency and timeliness.

1.2 Methodology

The methodology used for data collection entailed a combination of the following techniques:

- a) **Documentation review (desk study):** documentation and reporting appears to be a strong aspect of the PAB project. A number of policy, project design and implementation related documents have been sourced from the Project Coordination Unit and some implementing partners. These were reviewed to appreciate the cumulative progress of the project implementation up to its termination. This list includes work plans, bi-annual and annual reports, project implementation reports (PIRs), financial reports, Memoranda of Understanding (MoUs) and technical studies.
- b) **Interviews with key informants** involved in the project design and implementation processes. These included project staff, government institutions, implementing partners, district officials and UNDP officials.
- c) **Focused Group discussions** with beneficiaries (individuals, communities and groups) as well as field service providers in the intervention areas. This category includes farmers, crafts makers, small enterprises, marginalized communities and CBO workers.
- d) **Field visits** were made to project sites around the two national parks, NNP and VNP. Districts visited are Nyamasheke, Nyamagabe, Musanze and Rubavu were most of field PAB activities were concentrated. Among other field activities evaluated include Bamboo planting, sisal planting and hand crafts associated, Pico-Hydropower project, Marginalized communities, Agroforestry plantations, ravines stabilization, cisterns and water tanks. Direct field observations were made on various activities and investments funded by the project. Field officers of implementing NGOs and RDB staff around the two protected areas accompanied the evaluation team to the field, often after the interviews in their field offices.

1.3 Evaluation Criteria and Rating system

The Analytical Framework for the TPE and Rating System

The TPE is based on three Key criteria

- a) *Validity of Project Design*
 - The extent to which the project design is logical and coherent.
 - Project progress and effectiveness
 - The extent to which the project's immediate objectives were achieved, or are expected to be achieved, taking into account their relative importance.
 - Progress towards the project objective and outcomes, as stated in the Project Document, especially its logical framework;
 - Progress on implementation, as reflected in the original work plan and budget, and subsequent work plans outlined;
- b) *Efficiency of resource use*
 - A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted into results.
 - Effectiveness of management arrangements
 - The extent to which management capacities and arrangements put in place supports the achievement of results.
- c) *Impact orientation and sustainability of the project*
 - The strategic orientation of the project towards making a significant contribution to broader, long-term, sustainable development changes.

- The likelihood that the results of the project are durable and can be maintained or even scaled up and replicated by project partners after major assistance has been completed.

These terms are a translation of the internationally-agreed standard performance criteria – relevance, effectiveness, efficiency, impact and sustainability – into more operational categories.

The TPE is based on the GEF Project Review Criteria and focused on seven elements, viz: a) Implementation approach; b) Country ownership/Drivenness; c) Stakeholder participation/ Public Involvement; d) Sustainability; e) Replication approach; f) Financial planning; g) Cost-effectiveness.

The final ratings are based on the 6-point rating system of GEF, with some modification, by allocating percentages. (Annex: 11).

UNDP/GEF guidance requires certain project aspects to be addressed by an evaluation and a commentary, analysis and rating is required for each of: a) Project concept and design ; b) Stakeholder participation in project formulation; c) Implementation approach; d) Monitoring and evaluation; e) Stakeholder participation.

1.4 Structure of the Evaluation Report

The Structure of the Evaluation Report is based on the Outline provided the GEF / UNDP TORs on Terminal Evaluations. The Report has the following sections:

1. Opening page: with project title and other information on the project;
2. Executive Summary, with Project Summary Table, brief project description, evaluation rating table, and summary conclusions, recommendations and lessons learnt
3. Acronyms and Abbreviations
4. Introduction: Purpose of the evaluation, Scope & Methodology and Structure of the Evaluation Report
5. Project description and development context
6. Findings , covering the following:
 - Analysis of LFA/Results Framework (Project logic /strategy; Indicators)
 - Assumptions and Risks
 - Lessons from other relevant projects (e.g., same focal area) incorporated into project design
 - Planned stakeholder participation
 - Replication approach
 - UNDP comparative advantage
 - Linkages between project and other interventions within the sector
 - Management arrangements
7. Project Implementation, covering the following:
 - Adaptive management (changes to the project design and project outputs during implementation)
 - Partnership arrangements (with relevant stakeholders involved in the country/region)
 - Feedback from M&E activities used for adaptive management
 - Project Finance:
 - Monitoring and evaluation: design at entry and implementation
 - UNDP and Implementing Partner implementation / execution coordination, and operational issues
8. Project Results
 - Overall results (attainment of objectives)

- Relevance
 - Effectiveness & Efficiency
 - Country ownership
 - Mainstreaming
 - Sustainability
 - Impact
9. Conclusions, Recommendations & Lessons
- Corrective actions for the design, implementation, monitoring and evaluation of the project
 - Actions to follow up or reinforce initial benefits from the project
 - Proposals for future directions underlining main objectives
 - Best and worst practices in addressing issues relating to relevance, performance and success
10. Annexes

Chapter 2: Project Description and Development Context

2.1 Overview of the Country Context

Rwanda's environmental conservation efforts must be understood in the context of the nation's recent recovery efforts from a decade of civil war, genocide, poverty, as well as the determination of the country's leadership to transform it from a poor to a middle income country by 2020 (as enshrined in the Vision 2020). Like all of the country's ecosystems, the montane forests of the western and northern Albertine Rift were severely degraded and continue to face severe pressures. It is in the context of this Vision that Rwanda has placed conservation of its montane forests as a national priority.

Rwanda's ecosystems are uniquely valuable but their conservation status is of great concern. The Volcanoes National Park (VNP) created in 1934 and the Nyungwe National Park (NNP) gazette in 2005, are recognized sites of high national, regional and global importance for their biodiversity and endemism, which are characteristic of the Albertine Rift eco-region. These parks are also primary sources of tourism revenue and ecological services, such as water catchment and erosion control, water supply, and hydroelectric power development.

The present UNDP/GEF Project brought in additional resources to enhance this baseline capacity to effectively manage and thereby assure the long-term maintenance of their biodiversity, ecological functions, environmental services and economic benefits. The UNDP/GEF Project investments target the sustainability of the Protected Areas (PA) system, with particular attention to three key areas: 1) Central Government policies and laws, staff capacities, and collaborative frameworks; 2) local government and communities' capacity to plan, co-manage, and benefit from appropriate development activities on lands adjacent to PAs; and 3) PA adaptive management capacity to assure long-term biodiversity values through applied action research, monitoring, and evaluation. Project activities included support for capacity-building at all levels, increased collaboration between central and local government bodies, and income and employment generating activities in neighboring communities.

Policy, Legal and Institutional Framework for Biodiversity and PAs Management in Rwanda

The GoR's commitment to biodiversity conservation was reflected in the Government's setting aside about 8.4% of its territory as protected areas. There is no single comprehensive law on PAs and biodiversity in Rwanda. Each of the country's 3 national parks is managed under a specific law establishing it, and defining its boundaries.

The Volcanoes was first gazetted as a National Park in 1925 as part of the larger Albert National Park, which included Virunga National Park. In 1934 it was regazetted on its own; at that time it covered an area of 340 km². The current area is 160 km², which means that it has lost about 53% of its area.

Evolution de la superficie du Parc

- 1958: 338,70 km²
- 1973: 164,00 km²
- 1979: 150.65 km²
- 2012 : 160,00 km²

Source: PNV Archives

The only comprehensive legislation on the environment and biodiversity is the Organic law on environment (Law No. 04/2005), along with the Land law that provide for gazettelement and protection of fragile or sensitive ecosystems. In the RDB structure, national parks are categorized as productive assets. Although this might be good for promotion of tourism and other conservation business, there are real risks that their environmental functions – of protecting biodiversity and ecosystems may be lost as more focus is put on maximizing economic returns, especially since conservation knowledge and skills at the top policy level in RDB is lacking.

National context of protected areas

Forests in Rwanda are experiencing growing threats as a result of intense human pressure from a rapidly growing population and primary dependence on fuel wood as a source of energy for both domestic and industrial use. Other forms of threats result from various human activities including agriculture, settlements, illegal logging for timber, and bush fires.

In response to the general decline in forested area with particular impacts on protected areas, the Government of Rwanda initiated a vigorous afforestation programme which has over time increased the national forest cover by 61% between 1990 at 2475 km² to 4000 km² in 2010³. Additional measures have included identification and indeed assigning special protection status to national forests which include Akagera, Nyungwe (NNP) and Volcanoes National Parks (VNP).

The PA status for the selected forested areas led to national conservation efforts and this has created opportunities to strengthen PAs protection measures that are contributing towards natural resources management through conservation and preservation of biodiversity. This in turn increases the potential for delivering community livelihoods improvements, as well as to contribute to national revenues, primarily through nature-based tourism. Thus, national conservation efforts are increasingly facilitating tourism which has positioned itself as a growing and reliable source of national revenue. The streams of tourism-based revenues include direct incomes from tourism charges as well as indirect sources such as employment and other socio-economic benefits, particularly for the communities adjacent to the PAs. The impacts from PAs on communities are significant in the national context as shown in Table 1, which provides information generated from a study that was commissioned to evaluate the feasibility of VNP expansion conducted in 2010. The data from the source document has been purposely summarized to provide data and information on the basis of Districts adjacent to the Park.

In recognition of the challenges that were on the rise against the PAs in general and NNP and VNP in particular, it was evident that the ecosystems were in dire need of greater protection and conservation

efforts for their biodiversity values and other ecosystem goods and services. In response, a special project, the Protected Areas Biodiversity (PAB) Project, that would provide focused attention on ecosystem and biodiversity conservation was proposed and thereafter initiated. The project was designed with input from various partnerships under the overall guidance of RDB (then ORTPN) and REMA as the GoR institutions, and with financial support from the GEF and UNDP. This is the context within which the PAB Project was designed, funded and implemented.

Regulatory Framework PA Management

While PAB was designed to support more effective management of Pas in Rwanda, there is lack of clarity and articulation of the fundamental importance of a specific regulatory framework and therefore the urgency for its formulation. It should also be necessary to underline the serious problems faced by PA management in Rwanda due to the absence of the said Law.

Definition of a protected area:

A protected area is a ***“clearly defined geographical space, recognised, dedicated and managed, through legal or other effective means, to achieve the long term conservation of nature with associated ecosystem services and cultural values”***

Following on this definition, PA management is founded on the following four key pillars:

- 1) A national Wildlife Law that provides for the establishment and management (including protection and gazettement);
- 2) A National Institution established by the Law, which defines its mandates and authority in managing Pas;
- 3) The Pas have demarcated and secure boundaries established by the Law;
- 4) Each PA is managed according to a Management Plan, whose process of formulation, approval and implementation are established by the Law.

The absence or weakness of any of these pillars would have adverse impacts on the management effectiveness of protected areas. The importance of formulating and enacting a Wildlife Policy and Law has been recognized by GOR and the process for its formulation commenced in 2008. However, the fact that the wildlife policy and law has yet to be fully enacted and implemented, constitutes a significant weakness as far as effective PA governance is concerned.

Some of the problems associated with the absence of a Wildlife and PA Regulatory Framework include the following:

- 1) No National Institution with clearly defined legal mandate for managing wildlife and Protected Areas in Rwanda, (to what extent can we regard RDB and T & C as a Wildlife and PA Authority on the same lines as UWA, TANAPA or KWS?)
- 2) In RDB and the National Parks we talk about “Law Enforcement”, but there is actually no law to enforce (Jean and the UG Wildlife Law!!);
- 3) There have been perennial problems getting convictions in courts on illegal activities in parks because there is no law that declares such activities (poaching etc.) illegal, nor sets penalties for them,
- 4) The Ranger Force in the Parks should be established by Law, which should define their roles, authorize them to carry arms and define the manner of their use. This is not the case, and this has exposed them to serious risks;

- 5) PNV is arguably the most important national park in Rwanda, both ecologically and economically. Yet it does not have a legally established, demarcated and protected boundary.

2.1.1 PA organizational structure and capacity

An appropriate and adequate organizational structure and capacity is a vital aspect of the institutional arrangements for PA management. The organizational structure provides a framework for managing and coordinating human resources and for ensuring effective and efficient delivery of services, and is of central importance for ensuring that an organization's human resources are appropriate, adequate to meet the need, and effectively deployed. As with PA governance arrangements, the report looks at the current organizational structure and capacity for PA management in Rwanda, a mandate that is currently chiefly exercised through RDB's Tourism & Conservation Department.

With regard national-level organizational structure and capacity, it has been noted that the current RDB T&C Department organizational structure devotes approximately three quarters of the professional staffing of the Department to issues relating to tourism development, and only one quarter to other aspects of management of the national parks. Furthermore, several crucial positions in the T&C Department that impact on the effectiveness and efficiency of park management remain vacant, such as the Manager of the Conservation Division and the Parks Coordination Officer. During the Management Plans Verification Meeting held in Kigali on 18-19th April 2012, several stakeholders pointed out that the absence of these key positions is having a significant impact on the ability of RDB to fulfill effectively and efficiently its mandate for the management and conservation of the national parks.

Perhaps the most significant area of weakness in the current RDB national-level establishment for park management is the absence of any substantive capacity for law enforcement and anti-poaching coordination and related intelligence gathering. In this case, the RDB T&C Department has significant capacity gaps in these areas.

With regard to park-level organisational structure and capacity, there are major areas of capacity deficiencies; frequently, a single officer at the park level may have multiple responsibilities, and that considering the broad scope of work set out in the two new management plans, it may be unrealistic to expect these officers to be able to deliver across the full range of their management responsibilities. The pressure on park-level officers has been relieved up until now by the role played by NGOs in the two PAs. Whereas this role played by NGOs is necessary and desirable, over-reliance on NGOs can in the long-term be highly detrimental to sustainability.

2.2 The Project Profile

The project was designed with the purpose of bringing additional resources to enhance the technical and financial capacity to effectively manage Rwanda's montane forests and assure the long-term maintenance of their biodiversity, ecological functions, environmental services and economic benefits. The project responds to Strategic Priority BD1 of the GEF and is executed through NEX (National Execution Modality) process by the Rwanda Environment Management Authority (REMA), with support from UNDP and the Rwanda Development Board (RDB).

- *Project Start-up and Duration*

The PAB project was designed as a six year project, from 2006 to 2011. Implementation started in the second half of 2007 and is effectively comes to an end in December 2012, with a no-cost extension from August 2012.

- *Problems with the Start-up*

The project start-up was delayed by several months due to delays in the disbursement of funds, recruitment of key staff, (especially the Technical Advisor and the Project Coordinator), and in the establishment of the structures and systems necessary to manage the project.

- *The Problems the project was sought to address:*

The project was designed with the purpose of bringing additional resources required to address the following problems:

- 1) Threats to the biodiversity and ecological services of global importance in the two national parks,
- 2) Weak capacity (policy, legal, institutional, technical, and resources) of national and local institutions for effective management of the parks,
- 3) Hostility, lack of participation and benefits to key stakeholders such as local communities whose support is required for the sustainability of the parks
- 4) Lack of knowledge required for effective and adaptive management of the parks and their resources.

- *Project goal and Objective*

The Project goal is *“sustainable management of renewable natural resources and protection of biodiversity while contributing to equitable economic and social development of all segments of society.”*

The global objective is *“Increased capacity in Protected Area institutions leads to improved management effectiveness in the national PA network and improved partnerships between the different PA authorities and other stakeholders”*. To realize this objective, 4 outcomes are expected:

- 1) Institutions and key stakeholders at central, district and local levels have capacity to manage and conserve natural resources in and around Protected Areas;
- 2) Socio-economic value and financial benefits of the Montane Forest Protected Area System to local communities increased and negative impacts reduced;
- 3) Biodiversity of Nyungwe and Volcanoes Protected Areas System conserved through knowledge-based adaptive management practices;
- 4) The project is effectively managed, monitored, evaluated and reported;

- *Project outputs and Project emphasis*

According to the Prodoc, the main outputs expected from the project are summarized as:

- Increased funding for Protected Area management through new business plans;
- Increased level of income in communities through revenue sharing, collaborative Development Fund plans and other income-generating activities;
- District Development Plans have included and implemented specific pro-biodiversity strategies;
- Wildlife law produced, approved and applied to improve PA management; and
- Forest cover maintained, with increased area under bamboo, natural regeneration.

The project implementation approach has embraced the following approach and strategies:

- i) Collaborative, decentralized structures and systems with enhanced communication among stakeholders;
- ii) Field implementation by partner institutions, agencies, NGOs, and associations;
- iii) Results-oriented and support for incremental costs as required by GEF. By this, project funding was deemed to be providing additional support to existing funding or/ and on-going activities.

- *Justification for PAB intervention areas*

The original aim for the establishment of PAB Project was to improve conservation through institutional capacity building and strengthening, as well as acknowledgement of the role of conservation in tourism growth and product diversification.

The interventions in PAs in Rwanda, and more specifically in conservation, has traditionally relied on international NGOs including WCS, IGCP, DFGF-I, GO, Helpage and others. Thus, the in-country knowledge and experience on conservation within the GoR institutions was relatively weak and substantial resources were required to strengthen this capacity.

The PAB Project was therefore intended to reinforce linkages between traditional players in conservation (the mostly international NGOs), GoR institutions district and local communities, as a way of bridging the knowledge and resource gaps that have had adverse impacts on natural resources management and PA conservation efforts. The project planned to achieve this through targeted strengthening of national and local institutions at all levels, especially in the areas around the two parks. Thus the goal was to bring convergence of knowledge and conservation efforts in order to achieve improved management of protected areas and increased flow of socio-economic benefits and improved livelihoods to local communities.

