

Sustainable Development of the Protected Areas System of Ethiopia (SDPASE)

Terminal Evaluation Report

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Project Summary Table

Project Title:	Sustainable Development of the Protected Area System of Ethiopia (SDPASE)			
GEF Project ID:	00058768		<u>at endorsement (US\$)</u>	<u>at completion (US\$)</u>
UNDP Project ID:	PIMS 494, Atlas project 58768	GEF financing:	9,317,821	8,017,821
Country:	Ethiopia	IA/EA own (UNDP):	1,857,000	1,857,000
Region:	Africa	Government:	4,700,000	4,700,000
Focal Area:	Biodiversity / Protected Area	Other Wildlife programmes:	51,080,000	37,410,000
FA Objectives, (OP/SP):	BD SO1	Total co-financing:	57,557,000	43,967,000
Executing Agency:	EWCA	Total Project Cost:	66,874,821	51,984,821
Other Partners involved:	MoCT, MOFED, MEFC	Pro Doc Signature (date project began):		October 2008
		(Operational) Closing Date:	Proposed: September 2016	Actual: September 2017

Note: The amounts will need to be updated following final closure of project accounts.

Sources: Project Document, Annual Reports, Project Implementation Review, Project Inception Report, CTA communication

This report is based on the field visit performed by the Evaluation team in April 2016 and the analysis of the identification and project documents, co-financing budget plan, Monitoring documents, National steering committee meeting minutes, technical studies and other key documents elaborated during the implementation, including the Mid-term evaluation report, made available by UNDP Addis Ababa and the PMU at the beginning of the mission.

We thank the UNDP, EWCA, PMU staff for facilitating the data collection and contributing to the discussion and validation of the outputs of the field mission and project analysis.

Executive summary

The Project

The GEF funded *Sustainable Development of the Protected Area System of Ethiopia* (SDPASE) project is implemented by the *Ethiopian Wildlife Conservation Authority* (EWCA) with *Gesellschaft für Internationale Zusammenarbeit - International services* (GIZ IS) technical and administrative assistance. This project supports the Government of Ethiopia (GoE) in effectively safeguarding the biodiversity, ecosystems and ecological processes from human-induced pressures and in adequately representing it in a sustainable Protected Area (PA) system that contributes significantly to economic development, both locally and nationally. The project addresses the weak capacities of the under-resourced PAs, marginalized in the national development agenda. The project is spearheading a suite of interventions, focusing on the national system in terms of capacity-building and training, and integrating the PA system into the Ethiopia development framework. It also pilots wildlife conservation at the PAs with funding from co-financiers.

Project implementation started in October 2008 and was performed in two 4-year phases, the second one ending in September 2016 with a 1-year extension until 2017. This is to put in place a trust fund retaining the income generated by the PA management system and catalyzing external contributions. The GEF grant of over US\$ 9 million was matched by UNDP's own grant of about US\$1.9 million and the Government of Ethiopia in kind contribution of about US\$ 4.7 million, for a total investment of US \$15.9 million of which US\$ 14.6 million had been spent at the time of the Terminal evaluation field mission (April-May 2016). The project catalyzed another US\$ 37.4 million worth of Wildlife conservation funds through co-finance projects, i.e., about 2.5 times the project itself (see table here below), for a total of US\$ 52.0 million.

Project co-financing

Co-financing (type/source)		UNDP own financing million US\$		Government million US\$		Partner Agency million US\$		Total million US\$	
		Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	GEF/UNDP	9.3*	8.0					9.3	8.0
	UNDP own	1.9	1.9					1.9	1.9
Loans/Concessions									
In-kind support	GoE			4.7	4.7			4.7	4.7
Other	Other Wildlife / PA programmes					51.0	37.4	51.0	37.4
Totals		11.2	9.9	4.7	4.7	51.0	37.4	66.9	52.0

* Project preparation grant = US\$ 0.3 million.

Note. The amounts will need to be updated following final closure of project accounts.

Conclusions

1. The project has reshaped and enhanced the Ethiopia's **legal framework** for Wildlife conservation and Protected areas system management including the establishment of new protected areas in valuable sites where agricultural investments were previously planned, the gazetting or re-gazetting of most protected areas whose boundaries have been re-demarcated in agreement with the surrounding communities, the release of 6 Wildlife development guidelines.

2. The SDPASE project has improved the Protected areas (PA) management system in several technical and operational areas in collaboration with local and international partners:

2.1 The EWCA and PA authorities have **enlarged their scope from Wildlife to Ecosystems management** by strengthening their capacities and methodologies to plan, operate and monitor wildlife and their ecosystems, by using tools such as the METT scoring, wildlife tracking collars and routine field monitoring surveys, by establishing the PA development advisory committees and rangers' collaboration with the local communities in the PA ecosystems protection.

2.2 New partnerships with national and foreign Wildlife protection and research organizations have built complementary capacities and created knowledge on the PA ecosystems and their sustainable use, and raised Ethiopia role in the *Horn of Africa wildlife enforcement network*.

2.3 The increasing local awareness of and interest in PA values is reflected in the public private partnerships established with local communities in managing the access to and use of grazing land, and community associations and entrepreneurs undertaking eco-tourism and alternative livelihood businesses in the more promising PAs such as in Simien, Bale mountain and Nechisar National Parks.