- *Baseline Indicators*

The Baseline Indicators as set out in the ProDoc are treated at two levels:

- Sustainable Protected Area Systems, and
- The gains in biodiversity impact ensuing from that improved institutional sustainability.

The main *system sustainability indicators* for this project are as follows:

- Funding for Protected Area management increased, & is less dependent on overseas investment.
- Alternative financing sources incorporated in business plans and serving to expand financial foundation for PA management
- Business plans for the PA system and key PAs, in place which directs overall management.
- District development plans include specific pro-biodiversity strategies, and are implemented.
- PA system staff with capacity to develop and implement broader business plan models.
- Wildlife law produced, approved and applied to improved PA and wildlife management.

- Protected Area Management Plans in place with adaptive management systems incorporating lessons from M and E process.

The main *impact indicators for biodiversity as a consequence of this project* are as follows (see expanded list and details in Log-Frame (Section II):

- Improved METT scores for the two montane Protected Areas.
- Zero habitat loss from forest conversion/encroachment in NNP and VNP
- Fire incidence and extent reduced in NNP, and natural regeneration effectively reclaiming burned areas, and bamboo areas increased.
- Population targets established and met for selected indicator species in Nyungwe and Volcanoes.

- *Main Stakeholders*

Government Agencies:

The Ministry of Environment and Natural Resources (MINERENA) executed the project through , following UNDP guidelines for nationally executed projects. MINERENA was accountable to UNDP for the disbursement of funds and the achievement of the project goals, according to the approved annual workplans.

RDB, T & C which is responsible for managing the two parks implemented most of the activities inside the parks.

The Administrations of the nine districts neighbouring the two parks were also key stakeholders, and were represented in the Project Steering Committees. Their responsibilities included integrating conservation into their District Development Plans, community mobilization and providing support to community projects.

International and National NGOS and CBOs

Field activities are implemented through a consortium of six NGO partners (5 international and 1 national NGO) all with experience in Rwanda and the Albertine region. The six NGOs were: care International, IGCP, WCS, DFGF-I, GO and Helpage.

The six partner NGOs were contracted by the project to implement specific activities through MOUs; they in turn sub-contracted some CBOS for the actual implementation of field activities.

A more detailed analysis of the stakeholders and their roles and the specific areas in which they worked are presented in Annex 8 and Annex 9.

The decision to use NGOs as implementing partners was based on two strategic considerations: 1) the strategic focus of the project, particularly on outcome 2 (socioeconomic values and financial returns) and outcome 3 (on biodiversity and PAs management); and, 2) the limited capacity of Government Agencies at the time.

Some critical issues relating to NGO participation were overlooked at design stage, resulting in implementation bottlenecks:

- While international NGOs had the experiences and resources to be leveraged, they often have their own agendas, for which they used the NPSC to lobby;
- Some implementing NGOs are managing big projects and often do not have flexibility to accommodate some costly UNDP conditions e.g. the requirement to open separate bank accounts for small projects activities funded by PAB, and to follow different accounting systems;

- NGOs have their own well established operational systems. Already faced with challenges of managing multiple partners, they may be reluctant, even with incentives, to follow the UNDP procedures.
- International NGOs, like most organizations in Rwanda, face severe institutional and human resources challenges even in core areas like project management, and their M&E systems may not be as robust as initially expected, to facilitate effective reporting on project activities. As a result, nearly all implementing partners have faced reporting constraints. Some have been reluctant to respond to project request for information.
- PAB should have established its own M&E function at the PMU level, through the appointment of an M & E Manager.
 - *Expected Results by Outcomes:*

Outcome 1: *Outcome 1: Institutions and key stakeholders at central, district and local levels have capacity and resources to manage and conserve natural resources in and around Protected Areas*

- Institutions and key stakeholders at central, district and local levels have capacity and resources to manage and conserve natural resources in and around Protected Areas
- A conservation financing plan developed and implemented with improved capacities for business planning at national and protected area levels
- Staff of MINERENA, RDB and other partner/support agencies with functional capacities in key aspects / technical skills of protected area management.
- Strategic plans developed and implemented that reflect biodiversity conservation and community participation in forest resources/protected area management.
- Effective coordination and information exchange structures developed that promote cross-sectoral information sharing and synergies among stakeholders (SWAP?)
- Political will and support for Rwanda's Protected Area System is increased, reflected in PRSP, other documents
- An information management system developed/used in the Protected Area Management System
- Regional (TBNRM), National and District level policies and legislation harmonised to support biodiversity conservation in Protected Areas.
- Comprehensive Wildlife / Protected Area Legislation developed, adopted and functioning. (Biodiversity Policy & Law; Wildlife Policy and Law; Park Concession Policy)

Outcome 2: *Institutional capacities for PA management at local levels enhanced; greater socio-economic benefit flows to local communities, leads to reduced illegal use of protected are resources.*

- Collaborative Forest Management plans developed building on best practices from the region
- Institutional capacities for PA management at local levels enhanced; greater socio-economic benefit flows to local communities, leads to reduced illegal use of protected are resources
- Collaborative Forest Management plans developed building on best practices from the region
- CFM plans piloted in selected communities
- Sustainable income generating/value adding activities developed and piloted
- Communities provided with skills to enable them to participate in improved natural resources management; (technology and skill transfer, tools, planting materials, propagation methods
- Water/Energy supply project surrounding Volcanoes NP initiated / developed (co-finance CARE / Helpage)
- Micro-Hydro-electric project in Districts surrounding Nyungwe NP initiated (potential new co-finance)
- Barriers to community tourism reduced in selected areas especially planning and implementation of co-management of forest resources
- Communities benefit from RDB revenue sharing programme.

- Communities provided with skills to enable them to participate in improved natural resources management; (technology and skill transfer, tools, planting materials, propagation methods)

Outcome 3: ***Protected Area Management and conservation of biodiversity at forest parks is expanded and reinforced through knowledge-based adaptive management practices and field demonstration.***

- Adaptive park management plans for Protected Area System updated through regular incorporation of research and monitoring data this is not about capacity.
- Adaptive park management plans implemented in Nyungwe National Park, through conservation partnership activity, with RD and NGO consortium,
- Adaptive park management plans implemented in Volcano National Park, through conservation partnership activity, with RDB and NGO consortium,
- Effective methods of ecosystem restoration determined and piloted.
- Protected area management authorities implementing a monitoring system for biodiversity, key indicator species and environmental services

Outcome 4: ***Project effectively managed, monitored, evaluated and reported***

- Project management systems established and maintained, with adaptive management process.
- Project strategic and annual work planning completed.
- Project monitored and evaluated; lessons learnt integrated into adaptive management processes.
- Project reports produced, reviewed and disseminated. (Progress Reports, Technical Reports)
- Project results and lessons disseminated widely; both in-country through more district involvement, and regionally into the Albertine Rift Programme and East African Community) seeking impact through replication

Chapter 3. Findings

3.1 Analysis of the LFA /Results Framework

The project LFA is provides a systematic participatory planning procedure for complete project cycle management. It sets the criteria for project success and lists the major assumptions.

The original project log-frame appears to have been abandoned, with most of partners' reports hardly referring to the log-frame or its indicators.

The reports to GEF do however, provide some information on progress towards the project targets and indicators.

The original indicators in the LFA were revised by the project implementation review (PIR)/annual project report (APR) has revised the original indicators yet there is no documentation or information on when, how and why the indicators were revised.

Some partners did not even seem to notice this change, partly because that the log-frame was not being actively used. Nonetheless, WCS's work plans seemed to be the only ones aligned with the log-frame.

Some baselines are weak, conflicting or non-existent for a number of indicators. For instance, under the objective level indicators, the log-frame in the Pro Doc has US \$ 16 million as baseline (2004 figures) tourism revenues, which differs from the revenue figures obtained from the RDB – \$ 2.24 million for 2004).

It is important that the indicators used be as close to the project activities (ability to be influenced by the project as possible). In this case, the most effective indicator would be tourist arrivals and actual revenues earned from each park, rather than national tourism figures, where the project contribution or influence may not be easily determined.

A review of the original log-frame (in the Project document) and the reports, suggest that many indicators are not relevant to the project objective, while others are difficult to measure either because they are too complicated, they lack data, or data is simply difficult to find.

The main problems with the indicators (original as stated in the Pro Doc log-frame and revised in the PIR) relate mainly to *Relevance to the project objectives*: Some indicators were (a) not clearly linked to the project objectives and not sufficiently SMART; and (b) their relevance has been overtaken by institutional changes and political circumstances.

It is also noted that the majority of the Objective Level Indicators are output and not impact indicators. For example, the production of business plans and District Development Plans will have very little impacts unless they are funded and fully implemented.

Even some of the purely output indicators (such as reports) are also problematic, because their quality and timeliness reduced their usefulness.

A number of really good indicators (e.g. crop raiding as a measure of conflict) do not have baselines and measuring progress is rather difficult. For some indicators, because of difficulties in obtaining data, progress reports have continuously reflected constant figures.

The PIRs indicate that the numbers of chimpanzees have remained constant (at 400), a figure for 2004 because of lack of data, which makes it difficult and less meaningful to track progress.

In selecting indicators, a key consideration should have been measurability i.e. data availability or ease of its timely collection. For example, the *mobile nature of Mountain Gorillas* within the Virunga transboundary ecosystem makes it difficult to monitor the increases in the numbers on the Rwandan side with precision.

Similarly for other wildlife e.g. duikers, the numbers may not be accurately established unless there are mechanisms to carryout regular wildlife censuses. It is important to assess the accuracy of the ranger-based monitoring in determining the changes in wildlife populations, especially in view of the capacity gaps among park staff.

Wildlife monitoring in areas like these require specialised equipment and skills that are lacking. Sampling and using proxy indicators present risks and aerial based techniques may be required, which is costly.

Monitoring improvement in the status of biodiversity and ecological integrity requires the development of scientific monitoring tools such as criteria and indicators, which currently do not exist.

Furthermore, there was no training or orientation of partners on the M&E, and the use of LFA indicators, and there appears to have been no common understanding among partners, its use and on the reporting process. Capacity for monitoring and reporting among some project partners has been limited, and this was probably overlooked at project inception stage.

- *Risks and Assumption Analysis.*

The following risks and assumptions and risk mitigation measures have been identified in the Prodoc:

Risk	Rate	Risk Mitigation Measure Proposed	Achievements
Competing priorities reduce government commitment to biodiversity conservation.	M/S	The project will build political will and support for the project but more importantly for improved management of Rwanda's Protected Area System (output 1.6). In addition, the project will facilitate a process of review and amendment of	Risks reduced through greater awareness and GOR political support. Risks remain (M) due to lack of a legal framework to protect
Ineffective decentralization of natural resources management leads to marginalized support for conservation	S	New approaches for co-management with districts / communities will be developed. The DEMP will provide a model for natural resources management at district level (output 3.1, 3.2 and 3.3). In addition, the project will assist the Direction of Forestry to develop and promote a national forest policy that complements	Risks reduced to (M) due to greater support and participation by Districts and Local communities
External pressures on national parks and forest reserves do not significantly increase.	M/S	The project will work with communities around the park to implement alternative income generating activities and collaborative management of selected resources. This will build political support for the protected areas ensuring the political system does not yield to pressure to de- gazette the park. The project	Poverty remains and land pressure remain high and the risks remain (M/S)
Reduction in current support and willingness to improve biodiversity conservation	N	The participatory nature of the project and improvement in revenue flows will ensure that interest is maintained (output 1.1	Local participation and provision of local benefits has increased
RDB focus on tourism may weaken biodiversity conservation objectives.	N	Monitoring a broad set of biodiversity indicators will expand attention beyond gorillas (outcome 4). Better training for	This remains the case but the risk remains (N)
Failure to reach tourism projections impacts ability to fund PA management.	N	The development of a clear business plan for RDB will provide GOR a roadmap towards financial sustainability for many of RDB's functions, based on increased diversification of	Business Plans not developed and tourism revenues do not go back directly
Irreconcilable conflicts of interest over resource use inhibit collaboration to improve conservation	M/N	Participatory design process minimizes this risk and participatory, transparent execution will reduce conflicts. Draft forest policy submitted to cabinet will provide reconciliation mechanisms and framework for	Conflicts may increase with the current exploration of oil and minerals around NNP. Risk levels (M)
Lack of appreciation of economic value of PAs may lead to pressures to de-gazette part of them	M/N	The economic value of Rwanda's PAs to the nation will be shown to be higher than currently assessed and this information will be embodied in national	Economic valuation of PAs is increasing through PES and ecotourism. Pressure for
Limited technical and institutional capacity for modern conservation practice in and out the PAs	M/S	The capacity building activities will pay particular attention to the skills needed for effective management of Rwanda's overall protected area system (outcome 1, outcome	Capacity is improving and the parks are better managed and patrolled. Risk is (M)
Sectoral ministries fail to incorporate biodiversity in sectoral plans/ programmes	M/S	The project will promote inter-departmental collaboration and information exchange (outputs 1.5, 1.6)	This is improving through coordination through SWAP and
Regional insecurity may prevent work in some areas	M/S	Increased community recognition of PA values will promote support for conservation during times of disturbance (outcome	This is a serious problem around VNP which borders DR Congo. Risk (M/S)

Risk rating: H (High Risk), S (Substantial Risk), M (Modest Risk), N (Negligible or Low Risk) Risks refer to the possibility that assumptions defined in the logical framework may not hold.

- *Lessons Learned from Other Projects*

There were several other donor funded projects around NNP and NP with which PAB collaborated, learned from and applied the lessons to improve its own operations. Some of the projects were implemented by PAB partners, which enabled closer collaboration.

Some of the major projects include:

- 1) The EEEL Project implemented by Care and IGCP around VNP,
- 2) Transboundary Project in the Greater Virunga implemented by IGCP and GVTC, and
- 3) Rwanda Nziza and Destination Nyungwe Projects around NNP which are funded by USAID.

PAB collaborated and benefited from these projects in various way

- 1) Collaborated with the implementing agencies at strategic levels, e.g. joint planning meetings, sharing of information, used the same implementing partners,
 - 2) Leveraged on their resources and technical capacity,
 - 3) Mutual learning and sharing lessons.
- *Planned Stakeholder Participation*

Partnership arrangements

The project was developed and implemented through stakeholder participatory processes and its governance and management structures reflected this.

The principal partnerships and participatory processes were developed through the following structures:

- *NPSC* brought together different national institutions with policy level responsibilities for biodiversity and protected areas management particularly REMA and RDB). Other national institutions who were not members of the NPS (such as NAFA (later RNRA), RAB and others were regularly consulted on issues relevant to them.. In the initial stages, the main beneficiary institution – ORTPN (now RDB) was not actively involved and the institutional roles were not very clear. This somehow constrained the process of establishing the links and planning field activities. However, this issue was addressed and improvements made through the NPSC.

The six NGO were represented in the NPSC by two of their numbers – WCS for NNP and IGCP for VNP.

The nine districts neighbouring the two parks were represented by District Mayors, one each for NNP and VNP.

The main tasks performed by the NPSC were threefold: 1) Provide policy guidance and overall supervision of the project; 2) ensure that the project is implemented according to approved plans and budgets and delivers satisfactory results and impacts from a technical point of view; and 3) ensure good coordination and flow of information between the various ministries, institutions and donor projects, so as to optimize use of human and financial resources.

The NPSC exercised financial control over the project budgets through the review of workplans and budgets.

- *TAC created a platform for field level actors* i.e. the implementing NGOs, protected areas management; district authorities

The Technical Advisory Committee (TAC) comprised of all partners and were organized at PA level. This enabled the TAC to focus more specifically on the specific or unique issues facing each park and surrounding communities. Membership comprises of district officials (Environment Officers), Park management, RDB, REMA, implementing NGOs and other partners (intervening projects).

The individual national park was the central focal point around which local stakeholders are organised. This allowed for the specific issues facing each park to be addressed. It also enable the park management and the neighbouring or collaborating stakeholders opportunity to develop networks and establish coordination mechanisms.

The TACs were expected to be a major instrument for internal M&E process for the project, including the METT Tracking Tools. Its meetings therefore focused on multi-partner strategies for conservation and development in the two PAs; review of progress in the implementation of the annual work plans and sharing of information on on-going activities.

Each TAC meetings was allocated an average of three hours, which was considered inadequate to undertake any meaningful M&E.

However, TAC did reflect the decentralised governance and service delivery framework set by GOR. It is essentially designed to function at park level and to include local actors such as District Environment Officers (DEOs) and Park managers. This significantly facilitated direct communication and sharing of information.

Membership and attendance of TAC meetings was considered skewed, however. For instance, the District Environmental Officers (DEO), and to some extent Planning Officers, were the only technical officials in the districts represented. Yet the issues addressed by TAC went well beyond environment – including agriculture, infrastructure and social development. This consideration should have been taken into account when constituting the TACs at the inception of PAB, by expanding and diversifying its membership.

Participants of TAC meetings are reported to have been changing so much, with most institutions sending different staff each time. This constrained partnership building and consistency in its work, thereby making follow-up actions very difficult.

The TAC meetings were convened quarterly.

- *Joint conservation forums* bring together all districts and partners around each of the 2 parks. This partnership has helped to create local platforms for the park management to work with local authorities and NGOs to address the concerns of community-park relations. Later, this forum could assist mobilise resources for addressing community development and conservation challenges.

At the field levels, partnerships also developed between the NGOs in the execution of activities. CARE International and DFGF-I partnered in undertaking the socioeconomic study on benefit sharing in/ around the VNP. This pooling of resources and expertise enabled a comprehensive study to be undertaken. WCS worked with NNP to undertake some studies (including completion of the METT assessment). This has created a framework for skills transfer to especially managers and staff of the two PAs.