2.4 The local communities have been engaged in the surveillance of the PA whose ecosystems sustainable use is increasing linked to the local development.

2.5 The capacity building of law enforcement agents on the surveillance of the live wildlife and wildlife products trade, including their endowment with vehicles and radio equipment, led to the increased seizure of illegally extracted elephant ivory and destruction of MT 6.1 in 2015.

2.6 An economic study of the PA eco-system (2009) has shown that their conservation and use are interlinked with the trends in local and national development. In fact they provide environmental services critical for the welfare of the Ethiopian (and neighboring countries) population such as hydrological services (valued at US\$432 million), electric power generation (valued at US\$28 million), medicinal plants (valued at US\$13 million), carbon sequestration (valued at US\$938 million or US\$19 million per annum) and the value of biodiversity (estimated to be US\$ 3.75 to 112 million per annum). In short, they contribute to the sustainable development of Ethiopia. This document dissemination increased decision makers' awareness on the challenges of ecosystems conservation and sustainable use, having become a priority of the country *Climate resilience green economy* programming.

2.7 The Ethiopian Wildlife Conservation Authority has allocated Birr 87 million (about US\$ 4 million) to ease the relocation of settlers from the core area of Simien Mountains National Park along a participatory approach to ecosystem conservation and local development.

3. **Local governance:** Authorities and communities near the PAs have been made aware of and are engaged in PA management and surveillance, for example, in monitoring the livestock access to pastures and reporting infractions to the park authorities. Best practices in the sustainable use of ecosystems are being shared by the PA staff during the annual discussion workshops for replication. The PAs management, local authorities and communities are now collaborating in the management of the PA ecosystems. This progress on the ground is not matched by the development of systemic monitoring tools such as remote sensing platforms monitoring the situation and identifying the challenges for planning and implementing conservation and development actions.

4. The project contributed to raise the **National revenues** from eco-tourism and sustainable hunting from about US\$ 600,000 in 2007-2008 to US\$ 900,000 in 2013-2014 (+50%), the direct tourism related income (i.e., the PAs admission fee) representing about one third of this amount and the hunting related activities two thirds. The Regions share of the PA generated revenues is about US\$ 750,000, for a total income (national + regional) of US\$ 1,650,000.

5. The **decentralized approach** to PA management and alliance with local authorities has created the conditions for participatory local development. The local awareness and partnership with communities in demarcating the PA boundaries is now continuing through consultation and in the frame of the newly established PA development advisory committees with the participation of the local stakeholders.

Overall assessment

The project identification and design matched the needs and opportunities for the sustainable development of the protected area system of Ethiopia. It contributed to this endeavor by strengthening the capacity of EWCA in Wildlife conservation and PA management. The project's implementation through a flexible annual planning approach was in line with the emerging challenges faced by EWCA and the PA authorities. The positive achievements in enhancing the legal framework and PA management catalyzed several partnerships with other projects working on the improvement of the Wildlife conservation in the assisted PAs. The UNDP as the implementing agency played a capital role in the framing the project institutional arrangements (e.g., GoE contribution and GIZ IS assistance in implementing the project) and in co-financing the project's activities with its own resources to bridge gaps in the project budget.

The financial sustainability of the PA system management is improving slowly as the EWCA restructuration is underway. In fact, the identification of the critical role of local development as a component of the PA sustainability – the integration of the two sectors – points to a stronger EWCA leadership in framing institutional alliances with the public and private organizations in charge of local development and tourism promotion in order to mainstream the Wildlife conservation and PA management in their actions, The project achievements in the area

improved following the mid-term evaluation as (a) the focus of activities shifted from building the capacities of EWCA to employing them in the PA management and (b) co-financed projects complemented the SDPASE activities in Wildlife study and conservation in several PA. Although, the mobilization of project resources in the technical and managerial field didn't solve the political challenges to the EWCA leadership in mainstreaming Wildlife conservation in sector development policies. As Wildlife conservation is not a stand-alone element of Ethiopia economic development, greater coordination inside the environmental sector and integration of the PA management with the economic development is needed.

The weak EWCA leadership is a challenge to the up-scaling and replication of lessons learnt in the key areas of wildlife protection and alternative livelihood generation. The authority restructuring along the draft reorganization plan and in connection with the forecast trust fund establishment is critical for the effective incorporation of the lessons learnt and recommendations of the Terminal evaluation into the future project design.

The following table summarizes the overall assessment of the project.

Project rating

<i>1. Monitoring and Evaluation</i>	<i>Rating</i>	<i>Comments</i>
M&E design at entry	MS	The baseline values were not clearly established for many parameters. The second phase indicators are well articulated based on Mid Term Review
M&E Plan Implementation	S	The M&E data collection, analyses and reporting were performed along the planned stages (MTR, PIRs, etc.) on the basis of the feed-back of field observations
Overall quality of M&E	S	The M&E was designed and performed along the flexible annual planning approach resulting in timely and customized feed-back informing the project decision making process
<i>2. IA & EA Execution</i>		
Quality of UNDP Implementation – Implementing Agency (IA)	HS	UNDP provided effective guidance in framing the project execution arrangements, in backstopping the National executing agency and funding the enhancement of the PA
Quality of Execution - Executing Agency (EA)	HS	EWCA and GIZ-IS allocated the planned human and financial resources for implementing project activities in a complementary way. UNDP contributed its own resources to bridge gaps in the project budget. The project adaptive management approach facilitated the execution of activities case-by-case in response to the emerging needs of the assisted PA
Overall quality of Implementation / Execution	HS	The project supported the National executing agency in shaping its long-term strategy, coordinating with other donors and implementing the project activities in the PA
<i>3. Assessment of Outcomes</i>		
Relevance	R	The project outcomes contribute to national and global environmental benefits for wildlife conservation. The planned outcomes are highly consistent with international agreements, and Ethiopia policies and law in Wildlife conservation
Effectiveness	S	The project improved the legal framework and management of the Protected areas and the seizure of illegally traded wildlife increased. It introduced the participatory approach in engaging the local

		communities in ecosystem conservation, development and use.
Efficiency	HS	The project adaptive management approach and GIZ-IS collaboration in the project implementation mobilized external expertise and financial resources through co-financed projects resulting in the smooth activities implementation.
Overall Project Outcome Rating	S	The project achieved several outcomes, including: strengthening the PA legal framework and wildlife protection enforcement by EWCA. It raised environmental awareness, and generating support for Wildlife conservation within local communities. Alternative livelihoods within PA were tested at the pilot level.
4. Sustainability		
Financial resources	ML	Multiple financing sources contribute to the running of EWCA and management of the PA - regular government budget allocations, PA user's fees, and co-financing by international donors and conservation NGOs.
Socio-political	L	The local communities' engagement creates the conditions for the sustainable PA ecosystem management. Scaling-up and replication of best practices requires that the EWCA institutional positioning be embedded in the MoEFCC framework to influence sector development policies
Institutional framework and governance	L	The PA legal status was enhanced and EWCA capacities were strengthened in managing and monitoring the PA. The EWCA institutional framework is under revision to increase the authority operational and financial autonomy
Environmental	L	The project contributed to stabilize the endemic species of wildlife and contain stresses on the PA ecosystems. Climate change and community related hazards are the main threats.
Overall likelihood of sustainability	ML	Although most project achievements are likely to be sustainable the financial break-even point for the PA system sustainable management has not been achieved yet, as the generated resources are adequate to fund only EWCA / PA management ordinary expenses

Ratings for Effectiveness, Efficiency, Overall Project Outcome Rating, M&E, IA& EA Execution: HS -Highly Satisfactory: no shortcomings. S - Satisfactory: minor shortcomings. MS- Moderately Satisfactory: moderate shortcomings. MU- Moderately Unsatisfactory: significant shortcomings. U- Unsatisfactory: major shortcomings. HU- Highly Unsatisfactory: severe shortcomings. Sustainability ratings: L- Likely: negligible risks to sustainability. ML-Moderately Likely: moderate risks. MU- Moderately Unlikely: significant risks. U- Unlikely: severe risks. Relevance ratings: R- Relevant. NR. Not relevant. Additional ratings where relevant: N/A- Not Applicable. U/A- Unable to Assess

Lessons learnt and recommendations

1. The Ethiopian socio-economic context provides little opportunities for an enclave approach to the PAs management: the PAs ecosystems conservation contributes to the welfare of the local communities. Conservation and development exigencies coexist in the PA regions and the PA boundaries don't establish a clearly-cut spatial separation between the wildlife population and the human communities. The PAs provide environmental services contributing to the local socio-economic development. The PA management (Wildlife conservation) should be associated with local (alternative livelihoods) and national development initiatives (recreational activities, education and all other main sectors). In short, the PAs system management has to be harmonized with the local development policies and strategies. And the community leaders, local authorities and other entities in charge of local development have to contribute to the planning of the PAs ecosystems conservation and use. The project established pilot collaborations in this

field. The restructuration of the EWCA and establishment of the trust fund should strengthen such collaborations, e.g. by expanding the community-managed protected areas and PA community councils' competencies.

2. Wildlife is not a stand-alone component of the national development. The contribution of PA management to development is not confined to the welfare of the surrounding communities. The impact of Climate change locally and nationally requires the framing of a broader approach to harmonize the sustainable PA system management with the national development policies..The integration of the exigencies of Wildlife / ecosystems protection into the land use planning has to be performed through a cascade approach from the national to the local level. The EWCA institutional positioning has to strengthen its advocacy and leadership in mainstreaming the Wildlife conservation and PA management into the national development policies and strategies. The restructuring of EWCA by framing it inside the MoEFCC mandate and by enhancing its operational autonomy will create the conditions to greater advocacy at the political level and for the mobilization of resources and collaborations at a larger scale and in a more structured way. Critical PA management areas exceeding EWCA resources are:

2.1 The PA participatory management (cfr. the establishment of the PA development advisory committees) has to be both participatory and adaptive, to address the particular geographic, socio-economic, and cultural issues facing the communities; systematization, experience sharing and collaboration with the academy have to be part of such approach.