At lower levels, the partner NGOs also partnered with local NGOS and CBOS through MOUs or contracts in the implementation of activities thus broadening the level of stakeholder participation.

MOUs

The partnership between PAB and its partners was defined by the Memoranda of Understanding (MoU) that were signed between the implementing NGOs and REMA, the executing agency. The main weakness with the present arrangement for partnership building, however, is that the platforms and partnerships developed have depended largely on the initiative, mobilisation and facilitation of the PMU, and there are very few initiatives to foster more formal, well-structured partnership arrangements in which all actors can be accountable to each other, and especially to the park management

The arrangements seemed to be so narrowly defined around implementing the present project activities, while more long-term partnerships are what is really required.

The participatory process and the structures established to facilitate it, ensured that implementers and beneficiaries alike were actively involved in identifying the priorities. This ensured local ownership of the process, of the activities and increased commitment for their implementation.

A key area of concern that has constrained some of the project activities (e.g. collaborative forest management) is inadequate engagement of and/ or involvement of important stakeholders, notably forestry and agriculture institutions, as well as lower level local administrative structures. Activities in outcomes 1 – 3, are relevant for agricultural and forestry institutions. NAFA (now RNRA), ISAR and IRST are important national institutions for management and research in ethno-botany, forestry, agro-forestry and crop production, and have major interests in PAs biodiversity. Involving these institutions along with NGOs could have assisted in integrating project activities into government plans and strategies in these sectors, increase opportunities for leveraging more resources for research and protected areas management, and strengthen national capacity for sustained research in biodiversity.

Engagement with NAFA for example, would have assisted in addressing the problems of the management of the Nyungwe Buffer Zone which remains under contention because of unresolved legal and institutional issues regarding its status.

● *Replication Approach:*

The long-term sustainability and impact of the activities, approaches, strategies, innovations depends on how they can be replicated and up-scaled. Livelihoods activities and revenue generating activities which have proved to be successfully addressing the needs of vulnerable social groups might be suggested for replication. That is already the case with honey and handicraft production and community water supplies.

Key lessons emerging from the project implementation on key elements of a replication approach are summarised hereunder:

1. An important aspect of the replication approach is the extent to which the project has facilitated knowledge and skills transfer. In 2011 the project commissioned a study to document and share lessons and best practices with partners and other stakeholders.
2. The creation, upgrading and transfer skills to diverse and wider sections of park staff and communities create greater possibilities for replication and up-scaling of useful innovations and projects.
3. *Multi-layer institutional structures can help enhance innovation, foster stakeholder participation and ownership.* However, strong leadership is required which REMA and the NGO partners should be able to provide as the current phase of the project comes to a close. Mechanisms for mutual accountability and to facilitate and commit partners to sharing information need to be put in place.

4. Multi-level project management structures are a good innovation in bringing together different project actors for joint planning, coordination, mutual learning and to harmonise strategies. Regular interaction between is also required between national and local level actors so that new ideas and innovations generated at the local levels can be elaborated and expounded in technical detail.
 5. Working through independent, experienced NGOs can increase efficiency and effectiveness, in developing innovative ways of working, “bringing them to market” and facilitating replication.
 6. Monitoring and evaluation systems are critical to learning, innovating and replication. However, the tools and systems must be clear to all partners.
 7. Stakeholder partnership and coordination are critical for ensuring results and outcomes are sustainable. In a project where multiple partners are involved, coordination of stakeholder activities is important. The platforms for coordinating partners’ activities at local/ park levels, such as the Joint Conservation Forums that bring together districts around each park can also serve useful roles identifying, up-scaling and replicating best practices.
- *Some of the good practice micro-projects* have been established through the project and have good prospects for replication and scaling up. These include:
 1. *Support to the honey value chain in NNP:* Honey producers in Karongi district have been supported by the project through WCS to transform from traditional subsistence small-scale honey producers to the production of high quality and diversified products (honey, beeswax). Bee keepers were supported to construct modern hives and facilitated to remove them from inside the park. They were trained in modern harvesting techniques that do not use fire (which is the primary source of fire risks to the park); they were trained in improved quality management and marketing. Their products are certified by the National Bureau of Standards and are competitive on the market. The cooperative has now become a big enterprise, providing employment to many people within the bee value chain. All members are aware that honey production is dependent on bee forage and are thus motivated to conserve the park’s biodiversity.
 2. *Gisakura Porters’ cooperative:* The project, through WCS, supported the Gisakura and Cyamudongo historically marginalized communities to modernize their pottery through training in improved pot making and diversification of products (e.g. ornaments and other products targeting tourists). As a result, they now produce high quality, marketable products and are able to earn good incomes. Besides, they have modern fuel-saving kilns for baking clay products which has reduced wood consumption by more than 50%, thus reducing the need of collection of materials from the park.
 3. *Sisal propagation in Nyamagabe district.* With PAB support, HELPAGE helped the farmers in the District to grow sisal on their own farms, by purchasing for them the initial planting materials and training them in propagation techniques. Crafts makers in Uwinkingi sector who used to collect raw materials from Nyungwe forest can now access the materials on-farm.
 4. *Bamboo Growing in Nyaruguru District:* Bamboo growing is contributing multiple benefits, albeit on a small scale: soil conservation, provision of material for handicrafts, generation of income through production and sale of planting materials. It also benefits the NNP as it reduces pressure on its resources as formers have alternative sources of resources that in the past they could only obtain from the park.

- *UNDP Comparative Advantage*

UNDP’s comparative advantage in the project design and execution is analysed from three perspectives:

1. *Partnership with REMA:* UNDP’s Environment Unit has long standing partnership with REMA and its parent Ministry now MINERENA. This partnership and familiarity with the Rwanda’s institutional set up, influenced the placement of the project within REMA, even when REMA was still a young institution. This positioning has been applauded as very appropriate in light of the impressive project performance amidst constant institutional reforms.

2. *UNDP's procurement machinery* was useful to establishing the PMU at a time when neither REMA nor the Ministry were institutionally strong to put it in place. UNDP's global network was useful in sourcing and recruiting appropriately qualified experts as Senior Technical Advisor.
3. *UNDP has provided quality assurance, technical and managerial support* by reviewing projects activities; recruiting and managing staff and service providers' contracts; and enforcing compliance with technical and financial procedures/ guidelines.
4. *As a member of the NSPC, UNDP provided useful technical inputs and insights drawn from its international experience.*

- *Linkages between the Project and other interventions within the Sector*

(See Section on "Lessons Learnt from Other Projects" above.

Management and Implementation Arrangements

- *Implementation Approach*

The PAB project was implemented through three key structures:

- a) National Project Steering Committee (NPSC), which was the policy making body, chaired by the Permanent Secretary of the Ministry responsible for Environment and Natural Resources; with two Deputies: the Director General of REMA and the Head of Tourism and Conservation in RDB;
- b) Project Management Unit (PMU) which is the project secretariat hosted by REMA, which originally comprised of a team of 4 people (Project Coordinator, Technical Advisor, Finance and Administrative Officer, an Accounts Assistant). At the time of the TPE, PAB had only two staff members: (the PC and accountant). The TA left in November 2009 but was never replaced;
- c) Technical Advisory Committee (TAC) which is chaired by the Director General of REMA, but mainly held at the Park headquarters (Nyamagabe for Nyungwe NP and Musanze for the Volcanoes NP), and comprises the implementing NGOs, local Government authorities and Park staff.

- *Clarity of roles and responsibilities*

The project design attempted to define the roles and responsibilities of the different actors project implementation in the Project document and through Memorandums of Understanding (MoUs. A number of implementing NGOs (e.g. IGCP, WCS) had actively participated in the project design process and therefore understood it well.

However, for most of the issues, the roles of different stakeholders were not adequately stated. It is highly unlikely that the Prodoc could have defined the roles of different stakeholders at any level of detail. This should have been one of the responsibilities of NPSC, and it did so in some cases. It remains unclear, for example, what the district authorities were expected to do beyond mobilising communities and identifying the activities that needed project to support.

A further challenge on clarity and discharge of roles and responsibilities was the frequent turnover of staff in partner institutions (NGOs, districts, PAs, RDB). Staff turnover leads to the loss of institutional memory and momentum in project implementation. It also required continuous engagement and clarification by the PMU to bring the new staff up to stream.

3.2 Project Implementation

- *Adaptive Management*

Adaptive management was an important implementation approach for PAB as it operated a very policy and institutional environments characterised by constant reforms and change.

The implementation of the project through partners NGOs was a very creative adaptation to a situation where GOR institutions were not enough to implement the project themselves.

The Adaptive management approach has helped keep the project relevant to the policy needs and priorities. Active structures (NPSC &TAC) ensured that the project priorities were aligned with the national priorities and community needs.

While no major changes were made in the overall design of the project, workplans were regularly reviewed and priorities adjusted in order to adapt to changed circumstances.

- *Partnership Arrangements*

The National Project Steering Committee: The national project steering committee (NPSC) was the organ responsible for overall project oversight, approving work plans and budgets. The NPSC was responsible for two main tasks;

- Ensure that the project is implemented according to approved plans and budgets and delivers satisfactory results and impacts from a technical point of view;
- Ensure good coordination and flow of information between the various ministries, institutions and donor projects, so as to optimize use of human and financial resources.

The committee comprised of top executives in the Ministries and Agencies represented in it: Permanent Secretaries, Directors General, District Mayors and Senior Managers. PAB recognised the decentralisation framework in which development planning and project interventions are implemented, by providing for local authorities representation within the NPSC. Two (2) Mayors from Nyamagabe and Musanze districts (where the headquarters of the NNP and VNP respectively are found), represented the local administrations around the two NPs (9 districts in all) in which the project was implemented.

UNDP CO's participation in the NPSC enabled it to directly contribute to the project supervision and receive first-hand information on project progress at every stage of its implementation.

At project inception, it was initially envisaged that NPSC would be meeting 2-3 times a year but this was changed to once a year. This was partly due to the fact that the work plans and budgets were reviewed and approved annually.

The NPSC meetings were conducted formally with clear agendas and minutes taken by the PC. PMU acted as Secretariat of the NPSC, with responsibility for convening meetings, circulating the agenda and working documents, taking the minutes and following up on decisions taken.

Attendance of NPSC meetings was consistently high, an indication that the policy level stakeholders attached a lot of importance to the project.

- a) ***Technical Advisory Committees:*** The Technical Advisory Committee (TAC) comprised of all partners and were organized at PA level. This enabled the TAC to focus more specifically on the specific or unique issues facing each park and surrounding communities. Membership comprises of district officials (Environment Officers), Park management, RDB, REMA, implementing NGOs and other partners (intervening projects).

The TACs were expected to be a major instrument for internal M&E process for the project, including the METT Tracking Tools. Its meetings therefore focused on a multi-partner strategy for conservation and development in the 2 PAs; review of progress in the implementation of the annual work plans and sharing of information on on-going activities.

Each TAC meetings was allocated an average of three hours, which was considered inadequate to undertake important M&E, especially to undertake or review METT scores.

However, TAC did reflect the decentralised governance and service delivery framework set by GOR. It is essentially designed to function at park level and to include local actors such as District Environment Officers (DEOs) and Park managers. This significantly facilitated direct communication and sharing of information.

Membership and attendance of TAC meetings was considered skewed, however. For instance, the District Environmental Officers (DEO) , and to some extent Planning Officers, were the only technical officials in the districts represented. Yet the issues addressed by TAC went well beyond environment – including agriculture, infrastructure and social development. This consideration should have been taken into account when constituting the TACs at the inception of PAB, by expanding and diversifying its membership.

The TAC meetings were convened quarterly.

- b) Project Management Unit (PMU):** The PMU was responsible for the day to day management of the project and coordination of the various project partners. It reported to the NPSC and was supervised on a day-to-day basis, by the Director General of REMA on behalf of the NPSC.

The PMU was responsible for preparing sub-contracts for organizations with comparative implementation advantage in both thematic and geographic areas of specialization. These sub-contracts are based on the delivery of specific outputs.

The PMU has done fairly well in mobilising and coordinating the diverse project structures and partners. The minutes of meetings and other records indicate that NPSC and TAC meetings are well attended; deliberations are of high quality and are used to inform the review of project activities. The NPSC has kept the project focused especially ensuring that activities are aligned with national priorities.

Although the PMU has worked fairly well with respect to managing the project portfolio, it faces significant constraints in following up activities with partners and in reporting. This is due to lack of adequate technical staff, exacerbated by the absence of a Technical Advisor and an M & E Manager. Between project inception and the end of 2009, the project had two TAs. The second was recruited 8 months later in December 2008 and left at the end of November 2009 when his contract expired but was never replaced. The ET was informed that the funds that should have paid for a TA were actually reallocated to project activities.

This means that for the last three years of the project, it did not have a TA, yet provision of TAs is one of the key technical supports that UNDP should provide to its projects.

The problems with failure to recruit or retain TAs were attributed to UNDP's complex procedures, including assignments for limited duration positions. With the difficulties in recruiting the TA, the project should have considered other options to secure the technical support. One of the possible options is recruitment of experts on short-term basis. There is no evidence that this option was ever seriously considered.

Besides the TA, the project faces challenges of staff retention at the PMU, following UNDP Country Director's decision to transfer all national staff held contracts for NEX projects to the Government.

Project staff appeared to have limited motivation due to uncertainty of job security. A decision to transfer their contracts to Government (REMA) will result in significant reduction in staff salaries and fringe benefits.

Because of this decision, project staff contracts with UNDP have been made shorter-term; they are unable to claim health insurance, social security and other benefits, and there was uncertainty as to whether they would continue working with PAB. PMU staff salaries have not been revised since the project started, despite the changing macro-economic conditions; this means that, in real terms, the project personnel are earning less than when the project started.

In the last two years, the project's principal structures (PMU, NPSC and TAC), had their roles expanded. In addition to making decisions related to work plan and budget approvals, they also had a major task of building systems to manage the project outcomes after it has ended. Active stakeholder participation and effective representation of wider stakeholder interests in these structures were considered of paramount importance. By the time of the TPE, the Project had formulated a "Sustainability Strategy" through which these issues are addressed.

It is however observed that due to staffing limitations, the few PMU staff were heavily overworked. In particular the PC combined his official duties with those of the TA and M & E Manager. At times, there was some tendency to personally blame the PC, without taking due consideration of these limitations.

Feedback from M & E

For the PAB project, M&E is perhaps the most important activity given the fact that the project activities are implemented through independent partners. Activities are reviewed annually as part of the planning and budgeting process, in order to meet the reporting requirements from the GEF/UNDP and the various GoR authorities. Reporting took considerable amount of the Project Coordinator's time.

Each of the reporting centres (GEF, UNDP, MINELA/ REMA,) required separate sets of information and reporting formats. The most extensive reporting format is the Project Implementation Review (PIR), which enables reporting on the log-frame and indicators, but mostly on the annual work plan.

It is to be noted that, although the PAB PMU was not directly involved in implementation, monitoring and reporting is perhaps its biggest task. Follow-up on the 6 independent NGOs' work who are implementing multiple projects, synthesising their technical and financial execution reports, and then reporting to the various Government and financing agencies, were very taxing activities.

Thus, it would seem that much of the PMU's time was spent on reporting work. The situation is made more difficult by the fact that PAB has not had a Technical Advisor (TA) for much of project implementation period. Reporting from partners also reflects a number of weaknesses, including:

- Delayed submission of reports;
- Incomplete reports;
- Lack of clarity and links with the log-frames

Nonetheless, this reporting system provided useful feed useful feedback to inform and adjust the workplans and generally improve planning.

- *Financial Planning and Management*

a) Budget

Project records (Pro. Doc., Initial Annual Work plan) indicate that the project budget was US \$ \$13,430,000 including a total of US \$ 5,450,000 from GEF and US \$ 7,980,000 in co-funding. The co-funding was expected directly and indirectly (in cash and in-kind) from Government (US \$ 880,000) and the participating NGOs (US\$ 7,100,000).

The budget breakdown by outcome is shown in Table below.

Table 4: Budget by project outcomes

Project Outcomes	Amount (US\$)		Total (US\$)	%
	GEF	Co-finance	Total	
1. Capacity and resources of institutions and stakeholders	1,300,000	1,080,000	2,380,000	17.7
2. Local economic benefits	1,800,000	3,350,000	5,150,000	38.3
3. Protected Areas biodiversity	1,400,000	3,100,000	4,500,000	33.5
4. Project management costs	950,000	450,000	1,400,000	10.5
Grand Total Full Project	5,450,000	7,980,000	13,430,000	100

b) Financial Planning and Budget execution

As indicated in Table above, one-third of the GEF project budget was allocated to socio-economic value and financial benefits to communities (Outcome 2) , while the governance (institutional capacity) and biodiversity-specific activities (outcomes 1 and 3) taking half of the budget (49.6%). The key stakeholders (UNDP, GoR, park authorities and implementing NGOs) considered this allocation to reflect the priorities in terms of the threats to biodiversity and Protected Areas (PAs) management initially identified. Similarly, the 17.7% allocation to project management is deemed adequate and appropriate, to provide for the effective management of the project.

c) Financial Planning, Coordination and Control

The project established effective financial management systems to govern the allocation and expenditure of project funds as follows:

- 1) Project Partners developed their own workplans and budgets which they submitted to PAB
- 2) PAB consolidated the workplans and budgets and forwarded them for approval by the NPSC
- 3) After approval, the DG REMA, on behalf of NPSC submitted them to UNDP,
- 4) UNDP remitted funds directly to the project implementers, strictly based on the workplans approved by the NPSC,
- 5) The implementers submitted quarterly and annual progress reports. The annual progress reports were consolidated and forwarded to the NPSC
- 6) The Internal Auditor in REMA provided the Audit function to PMU
- 7) There was also an annual audit by external auditors appointed by UNDP,

- 8) The project accounts are subjected to annual audits by the Auditor General of State Finances and the UNDP internal and external Audit.