2.2 The capacities of the communities have to be strengthened in identifying business opportunities, fund raising and development of micro-enterprises; this approach has to be properly assisted and monitored, e.g. by development NGOs.

2.3 Moving from conservation to sustainable development requires co-financing projects establishing the environment enabling the PA participatory management as the needed resources and time overcome the EWCA capacities. This sector should be a priority area of the Trust fund.

3. The SDPASE project contributed to the build-up of the EWCA capacities in Wildlife conservation, PA system management and design and implementation of Wildlife conservation and sustainable development and use strategies. The EWCA mandate advocates for the concentration of its activities along its core skills in Wildlife conservation and PA management. Acquisition of further capacities, knowledge and innovation technology, methodologies should be preferred to the EWCA direct access to a broad range of skills / expertise and dispersion of resources across a wide range of fields overlapping with the mandate and capacities of other institutions and the private sector. For instance the monitoring of the PA has to be strengthened – also by acquiring remote surveillance capacities - in order to facilitate and strengthen EWCA in planning the PA protection and in leading its partners in other sectors in performing their activities of repression of illegal PA exploitation and of promotion of economic development. In fact, the project strengthened the PA staff's capacities and deployment but it didn't integrate them into a comprehensive approach to eco-system monitoring through the adoption of remote

sensing and geographical information systems technologies and capacities. The PA authorities, scouts, etc. perform their tasks in the absence of the information needed (a) for the surveillance and analysis the PAs situation the large scale and (b) for orientating their field deployment on the basis of a multifactor and comparative assessment of the situation and priorities in the field.

4. Consequently, the following targeted actions **fixing the socio-economic context** have to be prioritized for the continuation of the project achievements:

4.1 the integration of EWCA planning capacities with those of the MoARD and MoLF in rural and agricultural development, to reduce the degradation of savannah, bushland and forests exploited for farming purposes (subsistence food and commercial products) adjacent to the PAs and propose alternative areas for the intensification of subsistence food production,

4.2 the formulation of plans for the development of alternative livelihoods associated with the recreational use of the PA development in collaboration with the MoFEC and Regional development authorities, MoCT, State owned enterprises and entrepreneurs' associations, and development NGOs (e.g. by adopting the *Area development programme* approach)

4.3 the association with the Ministry of water, irrigation and energy and the Road authorities in the sustainable land use planning in the PA (e.g., wood harvesting is a national challenge),

4.4 the association with the MoLF, in charge of rangelands and pastoralism, in establishing forage reforestation areas endowed with water points along the pastoralists migration treks or in selected areas of the PA to reduce their seasonal exploitation of the PA ecosystems,

4.5 the capacity building of the judiciary and law enforcement agents on the regulation and surveillance of the wildlife protection and trade.

4.6 the upgrading of the PA monitoring by the adoption of remote sensing and geographical information system technologies in order to frame these initiatives along objective and sound criteria and under the leadership and guidance of the EWCA.

5. The EWCA concentration on its core tasks (PA system management) while forging **sector alliances** to fix the PAs socio-economic context is the key to (a) establishing a leadership in Wildlife conservation, and thus (b) ensuring the sustainable management of the PA system. The unity of vision and mandate are essential to balance the exigencies of conservation and development. The EWCA reorganization plan has to be implemented by adopting a Business model encompassing the Wildlife and ecosystem conservation and local and national development at once. The elaboration of the mentioned Business model should identify the potential sources of income to match the exigencies of Wildlife conservation and PA management. It has to include the revenue-raising mechanisms and the financing of the trust fund in order to ensure that (a) an adequate flow of resources supports the EWCA institutional activities and (b) the environmental services provided by the PAs to the local and national development are properly remunerated.

Acronyms

BPR	Business process reengineering
CBD	Convention on biodiversity
CTA	Chief technical advisor
EWCA	Ethiopia Wildlife Conservation Authority
FZS	Frankfurt Zoological Society
GEF	Global environmental facility
GIZ IS	Gesellschaft für Internationale Zusammenarbeit - International services
GoE	Government of Ethiopia
HQs	Headquarters
M&E	Monitoring and evaluation
METT	Management effectiveness tracking
MoARD	Ministry of Agriculture and Rural Development
MoCT	Ministry of Culture and Tourism
MoEFC	Ministry of Environment, Forest Development and Climate Change
MoFED	Ministry of Finance and Economic Development
MoLF	Ministry of Livestock and Fisheries
MT	Metric ton
NEX	National execution
NP	National parks
NPC	National project coordinator
OECD/DAC	Organization of economic cooperation and development / Development assistance committee
PA	Protected area
PMU	Project management unit
PPP	Public private partnership
PSC	Project steering committee
SDPASE	Sustainable Development of the Protected Areas System of Ethiopia
ToR	Terms of reference
UNDP	United Nations Development Program
US\$	United States dollars

1 Introduction

The *Sustainable development of the protected areas system of Ethiopia* (SDPASE) project was aimed at putting in place the legal framework and institutional capacities for managing the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective. Its outcomes addressed institutional issues governing the Wildlife conservation, development and use, and regulating the *Protected areas* (PA) system. It built the operational capacities of the *Ethiopian wildlife conservation authority* (EWCA) and fostered collaborations with other projects contributing to the sustainable management of the PA.