No serious audit queries have been raised so far. But financial management and reporting is constrained by the fact that the project has to follow different financial accounting system

Both the PMU and UNDP have ensured due diligence in the disbursement of funds, how they are used and accounted for. As a result, there has been relatively efficient use of project funds. The process of releasing funds from UNDP to the beneficiaries takes anywhere between 3-6 weeks depending largely on the authenticity and completeness of documentation.

d) Financial performance in terms of Disbursement and Budget Execution

At the time of the External Evaluation in August 2012, financial records indicate that some US\$ 5,340,000 (representing about 98% of the GEF budget) had been spent. Thus, the project has a small balance of only US\$ 110,500 (representing 2% of the budget).

The balance will be used up to cover consultancy fees for Final Evaluation, Staff salaries up to December and Final Project Audit. Any remaining balance to be used to pay for consultation related to GMP formulation.

It will be noted that none of the external audits previously undertaken by UNDP and GoR have found any evidence of financial impropriety. Neither did the documents reviewed nor field visits reveal major incidences of inefficiency in resource allocation or utilization.

It is therefore the view of the ET that Financial planning and execution is therefore considered Satisfactory for all aspects except on timeliness of disbursement.

There were, however, some few challenges in financial accountability. UNDP uses the expenditure based accounting system, yet most NGOs use an accruals accounting system. These differences have constrained accountability and reporting not just on the part of partners but also the PMU. The main problem with accountability, however, has been the delayed disbursement from UNDP which sometimes compelled partners to use their own funds.

The relatively fast procedures of NGOs in procurement and payments have somewhat compensated for the delays in financial disbursements. NGOs are not subjected to lengthy and complex procurement procedures of the Government and UNDP. This has enabled timely procurement of contractors and equipment, and made it possible for the project to target and use local small enterprises, cooperatives and Associations, most of whom would not meet the minimum requirements to participate in public tenders.

e) Project support to partners in financial management

In the course of project implementation, UNDP organised a 4-day training retreat for all PMUs of all its projects (including PAB) to orient them on its accountability systems and reporting requirements. The PAB Finance & Administration Officer met with each Partner's accounting staff and explained the accounting system that partners were supposed to follow. Although many partners felt the project reporting system was easy to follow, they complained that it was tedious and time consuming.

Disbursement of Project Funds by partners per year and allocation by Project Outcomes are shown in the two Tables below:

Table: Annual Allocation of Project Funds (P= Planned; A = Actual Allocation)

Partner	2007		2008		2009		2010		2011		2012		Total	
	P	A	P	A	P	A	P	A	P	A	P	A	P	A
RDB	0	0	0	0	0	0	0	0	0	0	0	0	0	0
WCS	278,742	174,256	561,346	545,997	430,300	407,002	323,270	323,268	347,718	347,718	0	0	1,941,376	1,798,241
Care	0	0	10,000	9,026	34,591	33,934	0	0	0	0	0	0	44,591	42,960
HelpAge	64,450	53,730	149,803	148,940	242,323	247,072	275,423	275,423	162,665	72,000		0	894,664	797,165
DFGF – I	23,770	15,473	26,031	30,589	158,747	158,747	208,208	209,454	0		0	0	416,756	414,263
IGCP	90,450	88,327	107,818	107,863	145,500	142,657	190,102	189,158	204,194	113,529	0	0	738,064	641,534
MGVP	0	0	0	0	0	0	0	0	0		0	0	0	0
The GO	85,500	80,858	75,302	78,162	124,500	124,156	230,000	220,114	0		0	0	515,302	503,290
PMU	220,500	210,000	183,000	173,964	180,479	154,299	169,500	169,016	173,575	173,575	371,693	261,693	1,298,747	1,142,547
	763,412	622,644	1,113,300	1,094,541	1,316,440	1,267,867	1,396,503	1,386,433	888,152	706,822	371,693	261,693	5,450,500	5,340,000

Table: Budget Allocations (Expenditure) by Project Outcome

Project Outcome	2007	2008	2009	2010	2011	2012	Total	%
1.	150,282	313,689	264,595	353,879	197,846	42,000	1,322,291	24.27 %
2.	88,500	354,812	489,987	487,792	161,000	0	1,582,091	29.03

								%
3.	212,062	252,028	391,068	336,262	192,976	152,693	1,537,089	28.21 %
4.	171,800	174,012	122,217	208,500	155,000	177,000	1,008,529	18.51%
Totals	622,644	1,094,541	1,267,867	1,386,433	706,822	371,693	5,,450,000	100%

Co-financing arrangements

In addition to the funds from UNDP/GEF funds, the project has leveraged considerable resources from experienced and relatively well resourced NGOs, has used Government (REMA, RDB/Parks) resources in the form cash and in-kind contributions.

The considerable levels of co-finance in this Protected Areas Project for Rwanda were quite complex in their arrangement. They involve two Government Ministries / Agencies, who were to provide much additional support to project objectives over and above past levels of investment. Six separate inputs were to be provided by several International and National NGOs.

According to the Pro Doc, total co-funding commitments were US\$ 7,980,000 (GoR = US\$ 880,000; NGOs = US\$ 7,100,000). This amounted to 59.42% of the total project cost, well above the 50% (1:1) minimum required by the GEF. The estimated contributions from GoR and individual partners are presented in Table below.

Table 5: Co-financing pledged and acquired

Implementing partner	Form of co-funding commitment	Co-funding commitment (US \$)	Co-funding realized (US \$)as of 30th June 2010
GoR	In-kind	880,000	-
Helpage	In-kind and cash	2,500,000	-
WCS	“	1,100,000	-
DFGF-I	“	1,200,000	-
Care	“	300,000	-
IGCP	“	1,500,000	
MGVP	“	500,000	Did not participate
Sub-total (NGOs)		7,100,000	
Total Co-funding		7,980,000	
Total Project cost		13,430,000	

Source: PAB PAD, 2005

The initial commitments in co-funding constituted a very impressive sum – about 1.5 times the GEF budget – and the realisation was deemed generally satisfactory although the actual figures are difficult to ascertain from the records available. Nonetheless, some of the commitments made were not realised. It is this co-funding mobilised by the GoR and implementing NGOs that enabled activities to be undertaken with comparatively small budgets from the project.

The ET was unable to establish specific amount of the co-funding realized from partners partly because no accurate records were kept. However we are satisfied that implementing partners did leverage significant resources from their other activities, and the co-funding provided could well be above the stated amount.

Part of the problem was that when the co-funding was being negotiated there was no provision for monitoring and reporting, which should have been the case. The partners could have been requested to submit their co-funding contributions along with their progress reports.

For example the role of ensuring that partners were honoring their co-funding obligations should have been one of the responsibilities of NPSC.

Project Monitoring and Evaluation

The GEF / UNDP M & E policy at project level has four objectives; to:

1. Monitor and evaluate results and impacts
2. Provide a basis for decision making and necessary amendments and improvements
3. Promote accountability for resource use; and
4. Document Lessons Learnt.

According to the Prodoc, Monitoring and Evaluation (M&E) would provide stakeholders and partners with information to measure progress, determine whether expected impacts have been achieved, and to provide timely feedback in order to ensure that problems are identified early in implementation and that appropriate actions are taken. Monitoring was to be an integral activity of all objectives and in assessing the project's effectiveness in improving Rwandan capacities to protect biodiversity; evaluate the benefits accruing to communities and other beneficiaries; appraise the underlying causes of project outcomes (positive or negative); and track the level and quality of public participation in conservation activities.

Monitoring and Evaluation was critical in ensuring the project kept on track, and strong M & E function should have been an absolute necessity to support the reporting process. Continuous follow-up and reporting is particularly important where the project has so many and diverse project implementers, as in the case of PAB. Where many reporting requirements and modalities are involved, it is important to harmonize the reporting format and provide sufficient guidance and skills, in order to ensure quality and complete reporting. To make the project M&E system to function more effectively, it needed to recruit an M&E, which it never did.

Project Evaluation: This project has been subject to program evaluation and financial auditing in accordance with the policies and procedures established for this purpose by UNDP/GEF. An independent Mid- Term Review was conducted in August 2010, and Terminal Review a Terminal Review in August 2012.

In addition project funds have been audited annually by a reputable Audit Firm appointed by UNDP.

Lessons Learned: Some Lessons Learned during the PDF-B process and from other regional projects, had been incorporated into project design.

Late in the life of PAB (July 2011), it commissioned an extensive study on lessons learned from the project on a wide variety of issues (policy, institutional arrangements, coordination mechanisms and stakeholder participation and roles. The final reports from the international consultant were delivered in July 2012 (a whole year after commissioning). As the project is just coming to an end, it cannot

really put them to good use. However, they could prove very useful to future phases of the project, or to other similar projects.

Project Monitoring and Log-Frame Indicators: The project Log-frame, contained details of impact indicators. These needed to be reviewed as experience was gained from the field.

Use of the Project log-frame and indicators

The original project log-frame appears to have been abandoned and reports from partners rarely refer to the log-frame or its indicators. Only the reports to GEF seem to provide information on progress towards the project targets and indicators. The project reporting to UNDP and GEF – through the project implementation review (PIR)/ annual project report (APR) revised the original indicators but there is no documentation or information on when, how and why the indicators were revised. Some stakeholders did not even seem to notice this change, since they did not use the log-frame very much anyway.

Some of the partners such as WCS did seem to align their workplans with the log-frame. If all of them did so, the PMU's reporting burden would have been reduced substantially.

A review of the original log-frame (in the Project document) and the reports, suggest that many indicators are not relevant to the project objective, while others are difficult to measure either because they are too complicated, they lack data or data is simply difficult to collect. The main problems with the indicators (as stated in the Pro Doc log-frame and revised in the PIR) relate to:

- a) *Relevance to the project objectives:* Some indicators need to be revised in light of: (a) the fact that they are not clearly linked to the project objectives and not sufficiently SMART; and (b) their relevance has been overtaken by institutional changes and political circumstances.
- b) *Measurability:* For the objective level indicator No. 4 (key species), the biggest challenge is data availability. For Chimpanzees, the PIR 2009 has reported the 2004 figure (400 chimps) and indicated that updated figures were expected from a census planned in 2009. Without annual wildlife censuses to provide up to-date data, annual progress reporting on such indicators may not be feasible.
- c) *With no training or orientation of partners on the M&E, and therefore there was no common understanding among partners, on the monitoring and reporting process. Capacity for M & E among partners was also limited, and the need to build a robust M & E capacity was overlooked as a necessity for effective partnership. The NGOs also have internal challenges including reporting obligations to several other donors and partners.*

Information Sharing and Dissemination

The project was required (or expected) to develop a web-site and use it to share information on the project lessons and on protected areas conservation and related work. By the time of the evaluation, this had not been done, although the REMA website may be used for the purpose.

While the project has not yet analyzed, published and disseminated or shared lessons of good practice, PAB has undertaken extensive documentation of research and other relevant studies on NNP and VNP, by sourcing through various archives. Some of the information dates back to the 1980s and 1990s; this information has been digitized and distributed to national institutions for reference. The project has also prepared reader-friendly summaries of various reports which have been printed and distributed to partners, in addition to being posted on the website.

Given the capacity constraints at the PMU, the project clearly could not have been able analyze, document and disseminate all the relevant lessons. This will probably have to be outsourced either to consultants or to some of the project partners which have the capacity to do so, (e.g. WCS, IGCP).

3.3 : Project Results

- Overall Performance Rating*

Project rating

An assessment of project performance has been carried out, based on baseline indicators set out in the Project Logical Framework/Results Framework, which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will cover the following criteria of: relevance, effectiveness, efficiency, sustainability and impact.

The rating follows the UNDP/GEF six-point rating scale: Highly Satisfactory (HS), Satisfactory (S), Marginally Satisfactory (MS), Marginally Unsatisfactory (MU), Unsatisfactory (U), or Highly Unsatisfactory (HU) should be applied to the parts of the evaluation findings.

- PAB Performance Rating*

The overall performance on the implementation of planned activities was impressive, averaging over 75% over the entire project. Despite the good performance, the project was behind schedule with respect to completing the planned activities and reaching target outcomes in Outcome 1, but for reasons beyond the project.

The project therefore scores moderately highly in overall performance. Project has made substantial contribution to the achievement of the Overall Objective, and has been scored “Satisfactory. All outcomes have also been ranked “satisfactory” and ranking justification is provided for each one as shown in the Table below.

In terms of cost-effectiveness, a review of work plans and budgets indicated no evidence of budget overshoots, hence most activities were generally implemented within the budget provisions. In addition to the UNDP/GEF funds, the project was able to leverage considerable resources from well-resourced NGOs, and in-kind contribution from GOR (REMA, RDB/Parks).

Working through NGOs has contributed cost-effectiveness in addressing biodiversity conservation and community socio-economic issues. This is an important achievement given that some similar projects in the country have been criticised for achieving so little after spending so much resources.

Table 6: **Project Performance Rating by Outcome**

Objective/ Output level	Overall Rating and Justification
-------------------------	----------------------------------

<p>Project Objective: Increased capacity in Protected Area institutions leads to improved management effectiveness in the national PA network and improved partnerships between the different PA authorities and other stakeholders.</p>	<p><u>Satisfactory</u></p> <p>Management effectiveness has increased as noted from the METT score values (from 55.5% and 54.3% in 2005 to 72% and 66% in 2009 for VNP and NNP respectively). Partnerships established at all levels, leading to increased coordination and effectiveness; Institutional capacity of park management for biodiversity monitoring;</p> <p>More effective patrolling, increased numbers of wildlife and sighting of species that were rarely seen in the recent past</p> <p>Reduced incidences of threats to wildlife and biodiversity, and increased cooperation from local authorities and communities to PAs conservation.</p>
<p>Outcome 1: Institutions and key stakeholders at central, district and local levels have capacity to manage and conserve natural resources in and around Protected Areas</p>	<p><u>Satisfactory</u></p> <p>Considerable progress registered on all 4 outputs for this indicator:</p> <ul style="list-style-type: none"> -Draft wildlife Policy and legislation was prepared and is waiting to be taken to Parliament for approval. Biodiversity Policy enacted and gazetted Biodiversity Law before Parliament, to be enacted soon <p>There is greater support for park management at District and community levels</p> <p>Local forums provide platforms for local stakeholders to meet with Park managers to discuss and seek solutions to local problems.</p> <ul style="list-style-type: none"> - Budgets appropriated to national parks management has increased but modestly and <p>A range of training activities provided to all cadres of personnel from parks' guards, guides and rangers are contributing to improved performance.</p>
<p>2: Socio-economic value and financial benefits of the Montane Forest PA System to local communities are increased & negative impacts reduced.</p>	<p><u>Satisfactory:</u> Considerable achievements have been registered, particularly on outputs 2.3, 2.4 and 2.5.</p> <p>The GO has helped construct energy-saving stoves and trained local people in construction technology, with a result of improved energy efficiency and reduced pressure on wood resources.</p> <p>All NGO partners working around the VNP have provided support in clean water, helping to reach hundreds of households.</p> <p>Technologies promoted in rainwater harvesting and in construction of community water cisterns are low-cost, appropriate for local conditions,</p> <p>Community members have earned wages from working in these projects.</p> <p>A number of women were trained in rainwater harvesting technologies and organized in cooperatives to enable them provide the service within the community.</p> <p>Sustainable income generating activities have been piloted, with some already making positive impacts on livelihoods – the (clay products, honey, handicrafts)</p> <p>The micro-hydro power sites at Banda (Nyungwe forest) are helping to transform the communities, through battery charging and related services. Local mechanisms have been put in place to co-finance operation and maintenance costs.</p> <p>CFM projects have hardly taken off, especially because the buffer zone status</p>

	<p>remains unclear, (currently managed by RNRA, but should be rightfully part of the Park)</p> <p>There have been some limited efforts at building the skills of local communities for improved natural resources management with some farmers being assisted to plant bamboo and sisal in their farmlands.</p> <p>Bamboo and sisal planting are providing incomes and ecological benefits to community lands and the Parks</p> <p>Despite these achievements, the socioeconomic needs and challenges remain high.</p>
Outcome 3: Biodiversity of Nyungwe and Volcanoes Protected Areas System conserved through knowledge-based adaptive management practice	<p><u>Satisfactory</u>: MIST software was installed in 2008 and has been operational without major problems, although it is still too dependent on WCS</p> <p>Park staffs were trained and the software has helped improve and harmonise monitoring for the all PAs in Rwanda.</p> <p>Both NNP and VNP plans have been updated/ revised using the information generated.</p> <p>-Some useful studies such as the biodiversity survey in Nyungwe have improved the knowledge basis for managing park resources</p> <p>Some ecosystem restoration activities been implemented and others await further research (e.g. reintroduction of elephants in NN)</p> <p>Development of PES schemes and carbon marketing was started with project support but has stalled due to over-dependence on project funding</p> <p>-Benefitted from leveraging on other projects around NNP, (e.g. watershed modelling by WCS)</p>
Outcome 4. Project effectively managed, monitored, evaluated & reported.	<p><u>Satisfactory</u>: Despite a late start, the project moved quickly to get workplans developed and approved, funds disbursed and activities undertaken.</p> <p>In the first year of actual implementation, 77% of the planned activities were accomplished and only 10% were not done. Work plans are drawn from priorities that are identified through participatory planning at site levels that involve key stakeholders including communities.</p> <p>The PMU is working with 2 different reporting systems – the UNDP one which runs from January to December and the GoR (MINECOFIN) which has, effective 2009, changed to the July – June Financial Year. The PMU staff experienced difficulties with working with two different systems.</p> <p>The biggest weakness is in monitoring and reporting, primarily because PMU did not have in-house M& E expertise.</p> <p>The project was also without a TA from November 2009.</p> <p>The project commissioned a thorough –going study in late 2011, to document the lessons and will share them with stakeholders.</p> <p>The project has, also undertaken excellent documentation work – by collecting and scanning scattered research and other historical records on</p>

	<p>the 2 PAs, and distributing them to REMA, NGOs & RDB.</p> <p>The project structures worked fairly well despite the capacity constraints.</p> <p>The project has exercised prudent technical and financial management – by ensuring that the activities reflected in the work plans were based on priorities and real needs of the beneficiaries.</p> <p>By August 2012, 98% of the GEF project funds had been expended.</p>
--	--

Appropriateness and relevance of design of the project

The project design is appropriate and relevant as it is a contribution to the strengthening of management of protected areas through the twin goals of conservation of biodiversity and support to socio-economic development and more secure community livelihoods.