The project was designed to address the weak legal framework and management of the Ethiopia PA system, under-resourced and marginalized in the national development agenda. The project spearheaded a suite of interventions, focusing on strengthening the EWCA's leading role by capacity-building and training its staff and integrating the PA system into mainstream development.

The project's objective was pursued through 5 outcomes in the first phase: (i) protected areas mainstreamed in the development framework of Ethiopia. (ii) appropriate policy, regulatory and governance frameworks in place. (iii) institutional arrangements and capacity for protected area planning and management emplaced. (iv) new protected area management options and partnerships piloted, and replicated through partnerships catalyzed across protected area estate and (v) financial sustainability plan developed and demonstrated. For the second phase the project has 4 outcomes that continue and consolidate the first phase achievements: (i) systemic capacity for protected area management consolidated, (ii) sustainable financing mechanisms contributing to protected area budgets, (iii) replication of good practice model across protected area estate catalyzed, (iv) Protected areas mainstreamed across all relevant sectors.

The project support to improving the Protected areas system of Ethiopia includes a wide range of activities, from strengthening the institutional framework, to creating capacities in the field and to orientating collaborations to maximize sustainable development and benefits of the Protected areas system. Partners of the project include the Government of Ethiopia, EWCA, Frankfurt Zoological Society (FZS) and African parks Network.

The field activities have been implemented mainly in thirteen (plus 1 established during the project) federal (EWCA managed) Protected areas: (i) Bale Mountains, (ii) Simien Mountains, (iii) Gambella, (iv) Omo, (v) Alitash, (vi) Awash, (vii) Abijatta Shalla (viii) Yangudi – Rassa with Hallaideghe (now the PA xiv) (ix) Nechisar (x) Babille Elephant (xi) Senkele Hartebeest, (xii) QaftaShiraro; and (xiii) Geralle national parks and supports all regional protected areas. It also supports the Regional authorities in establishing new protected areas (see Annex 3).

The SDPASE project implementation was overseen by UNDP Country office in Addis Ababa, and the Ethiopian Wildlife Conservation Authority (EWCA) acting as the national executing agency. EWCA subcontracted the project implementation to GIZ-IS (technical, administrative and financial assistance). This approach enhanced ownership and increased operational presence in the field while ensuring the compliance of international standards and donor requirements. A Project management unit was established at EWCA headquarters (HQs) in Addis Ababa and collaborations with other initiatives developed (e.g., FZS in Bale Mountains, KFW in Simien, Bale and Hallaideghe Asebot, GIZ in Nechisar, Awash and in strengthening EWCA, African Parks Network in Gambella, AWF in Simien). The SDPASE project planned implementation period was 8 years with a budget contribution from GEF of US\$ 9 million (plus the US\$0.3 million project preparation grant). The project started in October 2008 and was implemented in two phases of four years each. It is expected to be completed by September 2016, with an extension to 2017 planned to put in place the project sponsored trust fund.

The project execution. The project execution was performed along the National Execution (NEX) modality, with GIZ IS being contracted through an agreement negotiated with the *Ministry of agriculture and rural development* (MoARD), the Wildlife reference ministry before the *Ministry of culture and tourism* (MoCT), to provide administrative and technical support for project execution, including fiduciary management, procurement, staff recruitment, management of the PMU, and financial and operational reporting, under EWCA's direction.

The key elements of the project execution are presented here below:

The *Project steering committee* (PSC) gave overall guidance to the SDPASE. It is chaired by EWCA with members representing the *Ministry of Finance and Economic Development* (MoFED), the *Ministry of Environment, Forest Development and Climate Change* (MoEFC), Regional wildlife authorities (by turn), *United Nations Development Program* (UNDP) and *Non-governmental organizations* (NGO) represented by the FZS. It should be noted that the EWCA, MOFED and UNDP approve the Annual work-plans and Budgets instead of the PSC.

The *Project management unit* (PMU) was contracted by GIZ IS and is led by the *National project coordinator* (NPC), assisted by the international *Chief technical advisor* (CTA). It includes a finance manager, accountant, office administrator, monitoring and evaluation officer, technical advisor, national project coordinator and 2 drivers, plus temporary technical staff. The PMU tasks are:

- Technical advice, including in the areas of overall financial and budgetary oversight to ensure there is no over-expenditure, and track budget revisions and financial and operational completion of the project,
- Reporting quality and content,

- Submission of quarterly and annual physical and financial reports under the project; and ensuring timely completion of project activities and achievements of intended objectives,
- Pre-financing activities on a quarterly basis to make flexible the project execution.

The *Work planning and reporting*. The PMU is in charge of the annual work plan preparation, execution and reporting through the following steps:

- Preparation of the Annual work plan based on the project document and past performance and its presentation to EWCA for its Directorates discussion, to facilitate the internal consolidation of the government funded budget plan along the forecast project activities.
- Presentation of the Annual work plan to the PSC for final approval and signature.
- Presentation of the approved Annual work plan to EWCA for the Directorates to execute it by combining project and government budgets. In some cases the PAs management directly implements the planned activities.
- Monitoring of the activities execution and evaluation of the SDPASE progress. The EWCA Directorates and PAs management report to the PMU that consolidate the programme data across sectors for reporting to UNDP, MOFED and MoEFC.