The project design, as shown in the Hierarchy of Results in the Project Logical Framework Matrix is both appropriate and relevant.

The project design emphasized the conservation of biodiversity, through more effective management of the two national parks and stakeholder participation, and the increased generation and equitable sharing of economic benefits from protected areas. This is particularly important given that the 2 PA sites are situated within the Albertine region, globally known for its high concentration of endemic yet endangered species. The project also placed emphasis on building institutional capacity of national and local governance systems for PA management and recognition that that sustainability of PA system will depend on the extent to which the conservation benefits are shared locally and directly through employment, income and other forms accruing to communities and households.

Appropriateness: The design provides both horizontal and vertical logic which serves as a yardstick for the implementation and monitoring of results-based management.

The vertical Logic is the reasoning which "connects" the three levels of objectives in the matrix; the outputs, the purpose, and the goal. For example achievement of all the output level objectives should lead to achieving the purpose.

On the other hand, the Horizontal Logic provides horizontal links between the levels of objectives, (or outputs), activities, indicators and assumptions. The assumptions are external circumstances or decisions (outside the project's control) could prevent the delivery of the project outputs. However, the indicators have been mainly formulated at an output level, not at impact or outcome levels.

Relevance: The project objectives are highly relevant; its objectives and intervention are consistent with beneficiary requirements, country needs, global priorities and partner and donor policies. They are also consistent and well aligned to UNDP's strategic approach as outlined in its country programme in Rwanda.

The project responds to priority issues relating to both PA management and human needs, and in seeking to strengthen the policy, institutional frameworks and partnerships that can make this possible. Sustainable conservation of protected areas is laudable goal in itself and so is the contribution to that of community development activities. At result level, the project has two main thrusts: 1. strengthening of policies and institutions, at national, District and local levels, and 2. Improvement of livelihood systems through the generation and equitable sharing of benefits with local communities neighbouring the two national parks. Both of them are highly relevant.

The principle approach of the project is the integration of conservation and human development. The strength and relevance of this approach is that it contributes to the population's awareness of the importance of biodiversity and their role in its conservation. The weak point clearly is that the development component is confined to PA-related development opportunities, which are limited, and is seen as a means that enables the "conservationists" to keep the initiative.

- *Effectiveness and Efficiency*

Cost Effectiveness

The project has complied with most elements of the GEF's incremental cost criteria.

The PAB project is the first intervention in Rwanda to link biodiversity conservation to socioeconomic development around the 2 parks, and is regarded largely as a unique pilot using unique approaches. Despite the fact that the implementing NGOs and other organisations have been operating around the 2 PAs, the activities undertaken by the project and the approaches used were new and adaptive. All the implementing partners emphasised that the project activities implemented would not have been possible without the GEF/PAB funding.

The co-funding also fitted within the GEF application of the incremental cost approach. It can therefore be demonstrated that GOR and its partners were funding the existing activities while GEF / UNDP funding supported the incremental costs associated with meeting global environmental objectives: (the two parks harbor biodiversity of global importance, contribute to international waters through the Nile and Congo Drainage system and contribute to the moderation of climate change). This funding therefore merely complemented, rather than substituted existing conservation and socio-economic activities around the two national parks.

Third, when project design and incremental cost issues have been resolved upstream, the administrative costs of making any changes needed to conform to the approved GEF approach are, as expected, lower.

b) Project Efficiency and Effectiveness

Overall, the level of efficiency in use of project resources considered good. Efficiency of the project is the ratio of the outputs from a process activity in relation to the resource inputs, as measured by the volume of output achieved for the input used. This project can be described as efficient as all stages, inception, delivery, implementation and termination have been accomplished within the constraints identified at its beginning, in terms costs, time, outcomes and objectives.

Besides, proper time management of resources also signified efficiency of the project, as resources arrived when they were required and avoiding unexpected fluctuation in planned cash flows and delays in service delivery.

The project is also considered effective, in that it has achieved the integration and interaction of activities with those of stakeholders within and outside the project, enabling the timely delivery of resources including funds, services and training and the production of planned outputs.

Effectiveness of the project is a measure of how well or complete a project task will carry out. The PAB project is effective as it achieved planned objectives within the timelines and budgets set in the work plans.

Furthermore, the project can also be considered effective as it was able to integrate within the existing

organizational system structures and processes with sufficient flexibility; in addition, it was also able to respond to the changes in the working environment in which the systems operated accordingly to adapt to the changed circumstances.

The evaluation will also assess how the project managed the risks and the successes and failures of the adaptive management of the project. The evaluation will cover all project activities from Inception to the time of evaluation; include all nongovernmental organizations, government entities and local communities involved in the project. Although the project had listed individuals as the target, due to the duration and scale of the project, the sampling will need to systematically select those individuals that have interacted most with the project.

- *Country Ownership*

The PAB project objectives and the 3 outcomes are within national conservation and development priorities enshrined in the EDPRS (Economic Development and Poverty Reduction Strategy) and the Vision 2020. From project design to implementation approaches, the project is aligned with the GoR's decentralisation process that emphasises people's participation and local development. The project is largely country-led, with UNDP only providing technical and administrative support as requested. The project design was informed by baseline studies that provided critical information on institutional issues and stakeholder partnerships in biodiversity conservation. Extensive consultations were made during design and implementation stages. Initial design processes were participatory – with several government agencies and non-governmental institutions participating in the baseline studies as well as workshops to finalise the project proposal document.

The project is a NEX (nationally executed) with Government institutions exercising full control over the priorities in the work plans. The NPSC approves the work plans and budgets set by the implementing agencies and reviewed by the TAC. This has enabled the project to be continuously aligned to and maintain relevance to the national priorities.

Although the project was designed before the EDPRS (economic development and poverty reduction strategy), there is near perfect alignment between the project's broad environmental goal and objective, with the national sustainable development aspirations (enshrined in the Vision 2020 and EDPRS). The three specific project outcomes address critical challenges facing Rwanda's protected area systems, viz: i) institutional capacity problems that continue to undermine natural resources governance, including management of protected areas, ii) reconciling biodiversity conservation with the socioeconomic needs of increasing population around the two protected areas; the areas are characterized by high levels of poverty, dependency on agriculture and increasing land scarcity.

From stakeholders consulted, there seems to be no external conditions influencing the project priorities or modalities of implementation. There is consensus among the stakeholders consulted, that the project was conceptualized entirely within the national development framework, supported areas of national priority, and the GEF/UNDP support was provided when it was needed, how it was needed.

The composition of implementing organs (NPSC and TAC) reflects considerably wide stakeholder representation – from Central and Local Governments (REMA, MINELA and districts surrounding the 2 national parks), PA managers, implementing NGOs and community members. However, the ministries of local government (MINALOC) and Infrastructure (MININFRA) have not participated actively as expected. Relevant sectors at national district levels – forestry, agriculture, infrastructure, and planning which were apparently excluded, should be included in future projects.

- *Mainstreaming of the Project into UNDP Country Programme*

The project was developed and implemented within the new Rwanda Country Cooperation Framework (CCF), whose efforts are focused on the consolidation and boosting of the capacity of GOR in key areas such as: Strategic planning, management and coordination systems, poverty reduction, and the implementation of the MDGs.

UNDP's aim is to help the government harmonize national economic policies and resource mobilisation strategies with poverty reduction strategies and development plans, while also enhancing macro-economic and aid management capacity.

Environment is a critical crosscutting issue in Rwanda, with important linkages to other national priorities like poverty reduction, productive capacity, economic diversification and growth, as well as Health and Education. Environment degradation affects living conditions of the poor households especially in rural areas. Rwanda's households strongly rely on natural resources, as basis for farming, fishing, energy production and housing. The country has experienced a very quick and alarming depletion of natural resources in recent years, which demands some quick policy and strategic actions to inverse the trend.

The PAB project fitted within this need not only of halting this catastrophic trend, but also to develop sustainable environmental management and practices, which reinforce the pursuance of poverty reduction and economic growth.

- **Sustainability Analysis**

General considerations

As the project comes to an end, it is necessary to make fair assessment of the sustainability of project activities and benefits beyond the project. A number of elements of project outcomes signify good prospects and/ or likelihood of continued flow of project benefits beyond the present GEF funding. *The majority of these* have been deliberately developed through design and implementation approach of the PAB project. They include the following:

- Biodiversity monitoring through training and development of management systems and provision of software and equipment. The most notable of this is the MIST-RBM system which has been installed and park staff trained in its application. This system is fully operational and integrated into the day-to-day park management.
- The project has broken new ground in supporting the generation of knowledge on park resources through research and biodiversity surveys and inventories. This knowledge and its utility are sure to go far beyond the life of the project.
- The mechanisms for coordination, stakeholder collaboration and engagement and joint planning have become institutionalized and will outlive the project. *Coordination platforms established by the project have received enormous support and national institutions have expressed commitment to support them after the project end.* This in our view is one of the notable achievements of PAB.
- The project has helped create considerable value addition to community-based livelihoods and creation and in helping communities to explore alternative options for sustainable livelihoods. This has served as a kind of “blue-print” for stakeholders involved in community development. A number of implemented activities show a good potential for replication in any of the other countries. This is particularly the case with i.e. livelihood activities like beekeeping, intensified agriculture, water supplies, etc. It is simply too early to expect that organizations/partners/communities have copied, up scaled or replicated project activities beyond the immediate project area.

- *Contribution to upgrading skills of the national staff* –skills upgrade has been supported in form of:
 - *Training of national park staff in various skills:* park guards, tour guides and park rangers from both the Nyungwe NP and Volcanoes NP have been provided with various skills related to ranger-based monitoring; species identification; assisted regeneration, GPS mapping, etc.;
 - *Strengthening of KCCEM:* by providing equipment and supporting curriculum development, PAB has contributed to establishment of sustainable capacity for continuous training and skills upgrading for biodiversity and PAs management.
- *Replication:* Livelihoods activities which have proved to be successfully addressing the needs of vulnerable social groups might be suggested for replication. That seems to be the case in honey and handicraft production and community water supplies.
An important aspect of the replication approach is the extent to which the project has facilitated knowledge and skills transfer. In 2011 the project commissioned a study to document and share lessons and best practices with partners and other stakeholders.
- *Some of the good practice micro-projects* have been established through the project and have good prospects for replication and scaling up. These include:
 1. *Support to the honey value chain in NNP:* Honey producers in Karongi district have been supported by the project through WCS to transform from traditional subsistence small-scale honey producers to the production of high quality and diversified products (honey, beeswax). Bee keepers were supported to construct modern hives and facilitated to remove them from inside the park. They were trained in modern harvesting techniques that do not use fire (which is the primary source of fire risks to the park); they were trained in improved quality management and marketing. Their products are certified by the National Bureau of Standards and are competitive on the market. The cooperative has now become a big enterprise, providing employment to many people within the bee value chain. All members are aware that honey production is dependent on bee forage and are thus motivated to conserve the park's biodiversity.
 2. *Gisakura Porters' cooperative:* The project, through WCS, supported the Gisakura and Cyamudongo historically marginalized communities to modernize their pottery through training in improved pot making and diversification of products (e.g. ornaments and other products targeting tourists). As a result, they now produce high quality, marketable products and are able to earn good incomes. Besides, they have modern fuel-saving kilns for baking clay products which has reduced wood consumption by more than 50%, thus reducing the need of collection of materials from the park.
 3. *Sisal propagation in Nyamagabe district.* With PAB support, HELPAGE helped the farmers in the District to grow sisal on their own farms, by purchasing for them the initial planting materials and training them in propagation techniques. Crafts makers in Uwinkingi sector who used to collect raw materials from Nyungwe forest can now access the materials on-farm.
- *The PAB Sustainability Plan*

As part of the “Lessons Learnt Study” and information generated during the production of the management plans for the two parks, PAB also commissioned a sustainability study aimed to identify:

- a) crucial project elements that need to be continued and/or built upon to ensure that the gains achieved by the PAB Project are not lost;
- b) the possible approaches to ensure continuity of these key elements through appropriate activities; and
- c) the proposed key elements of a possible follow-on PAB initiative, based on lessons learnt from PAB Phase 1 and designed to optimize the sustainability of PAB interventions and ultimate impacts for the conservation of protected areas and biodiversity in Rwanda,

** Exit Strategy*

The project has a clear exit strategy, which comprises of the following elements:

- 1) Final Reporting to be submitted by the project partners and consolidated into a single project report by PMU. This Report will serve as a reference point for any future project. Final report should be ready by end of October 2012;
- 2) Final Project evaluation (in August 2012);
- 3) Final External Audit (October 2012);
- 4) Handing over of on-going activities to partners and beneficiaries. From the very inception, project activities were implemented through partners and beneficiaries, and no parallel project structures were established. This ensured that project programmes and activities were built into the plans and programmes of partners and beneficiaries. This is a very important consideration for sustainability.
- 5) Handing over of project assets (car, office equipment) to GOR.

• *Project Impact rating*

The impact rating is based on the assessment of the extent to which the project achieved impacts or progressing towards the achievement of impacts.

The impact rating is (MS), which is based on the project's demonstration of: a) verifiable improvements in ecological status especially of biodiversity and rehabilitation of degraded areas, b) verifiable reductions in stress on ecological systems, , through reduced levels of illegal activities, and c) demonstrated progress towards these impact achievements.

Table 7: Project rating for outcomes, sustainability, relevance and Impacts

Ratings for Outcomes, Effectiveness, Efficiency, M&E, I&E Execution	Sustainability ratings:	Relevance ratings:
6: Highly Satisfactory (HS):	4. Likely (L):	<p>2. Relevant (R)</p> <p>Objectives and intervention are consistent with beneficiary requirements, country needs, global priorities and partner and donor policies.</p> <p>They are also consistent and well aligned to UNDP's strategic approach as outlined in its country programme in Rwanda.</p> <p>Address three interrelated issues biodiversity,</p>

		stakeholder participation and generation and equitable sharing of benefits
The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness or efficiency	negligible risks to sustainability	1. Not relevant (NR)
5: Satisfactory (S):	3. Moderately Likely (ML):	Impact Ratings:
<i>There were only minor shortcomings, but overall performance was good</i>	<i>moderate risks: -Innovations that are up-scalable and replicable, -Integration of activities into partner programmes -Some considerable threats remain due to poverty and resource hunger,</i>	<i>3. Significant (S) -Positive impacts on biodiversity -Positive contribution to livelihoods - Stronger institutions and policies -Generated knowledge and skills that have enhanced management effectiveness op PAs -Increased stakeholder partnerships and participation</i>
		2. Minimal (M)
4: Moderately Satisfactory (MS):	2. Moderately Unlikely (MU):	1. Negligible (N)
there were moderate shortcomings	significant risks	
3. Moderately Unsatisfactory (MU):	1. Unlikely (U):	
the project had	severe risks	

significant shortcomings		
2. Unsatisfactory (U):		
there were major shortcomings in the achievement of project objectives in terms of relevance, effectiveness or efficiency		

Chapter 4: Lessons, Recommendations and Conclusions

- *Corrective actions for the design, implementation, Monitoring and Evaluation.*

The project is coming to an end, so no proposals for corrective actions can be proposed at this stage. However, improvements can be proposed for future projects, as follows:

1. Monitoring and Evaluation is critical in ensuring the project keeps on track, track progress (or lack of it) in project implementation, documents lessons and applies them to improve project planning and management. A strong Project Monitoring Unit is absolutely necessary to support the reporting process.
2. It should have been necessary to formulate an M & E Plan at the inception of the project, and establish an M & E Function headed a Manager with adequate competence in this area. The ET found no evidence that this was ever done. This may have partially contributed to the inconsistencies and other challenges faced in project reporting.
3. A future project should establish a stronger in-house M & E function, by recruiting and retaining an M & E Manager;
4. UNDP should fast-track the recruitment and/or replacement of key staff such as Technical Advisors; PAB went without a TA since 2009, partly due to complex recruitment procedures
5. The project made substantial contributions to capacity building at national, park and community levels; but the training appears not to have had clear planning.

The effectiveness of capacity building programmes could be enhanced in future, if they have a “Training Plan” to guide them throughout the project period.

6. Future projects should give stronger focus to the capacity building needs of local-level conservation practitioners, in order to strengthen their contributions in support of national sustainable development goals. In particular, the capacity of forums such as JADF needs to be further strengthened, especially in involving community representatives whose role and intervention is critical to effective PA protection and conservation.
7. Some of the issues reviewed during the “Lessons Learnt” study, such as institutional arrangements, coordination mechanisms at national and park levels, go beyond lessons learnt. It would have been more useful if these studies had been undertaken earlier in the life of the project, so that their findings could inform some of the project activities such as policy formulation and capacity building plans;

8. There was lack of in-depth understanding and clarity of the critical importance of a wildlife law and the fundamental problems caused to PA management by its absence.

So the pursuit of the Wildlife Policy and Law seemed routine and ad hoc, and was not treated with the urgency it deserved.

People continue to speak of “Law Enforcement” even when it was obvious that there was no Law to enforce!

- *Actions to follow up or reinforce initial benefits from the Project*

1. The Project commissioned tad several very useful scientific and socio-economic studies and “Lessons Learnt”. These analysed, synthesized and packaged in forms that can be useful to decision-makers and resource managers, as well as inform future planning.

2. Even with the enactment of the Biodiversity Policy (which is laudable), the challenge remains its implementation.

REMA, RDB, RNRA should urgently convene stakeholder consultations to chart the way forward;

3. The Management Plans for NNP and VNP, provide a systematic framework for the management of the two national parks.

However, their implementation is far from certain due to the lack of legal enforceability. The programmes proposed by the management plans will require substantial resources. It is not yet clear how these programmes will be funded.

4. A lot of effort and resources have been invested and continues to be invested in conservation and PA management in Rwanda. However, it is clear that without a strong regulatory framework (policy and law), it is not to possible to plan and achieve systematic and comprehensive conservation and management of wildlife and PAs.

It is therefore strongly recommended that as a matter of URGENCY, GOR and its partners take all the necessary measures to enact and enforce the Wildlife Policy and Law.

5. Without a legally demarcated and gazette boundary, the VNP, lacks legal protection and faces great risks. This situation is unacceptable, especially considering that VNP is the most important park ecologically (as home to the critically endangered Mountain Gorillas) and economically (it brings in the highest tourism earnings).

It is strongly recommended that as a matter of URGENCY, GOR and its partners take all necessary measures to enact a Law to demarcate and gazette the boundaries of VNP.

6. The enactment of the Biodiversity Policy (and the Law to follow soon), is a landmark achievement for conservation in Rwanda. The implementation Plan of the Policy requires that stakeholder workshops at national and provincial levels be convened to create awareness and mobilize support for this implementation of this landmark policy.

It is recommended that GOR (especially REMA, RNRA and RDB) and their partners mobilize the necessary resources and stakeholders to implement this recommendation;

7. Participatory management and the involvement of stakeholders (including local communities), is internationally recognized as vital for sustainable PA management. This does not, however, negate the central role of government in formulating and enforcing policies and laws, setting up management institutions and defining their mandates and defining the roles of various players and coordinating their inputs.

It is the considered view of the ET that:

- Currently, the mandates of the various agencies with responsibilities in PA management are not well defined (in law) or have too wide overlaps.
- These omissions have adverse impacts on how effectively biodiversity and PAs are managed, and need to be addressed urgently. Addressing this problem requires strong GOR intervention.
- GOR at the highest level, and its partners are strongly urged to set up a participatory process to thoroughly review the institutional arrangements and take all the necessary measures to establish more appropriate frameworks for biodiversity conservation and PA management.

It is therefore strongly recommended that this vital and urgent task should be undertaken by a High Level Commission appointed by GOR.

- *Proposals for Future Directions*

1. It is strongly recommended that a second phase of the PAB project be formulated, funded and implemented. Considering the complexity of the issues it helped address and the length of time it takes for conservation outcomes to take hold, one phase is hardly adequate. Another one or two phase are required to consolidate its achievements and to achieve the desired conservation and development outcomes;
2. In order to provide coherent oversight for effective PA protection and management, institutional roles and responsibilities for PA management need to be clarified, and the coordination framework at all institutional levels strengthened. This will involve strengthening Inter-Ministerial coordination and collaboration on natural resources issues, as well as between technical agencies, such as RDB and REMA, in particular by utilizing existing national mechanisms and processes including Sector Wide Approaches (SWAP) and Joint Sector Reviews that support EDPRS implementation.
3. Sustainability of the biodiversity of the PA necessitates a reduction in community dependency on the park resources. This can be achieved through production of alternative resources on-farm, increase in sustained agricultural output of the population in the adjacent communities. Considering the small size of land-holdings in these areas and the rising populations, off-farm sources of employment and income generation will have to be given increasing emphasis. Possible areas would include: adding value to agricultural and natural products (honey, handicrafts) and services such as tourism.
4. The success of conservation is most often measured against progress in reducing habitat or species loss and not often in terms of the contribution of the protected area to poverty alleviation and local economic development.
5. Yet, dependency on park resources, especially during the dry season, is considerable (water, firewood, medicinal plants, bush meat, construction wood, bean sticks, etc.). Without a policy pursuing the substitution of these ecosystem services, either in cash or kind, it is highly improbable that conservation values shall be achieved.
6. The coordination and management structures the PAB project established, worked fairly well and effectively. A future phase should retain similar structures. The effectiveness could be enhanced by clearly defining their roles (e.g. through approved TORs), and a wider representation of stakeholders (Forestry, agriculture, water, research etc.);
7. Some longer-term programmes such as PES, should not be entirely dependent on project funding. They should be part of the mainstream government programmes for consistency and sustainability.

8. The current strong emphasis on tourism development and promotion in the RDB T&C Department undervalues and potentially undermines the critical requirement to conserve the natural resources and biodiversity on which the tourism industry ultimately depends. The parks also serve other vital international, regional and national environmental, most especially in terms of biodiversity and habitat protection, provision critical water catchment and ecosystem services. These functions are coming under increasing pressures and a variety of threats. To secure the long-term conservation of the national parks and the goods and services they provide and protect, there is a need to establish a balance between the conservation and economic goals of PAs.
9. Government agencies need to progressively take a clear leadership role in all areas of PA governance, and to put in place a clear definition and orientation of roles that stakeholders, and particularly NGOs, must play in achieving effective PA protection and management. Coupled with this, stakeholder participation and coordination mechanisms need to be strengthened, for example by formalizing existing informal arrangements such as the Conservation Forum.

- *Best and Worst Practices in addressing issues relating to Relevance*

PAB Project did not have any “worst practices” that need to be highlighted. However, it did contribute to some good practices which can be up-scalable and replicable:

1. PAB appeared onto the conservation scene at a critical stage in Rwanda’s conservation history. It came when the country was just emerging from political and military conflict and urgently required resources to rebuild its management systems, infrastructure, capacities and skills.

In this regard, PAB performed surprisingly well.

The important lesson here is that at certain stages in our development, projects can play vital roles in providing resources and in actually transferring skills and in supporting their application in conservation and PA management.

2. All implementing partners and stakeholders interviewed have applauded the project as a good pilot initiative for integrating biodiversity with socioeconomic issues, aligning scientific research to contemporary PAs management challenges, and leveraging the capacities and experiences of international NGOs in the conservation of PAs biodiversity.
3. In the building of partnerships and coordination, was probably the best success area for the project. The PMU worked with the target beneficiaries to identify priorities on the basis of which the annual action plans were generated. This approach especially at site level helped to ensure stakeholder participation, continuing project relevance and fostering ownership at all levels.
4. The adaptive management approach was an important design consideration for the project as it operated in complex and dynamic institutional and policy contexts.

This enabled the project to work and achieve some results even when institutional responsibilities were not clear and there was no policy or legal guidance. The adaptive approach enabled the project to cope with the changing institutional environment and needs of the target beneficiaries.

- *Conclusions*

The PAB Project was conceived to build and/or strengthen the capacity of Government of Rwanda institutions to support improved management of PAs, particularly the Afro montane forests of Volcanoes

and Nyungwe forests. The underlying strategy was to build partnerships and develop capacity at all levels, so that by the end of the project in 201, the two parks will be better managed, while creating increasing ecological and economic benefits.

In that respect, PAB has been moderately successful. It is also uncertain whether, without PAB, those activities it has supported would ever have happened without it.

The project has contributed to building partnerships at international, national levels and provided useful skills and tools for participatory park management. As a result, the two PAs are better managed than at the time when PAB was launched. The ecological integrity of the parks has been maintained or even improved through better trained staff and support of less hostile neighbours. Formally degraded areas are being rehabilitated and the wildlife populations are generally on the rise.

The new national park management plans formulated with PAB support provide a framework for systematic and coordinated management of the two parks. However, this is likely to require a further strengthening of management capacity at both national and the park levels, through the recruitment of new managers to address specific aspects of park management (for example, intelligence operations, community education programmes, or ecological monitoring), as well as additional financial resources.

One of the goals of the evaluation process is to translate findings and recommendations into action. The outcome of the evaluation process should enable project managers and partners to take informed decisions. After a final evaluation, UNDP will be responsible for capturing lessons learned and making them and the report accessible to interested users to facilitate organizational learning and improve future project design and implementation.

Finally, it must be stated that conservation impacts and outcomes take longer timeframes to achieve. A one-phase project is unlikely to achieve them in such a short time. It is therefore recommended that GOR, GEF, UNDP and its other national and international parts should mobilize resources for a second phase of the project. This is the one way to consolidate its achievements and establish a firmer foundation to achieve and sustain the desired conservation and development outcome.

Chapter 5: Annexes

Annex 1: TORs



TERMS OF REFERENCE

IC NO. 50174-2012-013 (INTERNATIONAL)

IC NO. 50174-2012-014 (NATIONAL)

**Consultancy – Final Evaluation of the Protected Areas Biodiversity (PAB) Project-
REMA / UNDP**

Strengthening Biodiversity Conservation Capacity in the Forest Protected Area System of Rwanda or Protected Areas Biodiversity (PAB) project is a project funded by GEF through UNDP and is responding to Strategic Priority BD1 of the GEF.

PAB project is a nationally executed project under the Ministry of Natural Resources (MINIRENA) through Rwanda Management Authority (REMA) with support from UNDP. It is implemented in the area of the Albertine Rift, in support of the Rwanda Development Board Tourism and Conservation Department (RDB-T&C), for the Conservation of the two forest Protected Areas of Rwanda, namely Nyungwe National Park and Volcanoes National Park.

Therefore, UNDP is currently seeking to recruit two consultants: one international (individual) and one national (individual) to conduct the project terminal evaluation.

The evaluation team will work closely with all project stakeholders, particularly REMA, RDB T&C at central and national park level, the NGOs implementation partners (WCS, IGCP, Gorilla Organization, DFGF-I, HELPAGE and CARE), other relevant government agencies at both national and local level; and the communities involved in activities in selected sites.

94 -

1. INTRODUCTION:

a) UNDP/GEF Monitoring and Evaluation (M&E) Policy

The Monitoring and Evaluation (M&E) policy at the project level in UNDP/GEF has four objectives: i) to monitor and evaluate results and impacts; ii) to provide a basis for decision making on necessary amendments and improvements; iii) to promote accountability for resource use; and iii) to document, provide feedback on, and disseminate lessons learned. A mix of tools is used to ensure effective project M&E. These might be applied continuously throughout the lifetime of the project – e.g. periodic monitoring of indicators or as specific time-bound exercises such as mid-term reviews, audit reports and final evaluations.

In accordance with UNDP/GEF M&E policies and procedures, all regular and medium-sized projects supported by the GEF should undergo a final evaluation upon completion of implementation. A final evaluation of a GEF-funded project is required before a concept proposal for additional funding (or subsequent phases of the same project) can be considered for inclusion in a GEF work program. However, a final evaluation is not an appraisal of any follow-up phase.

Final evaluations are intended to assess the relevance, performance and success of the project. It looks at early signs of potential impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. It will also identify and document lessons learnt and make recommendations that might improve design and implementation of other UNDP/GEF projects.

b) The Project Objectives and Context within the Country

The project which started in December 2006 has a budget of USD 5.45 millions with an additional amount of USD 7.98 millions in co-funding, and implementation was planned for till December 2012, though this has been extended by a further 6 months. Field implementation of the project is by NGO partners with a long experience in the area.



The PAB project objective is aimed at increased capacity in the Protected Areas (PA) institutions that lead to improved management effectiveness in the national Protected Areas network and improved partnership between the different Protected Areas authorities and other stakeholders.

Conservation in Rwanda must be understood in the context of the nation's recovery from a decade of civil war and chronic underlying poverty. Nevertheless, Rwanda views conservation of its montane forests as a priority concern. The Volcanoes National Park (NP) and the Nyungwe NP are recognized sites of global importance for their biodiversity and endemism values: both among the highest within the biologically rich Albertine Rift ecoregion. These parks are also primary sources of tourism revenue and ecological services, such as water catchment, water supply, erosion control, and hydroelectric development potential.

Nyungwe (1,013 km²) and Volcanoes (160 km²) parks remain under threat from the land and resource needs of a still-growing human population that occupies the rural landscape at average densities of 500 per km². These pressures have resulted in past habitat losses and degradation, as well as local species extinctions. To combat these problems the Government of Rwanda, with support from international NGOs, has invested in rehabilitation of park infrastructures, restructuring of the national park service Rwanda Development Board, Tourism and Conservation Department (RDB-T&C), and preliminary strategic planning.

This GEF Project brings additional resources to enhance this baseline capacity to effectively manage and thereby assure the long-term maintenance of the PA's biodiversity, ecological functions, environmental services, and economic benefits.

Project investments target the sustainability of the entire PA system, with particular attention to three key areas: 1) central government policies and laws, staff capacities, and collaborative frameworks; 2) local district and communities' capacity to plan, co-manage, and benefit from appropriate development activities on PA adjacent lands; and 3) PA adaptive management capacity to assure long-term biodiversity values through applied action research, monitoring, and evaluation. Project activities include support for capacity-building at all levels, increased collaboration between central-central and central-local government bodies, and a complementary set of income and employment generating activities in

targeted PA-neighbor communities.

The Midterm evaluation was completed during the period of August to December 2010. The main final activity is the preparation of the Management Plan of the two PAs for ten years 2011- 2020. This process is planned to end in March 2012. This plan includes the lessons learnt during the project lifespan, the institutional framework for PA management and the sustainability plan after the project.

2. OBJECTIVES OF THE EVALUATION:

The Terminal Evaluation of Protected Areas Biodiversity project – PAB - is commissioned by UNDP Rwanda and the GEF in accordance with the project's M&E Plan. It is intended to assess the performance of the project against planned results. The results of the evaluation will also inform the partners in the project, on the need for further support in complementary protected areas to achieve sustainable development.

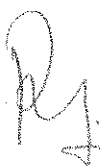
This evaluation will provide a professional assessment of the project design, scope, status of implementation and capacity to achieve the set objectives. It will also collate and analyze lessons learnt and best practices obtained during the period of implementation of the project for the development and implementation of future environment programmes in Rwanda and elsewhere.

Finally, it will give intended users of the evaluation the information they seek in order to make decisions, take action or add to knowledge.

3. PRODUCTS EXPECTED FROM THE EVALUATION:

The evaluation team will be accountable for producing the following products:

a) Evaluation inception report — An inception report should be prepared by the evaluators before going into the fully fledged evaluation exercise. It should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: Proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating responsibilities for each task or product. The inception report



provides the project management unit (PMU), the stakeholders and the evaluators with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset. The consultants will prepare a brief inception note within 3 to 4 days of commencement of the evaluation reflecting in it all the substantive and logistical issues that would have to be addressed in order to ensure the success of the evaluation. .

b) Draft evaluation report — This should be made available in **English**. The PMU and key stakeholders in the evaluation should review the draft evaluation report to ensure that the evaluation meets the required quality criteria.

c) Presentation of the findings — The key findings of the TE should be presented to relevant stakeholders in a joint meeting in order to obtain participatory comments from them.

d) Final evaluation report – A stand alone **English language** document of approximately 45-50 pages that substantiates its recommendations and conclusions. The report will include mainly the following :

- A detailed record of consultations with stakeholders (to be provided as part of the information gathered by the evaluators), as an annex to the main report;
- If there are any significant discrepancies between the impressions and findings of the evaluation team and stakeholders these should be explained in an Annex to be attached to the final report;
- An updated METT (Monitoring Effectiveness Tracking Tool), with Evaluators comments.

4. Methodology and Evaluation Approach

The primary purpose of the evaluation is to assess the performance of the project against planned results;

The evaluation will be conducted in a participatory manner through a combination of processes. The evaluation will start with a review of the key project documentation including key reports and correspondence. It will include visits to UNDP Country Office, Project Executing Offices of Government as well as selected international and national partners / stakeholders, including interviews

(by phone if necessary) with key individuals both within the project, the government, the UNDP Regional Technical Adviser and independent observers of the project and its activities. Field visits to project sites will be conducted to view activities first hand where necessary and to meet with site partners, local leaders, and local government officials.

The Evaluation Team and the UNDP Country Office will discuss the optimum number and duration of site visits with the Project team at the start.

As part of the evaluation the consultants are expected to consult with a broad range of stakeholders within government, non-governmental organizations and local communities.

A review of partners and appreciation of their linkage and interest in the project and the relevance of the project to their current situation is essential. The evaluation is expected to obtain the views of both the project implementing parties, the project governance structure and the project beneficiaries. The final decisions about the specific design and methods for the evaluation will be concluded at the inception of the TE.

The evaluation will also reflect on whether and how monitoring and evaluation were considered in the project design and undertaken during implementation. In addition to a descriptive assessment, a rating following the UNDP/GEF six-point rating scale: Highly Satisfactory (HS), Satisfactory (S), Marginally Satisfactory (MS), Marginally Unsatisfactory (MU), Unsatisfactory (U), or Highly Unsatisfactory (HU) should be applied to the following parts of the evaluation findings:

- Executive Summary: Progress towards project goal and outcome
- Project Implementation
- Results: Attainment of Objectives, and Progress towards Outcomes
- Monitoring & Evaluation System.