Furthermore, the GIZ IS head office is in charge of the large procurement and studies outsourced to consultants, in liaison with EWCA staff.

2 The Terminal evaluation

2.1 Goal

The goals of the Terminal evaluation are:

- a) to assess the achievement of the SDPASE project results, and
- b) to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming

2.2 Justification

This GEF-funded project is subject to Terminal evaluation in accordance with the policies and procedures established for this purpose by UNDP/GEF and following the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects

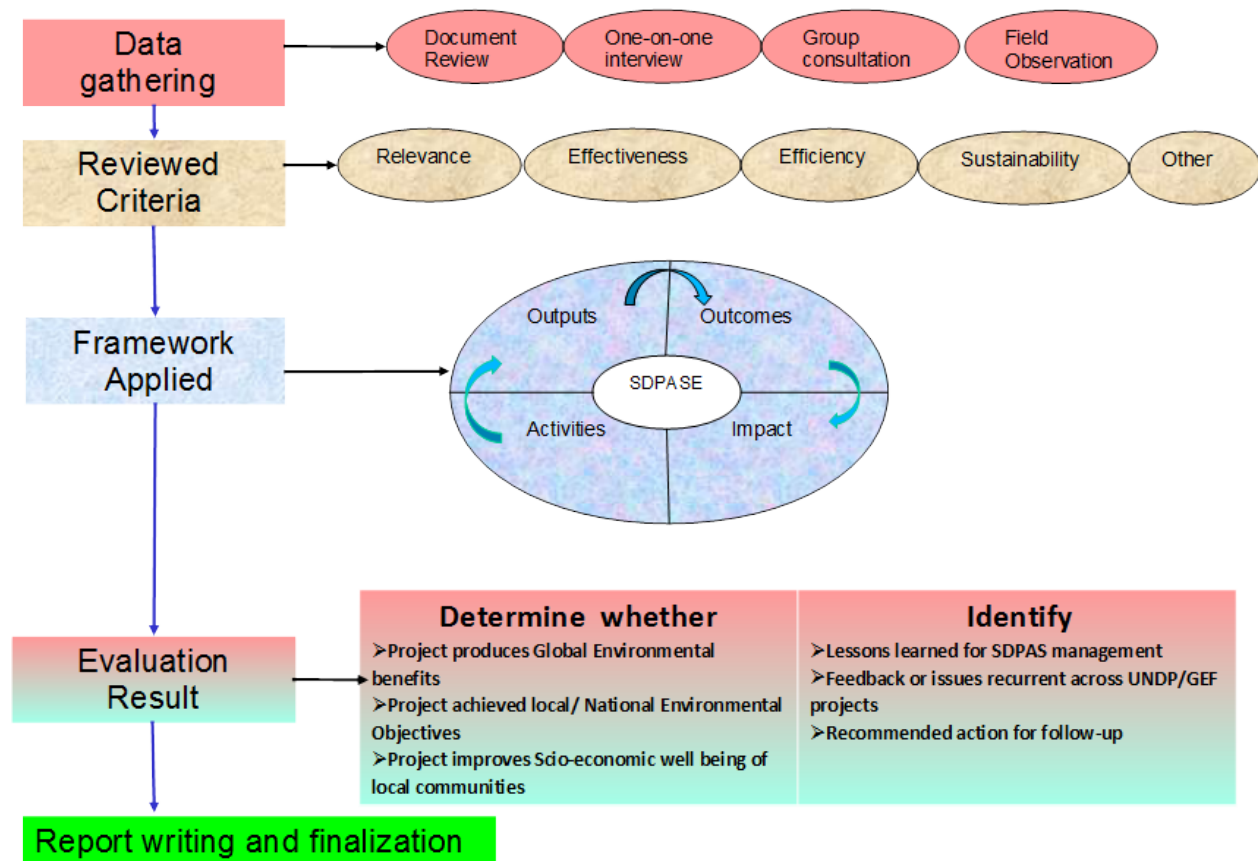
2.3 Methodology

The evaluation of the SDPASE project concerns the output and the mechanism of the intervention in view of the assessment of the contribution of this tool to improving the management of the PA system of Ethiopia (see Annex 12: Terms of reference). Specifically, this study identifies the relations between goal, impact and results by analyzing:

- a. project plans and reports, identification studies and surveys and other recorded information on sector strategies, etc.,
- b. project monitoring system analytical data (progress, achievements and indicators), and
- c. outcome of the participatory field survey with visits to five Protected areas and surrounding sites, field interviewing of stakeholders and interviews with national institutions, partners and PMU staff in Addis Ababa; the field visits to and meetings with stakeholders in the five visited Protected areas sites – local authorities, PA warden, scouts and administrative staff, PA users associations - were planned by the Evaluation team, field arrangement and site access having been performed in collaboration with the PMU.

In order to perform this assessment, the evaluators elaborated the Evaluation matrix (see here below), including the key evaluation questions, indicators and sources of information. The field data have been systematized in minutes of the interviews while the information collected in Addis Ababa through the interview have been systematized in a data collection grid (semi-structured questionnaire) guiding the evaluators in the analysis of the key project features. This information has been cross-checked with the project documentation to answer to the Evaluation matrix questions and validate the corresponding indicators (see Table1). The following figure synthesizes the evaluation methodology.

Figure 1: Evaluation Methodology



2.4 Work plan

The evaluation team is made of one international and one national natural resources and sustainable development expert. Their analysis is shaped along the 5 OECD/DAC criteria and synthesized in the Evaluation matrix questions.

The evaluation has included the following phases.

Inception phase: After the initial briefing with UNDP Country office, the EWCA and discussion with the PMU about the logistics of the field visits, the evaluators have formulated the methodology, survey and analysis tools, and work plan of the mission submitted the inception report to UNDP.

Field phase: The field visits in five Protected areas sites mentioned here below plus the interview of the Chief warden of Awash PA took place along the timetable in Annex 1. Direct observations, interviews and brainstorming meetings were completed with the meetings with key stakeholders in Addis Ababa. The five Protected Areas visited were: Nechisar national park, Bale national park, Abijatta Shalla national park, Senkele national park and Hallaideghe Asebot proposed national park. The selected sites are representative of area where field interventions

include wildlife protection and community livelihood / infrastructure support and where the conservation challenged are higher. In addition, Hallaideghe site is representative of a Regional reserve incorporated in the Protected areas system during the project execution and includes the Asebot cultural heritage site, thus providing a field experience of the EWCA collaboration with Regional authorities in wildlife conservation.

Most data gathered are qualitative, while the indicators have been elaborated on the basis of quantitative data from the project and other sources documentation. The list of interviewed people is included in the itinerary Annex. The field data once systematized have been used to validate the evaluation indicators and substantiate the answer to the Evaluation questions. At the end of the field phase the evaluators presented the preliminary findings of the mission at a workshop held at UNDP country office in Addis Ababa providing a direct feed-back from the project key stakeholders on evaluators' preliminary conclusions.

Synthesis phase: The evaluators spent the last two weeks of the field mission elaborating the draft Evaluation report formulated along GEF reporting requirements. The financial analysis is limited to the assessment of the consistency of actual vs. planned co-finance contributions and their correspondence to the project implementation needs. The resulting values are based on the project budget breakdown and connected provided by the CTA / PMU. On the basis of the feed-back by the stakeholders the evaluators the Draft report is revised and the Final report submitted to the UNDP Country office. The format of the evaluation report is based on the specifications included in the evaluation ToRs and the requirements set in the GEF/UNDP Evaluation guidelines.

2.5 The evaluation matrix

The Evaluation matrix, including the evaluation questions, is presented in Table 1. Indicators are those of the project Logframe but for a few ones – highlighted in *Italic characters* - that are retrievable from the project reports. The evaluation matrix here below includes the value recorded for the Project indicators. The answer to the evaluation questions is included in the respective sections of analysis, structured along the 5 OECD/DAC criteria.

Table 1: Evaluation matrix

<i>Evaluative Criteria Questions</i>	<i>Indicators</i>	<i>Values</i>	<i>Sources</i>	<i>Methodology</i>
1 Relevance				
1.1 How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?	<i>Income generated by tourism in Protected areas and Hunting areas</i>	Tourism ETB 7.7 million + hunting 12.5 million= ETB 20.1 million (about US\$ 910,000) in 2014from ETB 11.4 million (about US\$ 600,000) in 2008)= +50%	National planning and project documents	Analysis of the project documents in connection with GEF policies and plans
	<i>Protected area surface</i>	Km ² 77437 (2016) from Km ² 30253 (2008) = + 61% over baseline. From 3% to 7% of the Ethiopia		

		surface		
2. Efficiency				
2.1 Was the project implemented efficiently, in-line with international and national norms and standards?	<i>Budget execution rate</i>	85%	Project reports / project audit	Analysis of the project progress reports and audits
2.2 Has the project mobilized GEF and local resources in a complementary and mutually reinforcing way?	Amount of co-finance secured for PA management from partners	US\$ 6.5 million (programme co-financing) US\$ 37.4 million (other W/PA programmes)	Project reports / project audit	Analysis of the project progress reports and audits
2.3 Have the project activities been performed along the plans and recommendations by its M&E system contributed to its flexible adaptation to changing situations?	Availability of functioning Result based M&E system in EWCA	METT scoring every 4 years	Project reports, Steering committee minutes	Analysis of the project along its planning and reporting documents
3. Effectiveness				
3.1 To what extent have the expected outcomes and objectives of the project been achieved?	Number of best practices compiled and tested	4 best practice in creating alternative livelihoods for communities living around the protected area to minimize unsustainable natural resource in use: Community conservation, Multi-stakeholder PA management, management planning, community livelihood and partnership	Field Survey results and project documents	Participatory field survey in 4 sites and interview of key stakeholders to cross check current management practices in the Pas
3.2 How successful was the project in supporting Ethiopia wildlife protection policies?	Number of Proclamations and Regulations amended	PA proclamations: 7 federal + 11 regional PA gazetted; 4 federal PA + 1 regional in draft, 12 federal PA demarcated; 7 sector utilization guidelines	Interviews, national planning and project documents	Interview of key players in Wildlife conservation to cross check project documents
3.3 How successful was the project in creating the regulatory and monitoring system of the Protected areas?	Management Planning Guidelines and system policy paper in place	Planning guidelines (MOFED). Wildlife conservation, development, utilization proclamation in draft. Wildlife sector 5 year strategic plan (2015 to 2019)	Interviews, national planning and project documents	Interview of key players in Wildlife conservation to cross check project documents
3.4 How successful was the project in developing capacity in the assisted national, regional and local partners?	Number of staff gained skills and knowledge in the system	700 scouts (several agencies), 820 EWCA staff over 4,431 participants to workshops, meetings and training; 42 diplomas and degrees (32 MA/MSc, 1 PhD, 9 other diplomas)	Field Survey results and project documents	Field visits in Protected areas, interviews of local authorities, PA staff, interviews of EWCA direction
4. Impact				