For each Outcome, sustainability will be assessed using the 4 point-scale of Likely (L): There are no risks affecting this dimension of sustainability; Moderately Likely (ML). There are moderate risks that affect this dimension of sustainability; Moderately Unlikely (MU): There are significant risks that affect this dimension of sustainability, and Unlikely (U): There are severe risks that affect this dimension of sustainability. The following elements of sustainability will be considered:



- **Financial resources:** Are there any financial risks involved in sustaining the project outcomes? What is the likelihood that financial and economic resources will not be available once the GEF assistance ends (resources can be from multiple sources, such as the public and private sectors, income generating activities, and trends that may indicate that it is likely that in future there will be adequate financial resources for sustaining project's outcomes)?
- **Socio-political:** Are there any social or political risks that can undermine the longevity of project outcomes? What is the risk that the level of stakeholder ownership will be insufficient to allow for the project outcomes/benefits to be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there sufficient public / stakeholder awareness in support of the long term objectives of the project?
- **Institutional framework and governance:** Do the legal frameworks, policies and governance structures and processes pose any threat to the continuation of project benefits? While assessing on this parameter also consider if the required systems for accountability and transparency, and the required technical know-how is in place.
- **Environmental:** Are there any environmental risks that can undermine the future flow of project environmental benefits? The evaluation should assess whether certain activities in the project area will pose a threat to the sustainability of the project outcomes. For example, construction of dam in a protected area could inundate a sizable area and thereby neutralizing the biodiversity related gains made by the project.

The evaluation will also assess how the project managed the risks and the successes and failures of the adaptive management of the project. The evaluation will cover all project activities from Inception to the time of evaluation; include all nongovernmental organizations, government entities and local communities involved in the project. Although the project had listed individuals as the target, due to the duration and scale of the project, the sampling will need to systematically select those individuals that have interacted most with the project.

The evaluation will last for 45 days and the final report to be concluded within 1-2 weeks of completion of the in-country part of the mission and sent to UNDP-Rwanda Country Office.

It is anticipated that the methodology to be used for the Evaluation will include the following:

- a) Review of documentation including but not limited to:-
- i) Project Document
 - ii) Project implementation reports (APR/PIR's);
 - iii) Quarterly progress reports and work plans of the various implementation task teams;
 - iv) Annual technical reports
 - v) Audit reports
 - vi) Mid Term Evaluation report
 - vii) Baselines and other study reports produced during the project implementation
 - viii) District Development Plans
 - ix) Policies, Legislations and Regulations regarding land and natural resources management
 - x) Any other documentation that may be deemed necessary.
- b) Review of supplementary documentation should be as follows (non-exhaustive):
- i) Minutes of the project Steering Committee and Technical Committee meetings;
 - ii) MoU between the UNDP and Executing Agency on project implementation
 - iii) MoUs between the other key project partners.
 - iv) The GEF Monitoring and Evaluation Frameworks
 - v) Technical reports and publications
 - vi) Documents on project website.

Interviews in the field with stakeholders could include, among others:

- i) Project team, Executing Agency and UNDP staff who have project responsibilities including the UNDP/GEF Regional Technical Adviser (RTA);
- ii) Regional and District authorities and technical officers
- iii) Members of the Steering Committee.
- iv) Project stakeholders
- v) Community based organizations.

c) Presentation of the findings

The initial conclusions and recommendations will be presented to the Project team, Executing Agency, project partners and UNDP/RCU (specifically the Regional Technical Adviser) for their comments. Once these are integrated, a final draft will be presented to UNDP for comments by wider group of stakeholders.



Written comments will be submitted to the team leader for finalization of the evaluation report within a period of one (1) to two (2) weeks.

5. Implementation Arrangements

a) Management Arrangements

The role of UNDP-Country Office is to contract the consultants, oversee the implementation of the agreed schedule of consultation activities, wide stakeholder consultation and verification of all facts in the report and oversee the production of the final Report and follow-up actions.

The Country Office is the main operational point for the evaluation. It will be responsible for liaising with the project team to set up the stakeholder interviews, arrange the field visits, co-ordinate with the Government and other key stakeholders and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. These Terms of Reference follow the UNDP/GEF policies and procedures, and together with the final agenda will be agreed upon by the UNDP/GEF/Regional Coordinating Unit, UNDP Country Office and the Executing Agency. These three parties will receive a draft of the final evaluation report and provide comments on it prior to its completion.

b) Time Frame

The evaluation will be undertaken in 45 working days. The consultants will be provided with information to prepare (with the support of the UNDP Country Office) a table that depicts tasks, timelines and deliverables, for which the consultants will be responsible and accountable, as well as those involving the commissioning office (UNDP-CO), indicating for each, who is responsible for its completion.



In addition, the evaluators are expected to support UNDP efforts in knowledge sharing and dissemination. Required formats for the inception reports, evaluation reports and other deliverables will be made available to the consultants by the UNDP Country Office upon request. The consultants shall be allocated 35 working days over a 45 day period during which s/he will be engaged in the evaluation.

6. Scope of the Evaluation

The scope of the evaluation for this project reflects the diverse range of activities as defined in the Log-Frame and Results Matrix. Three main elements to be evaluated are Delivery, Implementation and Finances. Each component will be evaluated using three criteria: effectiveness, efficiency and timeliness. The Annex on the structure of the Evaluation Report outlines the content and depth of the analysis.

b) Implementation approach

- Review the clarity of roles and responsibilities of the various individuals, agencies and institutions and the level of coordination between relevant players. Assess the level to which the Logical Framework Approach (LFA) and performance indicators were used as project management tools;
- Evaluate any partnership arrangements established for implementation of the project with relevant stakeholders involved in the country /region;
- Describe and assess the efforts of UNDP in support of the implementing agencies, regional and national institutions;
- Make recommendations as to how to improve future projects' performance in terms of effectiveness and efficiency in achieving impact on institutional and capacity development and the targeted environmental concerns.

c) Country ownership/drivenness

Assess the extent to which the representatives of the country (including governmental officials, local communities, civil society etc.) were actively involved in project implementation.

d) Co-financing

Assess whether the governments and other partners have maintained financial commitments to the project and undertake a reconciliation of the co-financing pledged and realized.

e) Stakeholder Participation and benefits accrued

Assess the level of public involvement in the project and comment as to whether the scope of public involvement has been appropriate given the broader goals and objectives of the project;

Review and evaluate the extent to which project benefits have reached the intended beneficiaries.

f) Sustainability

Assess the likelihood of continuation of project outcomes/benefits after completion of GEF funding; and describe the key factors that will require attention in order to improve prospects for sustainability of project outcomes. Factors of sustainability that should be considered include; institutional capacity (systems, structures, staff, expertise, etc.) social sustainability, policy and regulatory frameworks that further the project objectives, financial sustainability.

g) Replication Approach

Describe the main lessons that have emerged in terms of: strengthening country ownership/drivenness; strengthening stakeholder participation; institutional structure and capacity building; application of adaptive management strategies; efforts to secure sustainability; knowledge transfer; and the role of M&E in project implementation. In describing all lessons learned, an explicit distinction needs to be made between those lessons applicable only to this project, and lessons that may be of value more broadly.

Make recommendations on how the lessons and experience can be incorporated into the design of a second phase or similar initiatives in the future.

h) Financial Planning

Assess the financial control systems, including reporting and planning, that allowed the project management to make informed decisions regarding the budget;

Assess the extent to which the flow of funds had been proper and timely both from UNDP and from the project management unit to the field;

Evaluate the extent of due diligence in the management of funds and financial audits.



i) Cost effectiveness

Assess compliance with the incremental cost criteria (GEF funds used to finance a component of the project that would not take place without GEF funding and securing co-funding and associated funding); and

Assess the extent to which the project has completed the planned activities and met or exceeded the expected outcomes according to schedule and as cost effectively as initially planned.

j) Monitoring and Evaluation

Review the project's reporting systems and their efficiency; and the implementation of the project's monitoring and evaluation plans including any adaptation to changing conditions (adaptive management) – and specifically, assess whether the lessons, insights and recommendations of the mid-term evaluation were applied successfully to re-direct the project.

7. Consultants Competencies & Selection Procedures

The evaluation will be conducted by an independent International Consultant (individual) in collaboration with an independent national Consultant (individual). The Protected Areas Biodiversity Project Management/Coordinator will provide support in the field as may be required including making appointments with the required stakeholders and proposed interviewees. The International consultant will be responsible for the delivery, content, technical quality and accuracy of the evaluation, as well as the recommendations. He/She will have a wide range of skills, as follows:

International Consultant

- Evaluation specialist with at least an advanced degree in Biodiversity Conservation, Natural Resources Management, Development Studies, Sustainable Development or other relevant field;
- A minimum of ten (10) years of relevant work experience in the field of biodiversity conservation and related activities. Relevant experience in Central Africa will be added advantage;
- Proven expertise in evaluating multifaceted programmes/projects and results-oriented monitoring and evaluation;



- Previous experience in evaluating programmes/project for UNDP or other UN/multilateral agencies is a requirement; previous experience evaluating GEF projects will be a distinctive advantage;
- Excellent analytical and reporting skills and fluency in written and spoken English are essential;
- Demonstrated ability to assess complex situations in order to succinctly and clearly distil critical issues and draw forward looking conclusions.
- Knowledge of international comparative policy, legislation and their application to deliver conservation of biodiversity will be a distinctive advantage.
- Knowledge of the national policy and legislation in the field of biodiversity will be a distinctive advantage.

Some prior knowledge of the following would be ideal:

- GEF, UNDP reporting frameworks
- Millennium Development Goals
- Key policy documents relating to biodiversity in Rwanda

The International consultant will work closely in collaboration with a National Expert who will have a wide range of skills, as follows:

National Consultant

- An advanced Degree in a relevant field such as Biodiversity Conservation, Natural Resources Management, Development Studies, Sustainable Development or other relevant field;



- A minimum of five (5) years of relevant work experience in the field of biodiversity conservation and related activities;
- Relevant experience in East-Central Africa will be an added advantage;
- A thorough understanding of biodiversity sector and related issues in Rwanda including an extensive network amongst relevant stakeholder groups in the country;
- Previous experience in evaluating programs/projects for UNDP or other UN/multilateral agencies is essential; previous experience evaluating GEF projects will be a distinctive advantage;
- Excellent inter-personal and technical communication (oral, written and visual) skills with high level Kinyarwanda language skills;
- Working knowledge of English and French are essential;
- Substantive working experience with email, Internet and Office applications is essential.

For both consultants, evidence of previous relevant work will also be required in the form of resumes, work samples, references, etc. to support claims of knowledge, skills and experience.

These ToRs demand that the evaluators be independent from any organizations that have been involved in designing, executing or advising any aspect of the intervention that is the subject of the evaluation. The selected evaluators will be expected to sign an ethics commitment statement.



8. EVALUATION

The international consultant will be evaluated based on the following methodologies:

Cumulative analysis

When using this weighted scoring method, the award of the contract should be made to the individual consultant whose offer has been evaluated and determined as:

Technical Evaluation Criteria and point distribution for the International consultant

Criteria		Max. Point 100	Weight
Technical	Technical Evaluation Criteria and point distribution for the international consultant <ul style="list-style-type: none"> A. Master's degree in Biodiversity Conservation, Natural resources Management, Development Studies, Sustainable development or other relevant field – 25 points; B. Overall experience of 5 years in the field of Biodiversity conservation and protection- 30 points C. Working Experience in evaluating programme/project for UNDP or other UN/multilateral agencies - 15 points D. A thorough understanding of Biodiversity sector and related issues in Rwanda including an extensive network amongst relevant stakeholder groups in the country; 15 points E. Fluent in Kinyarwanda, French and English language- 15 points 	100 Point	70%
Financial	Lowest Offer/Offer*100		30%
Total Score = (Technical Score *0.7 + Financial Score* 0.3)			

Weight Per Technical Competence	
5 (outstanding): 96% - 100%	The individual consultant/contractor has demonstrated an OUTSTANDING capacity for the analysed competence
4 (Very good): 86% - 95%	The individual consultant/contract has demonstrated a VERY GOOD capacity for the analyzed competence
3 (Good): 76% - 85%	The individual consultant/contract has demonstrated a GOOD capacity for the analyzed competence
2 (Satisfactory): 70%-75%	The individual consultant/contractor has demonstrated a SATISFACTORY capacity for the analyzed competence
1 (Weak): Below 70%	The individual consultant/contractor has demonstrated a WEAK capacity for the analysed competence



Janvier Wussin
Deputy Country Director /Operations

Annex 2 – Itinerary for Consultations and Field Visits

Activity	Timing	Completion date
Preparation		
Preliminary meetings with the Country Office, Project coordinator to, discuss the TORs, gather all necessary documents and to set up guidelines of the project evaluation	2 days	25 th July 2012
Project understanding, documents analysis and documents review Inception Report approval	3 days	July 27, 2012
Questionnaires design and approval by all parties	2 days	July 31, 2012
-Initial stakeholder identification and scheduling of meetings and site visits, and concerned parties informed -Preliminary list of respondents developed and approved by all parties	3 days	August 1 – 3, 2012
Evaluation Mission		
Field Visits to NNP Interviews organization and questionnaire submission and completion with stakeholders at the project sites Consultations in Kigali going on concurrently	6 days	August 6 – 11, 2012
Field Visits to VNP Interviews organization and questionnaire submission and completion with stakeholders at the project sites Consultations in Kigali going on concurrently	5 days	August 13 - 17
	days	
Data analysis, production and submission of 1 st Draft Report	7 days	

		August 20 – 27, 2012
Review of Draft by Stakeholders	4 Days	August 27 – 30, 2012
Draft Evaluation Report		
Stakeholder validation workshop preparation and facilitation (This is the responsibility of UNDP and PAB)	1 day	Wednesday , August 29, 2012
Workshop Report and incorporation of stakeholder inputs	3 days	Sept. 5, 2012
Final Report		
Final report preparation, submission and approval	7 days	September 14, 2012

Annex 3: List of Persons Consulted

	Names	Institution	Responsibility	Contact Address
1	Dr. Christian Shingiro	UNDP	Head, Environment and Poverty	christian.shingiro@undp.org
2	Innocent	UNDP	Procurement	(+250)788821381
3	Bernardin Uzayisaba	UNDP	Programme Manager	bernardin.uzayisaba@undp.org
4	Therese Musabe	GVTC	Deputy Exec. Secretary, Planning	
5	Raphael Mpayana R	REMA-PAB	Coordinator	(+250)788
6	Laetitia Busokoye	REMA	Director of Research and Planning	mlbusokeye@gmail.com
7.	Scovia Katarwa	REMA-PAB	Accountant	(+250)788302381
8	Louis Rugerinyange	RDB	Nyungwe NP Chief Park Warden	
9	Telesphore Ngoga	RDB	Ag. Manager , Conservation Division I	Telesphore.ngoga@rdb.rw
10	Francois Bizimungu	RDB	Manager, Park Planning	Francois.bizimungu@rdb.rw
11.	Dr. Michel masozera	WCS	Director	MMasozera@wcs.org
12	Mulindahabi Felix	WCS		(+250)788306664
13	Fidele Ruzingandekwe:	WCS	Monitoring Manager	(+250)788306910
14	Rurangwa Eugene	IGCP	Programme Manager	(+250)788354056
15	Dr. Augsutin Basabose	IGCP	Ag. Director	
16	Anne Masozera	IGCP	Communications Officer	abehm@igcp.org
19	Wellard Makambo	IGCP	Grants Manager	wmakambo@igcp.org
17	Bonaventure Uwimana	HELPAE	Director	bonauwi@yahoo.fr

18	Muvunyi J.Damascene	HELPAGE	(+250)0785382589
----	---------------------	---------	------------------

Annex 4: List of Documents Reviewed

1. Barakabuye, N. (Oct. 2008). Costa Rica Tour Report
2. Buvumuhana, I. (Dec.2008). Education environnementale sur la conservation du Parc National de Nyungwe et gestion des ressources naturelles des autorités locales.
3. Buvumuhana, I. (Dec. 2008). Promotion de la Conservation du Parc à travers le Forum d'Action Jointe et les Plans Annuels des Districts
4. CARE. Annual report 2007, 2008
5. Daudon, M. Cascadia Consulting Group, Inc. (December 19, 2007). ORTPN Business Plan Analysis Part One: Akagera National Park Valuation Study Final Report.
6. GEF: Guidelines for Terminal Evaluations
7. GEF/UNDP: Project Proposal
8. GVTC/ RDB: Assessment of the Performance of the Revenue Sharing Programme 2005 -2010
9. GOR: The Biodiversity Policy
10. KRC/DFGF-I (2009). A camera trapping study of nocturnal animal in the VNP
11. Gorilla Organization. Annual Reports 2007, 2008, 2009, 2010
12. HELPAGE. Annual Reports 2007, 2008.
13. IGCP Annual reports
14. Kayijamahe, E. (Dec.2008) GIS Capacity building.
15. Mulindahabi, F. (Dec. 2008). MIST GIS Training.
16. Mulindahabi, F. (Dec. 2008). Ranger – Based Monitoring: Standardizing Data Collection & Analysis.
17. Masozera, M. (April 2008). Valuing and capturing the benefits of ecosystem services of Nyungwe watershed SW Rwanda.
18. Ntare, N. (Dec. 2008). Removal of exotic trees in Nyungwe National Park, Rwanda.
19. Ntare, N. (Dec. 2008). Post-Fire Regeneration in Nyungwe National Park, Rwanda: Extension of plots and Monitoring of existing plotsPAB & WCS (April 2007). Nyungwe Park Buffer Zone and Road Issues: Joint Commission Field Mission Report.
20. PAB & WCS (Feb. 2008). Commentary on the Draft Forestry Law
21. PAB, August 2010. Mid-Term Project Evaluation
22. PAB/ RDB: Management Plans for NNP and VNP
23. PAB/RDB: Biodiversity Survey of Nyungwe National Park, Rwanda 2009 Nerissa Chao, Felix Mulindahabi, Nicolas Ntare, Julian Easton, Andy Plumtre, Innocent Ndikubwimana, Louis Rugyerinyange
24. Saccardi, D. (Oct. 2007). ORTPN Revenue Opportunities, Data Use, and Operational Recommendations
25. Theunissen, S. et al. (June 2008). ORTPN Business Plan.
26. Tibrichu, H. & Marie Rose (Jan. 2009). Final Mushroom Value Chain Analysis Report for EEGL project in Rwanda.
27. Tuyisingize, D. (Nov. 2008). The large mammals survey in the Volcanoes National Park. A Technical Report.
28. Weber, B. (Sept. 2007). Management Effectiveness and Needs Assessment (METT): Nyungwe National Park Rwanda.

29. Weber, B. (Dec. 2007). Protection, Production, and Carbon Sequestration Recommendations for Co-Management of the Nyungwe National Park Buffer Zone

Annex 7: Application of GEF Guidelines for Ratings

Progress toward achieving project objectives

Rating of Project Progress towards Meeting Objective:

Taking into account the cumulative level of progress compared to the target level across all objective indicators, please rate the progress of the project towards meeting its objective, according to the following scale.

Highly Satisfactory (HS)	Project is expected to achieve or exceed all its major global environmental objectives, and yield substantial global environmental benefits, without major shortcomings. The project can be presented as “good practice”. (over 75%)
Satisfactory (S)	Project is expected to achieve most of its major global environmental objectives, and yield satisfactory global environmental benefits, with only minor shortcomings. (60 -75%)
Marginally Satisfactory (MS)	Project is expected to achieve most of its major relevant objectives but with either significant shortcomings or modest overall relevance. Project is expected not to achieve some of its major global environmental objectives or yield some of the expected global environment benefits. (55 – 60%)
Marginally Unsatisfactory (MU)	Project is expected to achieve of its major global environmental objectives with major shortcomings or is expected to achieve only some of its major global environmental objectives. 50 – 55%_
Unsatisfactory (U)	Project is expected not to achieve most of its major global environment objectives or to yield any satisfactory global environmental benefits.(40 – 49%)
Highly Unsatisfactory (U)	The project has failed to achieve, and is not expected to achieve, any of its major global environment objectives with no worthwhile benefits.(Below 40%)

1. Progress in project implementation

Highly Satisfactory (HS)	Implementation of all components is in substantial compliance with the original/formally revised implementation plan for the project. The project can be presented as “good practice”.
Satisfactory (S)	Implementation of most components is in substantial compliance with the original/formally revised plan except for only a few that are subject to remedial action.
Marginally Satisfactory (MS)	Implementation of some components is in substantial compliance with the original/formally revised plan with some components requiring remedial action.
Marginally	Implementation of some components is not in substantial compliance with the

Unsatisfactory (MU)	original/formally revised plan with most components requiring remedial action.
Unsatisfactory (U)	Implementation of most components is not in substantial compliance with the original/formally revised plan.
Highly Unsatisfactory (HU)	Implementation of none of the components is in substantial compliance with the original/formally revised plan.

Annex 8

Annex 8: Stakeholder Analysis; (Roles and responsibilities in the project implementation)

Institution	Area of Focus	Contribution to the Project	Benefits from the Project	Comments on Relevance of Project to their current programmes
MINIREANA	-Environment -Forest, management, -- biodiversity, -- SWAp	Overall Project Execution Overall Policy direction PS Chaired the NPSC	Received additional resources to support its programme Support in developing Biodiversity Policy and Law	The NPSC has steered the project well from start. The NPSC had two deputy Vice-Chairs who acted on behalf of the PS when she was absent.
ORTPN / RDB	-Park / Wildlife Management -Tourism promotion	Provide guidance on PA management Vice-Chair of NPSC, Provide co-funding to the project, Oversee project implementation in NPs Funding community project through revenue sharing	Received additional resources for park management, Capacity Building for staff Generation of knowledge to support resource management New Management systems (MIST-RBM) have improved park monitoring	ORTPN (predecessor to RDB) was an active participant in the development and implementation of the project, especially at Park level. Restructuring of RDB which has gone on for most of the project period reduced its level of participation. -This has contributed to the undue delay in finalizing the Wildlife Policy and Law; At park level, where most of the project activities are undertaken, there has been active cooperation.
REMA	-Regulatory authority for environment -Biodiversity -Climate Change	Host the PMU and oversee the project implementation; Signed MOUs and contracts with project partners Provide liaison between project partners and UNDP Vice Chair of NPSC	-Received additional resources Support in developing Biodiversity Policy and Law Some staff positions initially funded by PAB Capacity Building for staff and institution	REMA and the project were established about the same time (2006); so REMA itself received substantial support from the project at its infancy' The DG REMA participated in all NPSC meetings and chaired most of them on behalf of the substantive chairperson The project activities are integrated in REMA's work plans and the PMU. -More central REMA staff at provincial and district foresters under the decentralisation policies; REMA is legally mandated with environmental enforcement and compliance, including EIA. -With the transfer of EIA work to RDB, it is not clear how the responsibilities are distributed
UNDP	-Support to environment and sustainable energy Implementation of MDGs -Capacity building for institutions and governance systems	Technical and managerial support to the project, Disbursement of project funds Member of NPSC	Project part of its country programme Lessons learned informs their country and regional strategy	-Rwanda's post war and nation building priorities dovetail perfectly with the very concerns of UNDP and the expertise it has to offer. -The bulk of UNDP's contribution in Rwanda went to help the government implement its emergency programme on: Recovery; Capacity building of institutions; -From 2002, under the new Rwanda Country Cooperation Framework (CCF), UNDP has boosted government of Rwanda's capacity in key areas such as Strategic planning,

				Statistical management, Aid management and coordination system (CEPEX), poverty, and environments
Implementing NGO Partners	-	<ul style="list-style-type: none"> -Prepare work plans / budgets and Progress Reports -Contract and supervise sub-contractors; -Provide Co-funding - Transfer skills to local organised groups and the PA management; 	<ul style="list-style-type: none"> -Received additional resources, - Build their own capacities through the participatory processes 	Have used their expertise and experience in executing the activities but mobilisation and engagement of other stakeholders is weak.
WCS	Conservation species, wildlife and protected areas -Generation of conservation knowledge	<ul style="list-style-type: none"> -Nyungwe NP management support; biodiversity monitoring; threat analysis, conservation advocacy, capacity building at central and field levels; community outreach and support. -Co-funding for project -Biodiversity assessments --Rehabilitation of degraded areas -Park Monitoring -PES Programme 	Received additional funds for its programmes	<ul style="list-style-type: none"> -The work of WCS is mainly focussed on NNP, whose management it has supported for over 50 years, -It has therefore gained a lot of in-depth knowledge and experience from which the project benefited immensely, WCS contributed to Outcomes 1, 2 and 3.
IGCP	Conservation of Mountain Gorillas and their habitats -Transboundary coordination	<ul style="list-style-type: none"> Support to VNP management -Capacity building at national and park levels; community outreach activities, Project Co-funding 	-	Although its work is limited to the region around VNP, IGCP has made substantial contributions though co-funding and the development of management plans, Monitoring systems and capacity for park.
Care	Community development and capacity building	<ul style="list-style-type: none"> -Local economic development of communities, including IGAs, provision of water, and health services around Virunga NP in north. Tree planting and energy efficiency are included. -Co-funding for the project 	<ul style="list-style-type: none"> -Received additional resources -Support for its community development agenda 	<ul style="list-style-type: none"> - Participation reduced substantially to almost zero -Staff turnover hampered its level of participation, -The ET was unable to interview anyone from Care during the consultation process
Helpage	<ul style="list-style-type: none"> -Community development -Infrastructure 	Local economic development of communities, including AIG, provision of water and energy efficiency; around NNP, bit at VNP	Received additional resources from the project	
MGVP	Surveillance of	-Veterinary support to	Received some modest	Overall Participation was small

	wildlife health, especially mountain gorillas livestock	mountain gorillas in VNP; -Monitoring of human/wildlife disease transmission; -Capacity building of PA staff.	resources from the project	
DFGF-I	Research and Monitoring	Long-term monitoring and research of gorillas; training at park and community levels	Received some modest resources from the project	Overall Participation was small
Other NGOs				
Local Government		<p>-Mobilise community members to participate in project activities</p> <p>Participate in the consultations leading to the formulation of the Management Plans</p> <p>-Plan for and integrate conservation activities in the DDPs & Imihigo;</p> <p>-Participate in project meetings & other activities at NPSC & TAC levels.</p>	<p>Received support for DDP development</p> <p>-Support to community development activities in their districts</p> <p>Capacity building in planning</p> <p>Development of DDP can lead to more systematic addressing of environmental issues at District level</p>	<p>Participation of Local Administrations was adversely affected by the fact that their roles were not clearly defined.</p> <p>The participation of the 2 districts (Nyamagabe & Musanze) which were represented in the NPSC and which host the 2 Parks' headquarters were more actively engaged in the project.</p> <p>The mobilisation meetings organised by the PMU and park authorities have progressively increased their interest and participation.</p>
Local CBOs		<p>Undertake field implementation of project activities as sub-contractors to the Implementing partners</p> <p>-Capacity building for community members</p>	<p>-Received funding for their activities</p> <p>-Built their own capacity</p>	CBOs are participating only where the implementing NGO has engaged them. In most areas, the NGOs have directly implemented the projects in communities or engaged short-term external contractors.
Community members	.	<p>-Participate actively in identifying their own priorities</p> <p>-Support park management through joint patrols and provision of information</p> <p>-Contributed to the formulation of management plans</p>	<p>-Building of capacity and confidence,</p> <p>-Additional resources for development</p> <p>-Additional income streams through IGAs</p> <p>-Recognition as active partners in conservation</p>	<p>Community members actively participated in needs identification (in collaboration with PMU, park management and NGOs</p> <p>-Naturally, participation in project activities seemed to be limited to direct beneficiaries where micro-projects have been implemented,</p> <p>- This could contribute to conflict between beneficiaries and non-beneficiaries</p>

Annex 9: Mapping of Project Activities by Partner and Geographical area

	Partner	Activity	Area/ district	Other partners
1	GO	Water cisterns	Rubavu	ARASI

		Land purchase for and integration of marginalized people into farming activities	Rubavu, Nyabihu	AIMPO
		Tree nurseries	Burera, Nyabihu, Rubavu	Imbaraga
		Improved cooking stoves	Musanze	Imbaraga
2	CARE	Village Savings & Loans (VSL)	Musanze	COOPEPEC
		Mushroom production	Musanze	APIB
3	WCS	Community Forest Management Pilot (Wildlife & Biodiversity policy: all 5 districts)	Nyamasheke, Karongi	
		Micro-hydro power development	Nyamasheke	Dartmouth
		Honey production & marketing	Nyamagabe, Karongi	
		Community-engaged tourism	Rusizi	
		Forest restoration, camera traps	Nyungwe NP (Nyamagabe & Nyamasheke districts)	
4	DFGF-I	Biodiversity & Socioeconomic studies (large mammals, socioeconomic/ livelihoods, common birds monitoring, human impact on park vegetation,..)	Volcanoes NP	
		Training & skills development (Bird guides, science communication skills, biodiversity monitoring,..)		
		Provision of clean water (community water tanks)	Kinigi, Musanze	
5	IGCP	Analysis of the DDPs to assess how conservation issues are integrated.	Burera, Musanze, Nyabihu, Rubavu	
		Handicraft quality training	Musanze	COOPAVU
		Promote conservation in Joint Action Forums		
		Buffalo wall maintenance	Burera and Musanze	
6	HELPAGE	Bamboo planting	Nyabihu, Nyaruguru, Musanze,	
		Stabilisation of Ravines/ Erosion mitigation	Musanze, Nyabihu	

Source: PAB / MTE, December 2010.

Annex 10: Logical Framework and Objectively Verifiable Impact Indicators

Project Strategy	Objectively verifiable				
<i>Goal</i>	The sustainable management of natural resources protects biodiversity while contributing to economic and social development of all segments of society.				
	Indicator	<i>Baseline</i>	<i>Target</i>	Sources of verification	Risks and Assumptions
Objective of the project Increased management effectiveness in the national PA network and improved partnerships, between the different PA authorities and other stakeholders provides improved conservation of biodiversity from human induced threats	<ul style="list-style-type: none"> At EOP there will be improved METT scores for both montane parks. ORTPN with approved business plan in place and functioning. Business plan and other financial processes lead to increased tourism revenues to PAs. District Dev Plans have positive strategies for 	<p>NNP = 54.3 PNV = 55.5</p> <p>No overall Bus Plan</p> <p>Baseline (2004) tourism revenue was 16 mill USD (see annex 1 of Brief)</p> <p>No districts with such plans</p>	<p>All relevant questions show improved scores, and total to > 80</p> <p>Bus Plan in place</p> <p>50% of govt target of 100 mill USD (ie= 50 mill USD) of tourism revenue</p> <p>At least half of 14 target districts have stakeholder MOUs, and at least 10 have BD issues in their Dist Dev Plans</p>	<p>MTR and T Review</p> <p>Govt Reports, and actual plan</p> <p>Financial records from Govt</p>	<ul style="list-style-type: none"> External pressures on national parks do not increase significantly. Political stability and law and order in region is maintained, so no events to reduce tourist visitation. The overall macro-economic climate remains conducive to development <p>NOTE that tourism revenues are gross figures into Rwanda, not earnings into ORTPN</p>

<p>Outcome 1 Institutions and key stakeholders at central, district and local levels have capacity to manage and conserve natural resources in and around Protected Areas.</p>	<ul style="list-style-type: none"> The Wildlife and National Parks Legislation is enacted, providing a legal framework for increasing management effectiveness and reducing resource conflict. At EOP, the budget amount appropriated and raised for PA management from national sources will have increased by 100%. Expanded range of training opportunities for agency staff, is used for skill enhancement. Intergovernmental linkage & coordination in place via MoU / agreements, at central and to district levels. 	<p>Need for Legislation is agreed.</p> <p>The current available national budget for PA management is US\$ 4million. No training plans in place.</p> <p>No detailed agreements in place</p>	<p>Full Act with subsidiary legislation in place and under implementation</p> <p>EOP: 100% Increase recorded with % from national sources doubled. Training plan in place linked to institution M & E. And > 50% of relevant staff involved in at least 1 training. At least three central and three district agreements in place and functioning with M and E processes</p>		<p>Institutional mandates remain constant</p> <p>District decentralisation process remains on course.</p> <p>Tourism flows remain strong.</p>
<p>Outcome 2 Institutional capacities for PA management at local levels enhanced, with greater socio-economic benefit flows to local communities, with reduced illegal use of PA resources.</p>	<ul style="list-style-type: none"> Number of income generating projects per participating district Household income in participating h-h increases, from enterprise Implementation of buffer zone co-management projects Incidents of illegal resource harvesting in target districts. 	<p>No projects</p> <p>No enterprise</p> <p>No Agreements in place District records are poor, without all cases recorded</p>	<p>At least 2 projects per district (7 districts) and 3 community tourism initiatives piloted 30% more income from enterprise in 50h-h in 7 dists. One JFM agreement operational per targeted district (7) by PY6. Two buffer projects in place. Improved records show increase in first year, & 50% decrease by EOP</p>	<p>METT score data.</p> <p>District data</p> <p>Project reviews and reports</p>	<p>Continued political will in districts to foster co-management and enterprise</p>

Outcome 3 Protected Area management and conservation of biodiversity in forest parks is expanded and reinforced through knowledge based adaptive management practices and field demonstration.	<ul style="list-style-type: none"> • Management effectiveness index of both site PAs increased. • Functioning knowledge management system institutionalized and is accessible to partners. • Monitoring system and applied research designed, & system used to monitor key conservation management indicators (biological, threats indices, tourism impacts, resource management and community -related activity). • Park Mgmt Plans for Nyungwe & Volcanoes adapted & updated. 	<p>Initial scores (see the Brief)</p> <p>No such system</p> <p>No integrated system</p> <p>No detailed Mgmt Plans. No park business plans</p> <p>Initial estimates exist for both PAs</p>	<p>Scores show increase on all management topics</p> <p>A system in place. And has fed information into planning decisions >3 times per park</p> <p>M and E data are available through TRA, impact assessments etc, and feed into management process, >3 times per park</p> <p>Management Plans exist and updated >once</p> <p>Park business plans exist & used</p> <p>Increase by 25%, sites and responsibilities in Inception Report</p>	<p>METT scores by MTR and TR.</p> <p>Project reports, PIR etc, ORTPN reports.</p> <p>Management plan processes and revisions.</p>	<p>Protected Areas do not have major external / internal shocks.</p> <p>Institutions retain similar mandates.</p>
Outcome 4 Project effectively managed, with strong learning, evaluation, adaptive mgmt and dissemination	<p>Report soon</p> <p>time,</p> <p>Funding flows with no delays</p> <p>Conservation publications</p> <p>Lessons learned published</p> <p>Web-site in place and used</p> <p>Learning</p>	<p>To be set up with incoming PIU</p> <p>Information flow on set-up</p>	<p>To be detailed in the Inception Report</p> <p>Annual reporting</p>	<p>Quarterly reports through UNDP Steering Committees</p> <p>PIR to GEF and</p>	<p>Project support from institutions is maintained.</p>