4.1 Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?	Increase in management effectiveness of Protected areas	METT score change from 24% (2008) to 56% (2016) = +32% from baseline	Field Survey results and project documents	Field visits, interview of national, local authorities and PA staff
4.2 To what extent do the Protected areas contribute to ensure local development?	Number of sectors with Protected areas component in their plan	Ethiopia roads authorities (2 roads diverted in Bale and Simien NP), MEFF CRGI (climate resilient green economy) facility, Culture and tourism, local authorities in the PA areas	Field Survey results and project documents	Survey of community representatives in the PA, local authorities cross-checking project documents
5. Sustainability				
5.1 To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?	<i>Trust fund established</i>	Trust fund proclamation in draft	Interviews of stakeholders and project documents	Interviews of national authorities and of the project partner entities representatives
5.2 Are the Protected areas contributing to recreational, cultural and livelihood purposes?	Availability of marketing strategy <i>and its implementation</i>	Marketing strategy available, not yet implemented	Field Survey results and project documents	Interview of key stakeholders and PAs staff

3 Findings

3.1 Relevance

3.1.1 The context

GEF Strategic goal: The project contributes to implement the Article 8 of the *Convention on biodiversity* (CBD) on conservation of biodiversity, by assisting the *Government of Ethiopia* (GoE) in the implementation of the CBD work programme on PA. The project is nested within GEF-4 Strategic objective 1 (Conserve, sustainably use, and manage biodiversity, ecosystems and natural resources globally, taking into account the anticipated impacts of climate change) and Strategic objective 4 (Build national and regional capacities and enabling conditions for global environmental protection and sustainable development). It builds the capacities of the national protected areas system at national and local level (Headquarters and Protected areas).

The project document emphasizes the opportunity of building *Public-private partnerships* (PPP) and improving the policy framework for such partnerships. It collaborates to establish and develop a new category of *Community-managed protected areas* in the surroundings of national parks, such as in *Guassa community protected area*. These new PAs, being linked to the existing *National parks* (NP) system management, should enhance community participation to the conservation of NP. The project identification emphasizes the need to improve business planning and sustainable financing at both the national and PA. Collectively, these actions contribute to establishing a system of rational management of the PA by ensuring the human capacities, physical endowments, strategies and work tools for their sustainable functioning.

Ethiopia Wildlife and Protected areas policies. The core policies and strategies for biodiversity conservation existed at the time of the start of the project. They include the *Conservation Strategy of Ethiopia* (1997) within which is embedded the *Federal Policy on Natural Resources and the Environment*; the *National Policy on Biodiversity Conservation and Research* (1990); the *Ethiopian Forestry Action Program*, 1994, and the *Wildlife Policy*. The Wildlife policy addresses the PA management along with its implementing draft Wildlife management proclamation that recognizes the role of the “wildlife conservation areas”. Both legal instruments are silent on the institution in charge of the PA system management.

Protected areas system legal framework. Two proclamations shape the legislation concerning the conservation of PA: the *Development, Conservation and Utilization of Wildlife Proclamation* number 541 of 2007; and the *Ethiopian Wildlife Conservation Authority Establishment Proclamation* number 575 of 2008. The Proclamation number 541 of 2007 objectives are: to conserve, manage, develop and properly utilize the wildlife resources of Ethiopia; to create conditions necessary for discharging government obligations assumed under treaties regarding the conservation, development, and utilization of wildlife; to promote wildlife-

based tourism and to encourage private investment. It also specifies the following wildlife conservation areas to be designated and administered by the Federal Government: a) National parks that are nationally and globally significant and known to have representative ecological zones and embrace immense diversity of wildlife; b) National parks and wildlife sanctuaries that are inhabited by the country's endemic and endangered species; c) Any wildlife conservation areas geographically situated within two or more regions; d) Any transboundary wildlife conservation areas that may be established in accordance with agreements with neighboring countries. The Proclamation number 575 of 2008 establishes EWCA as the Authority in charge of the development, conservation, and sustainable utilization of the country's wildlife resource.

Value of the Ethiopia Wildlife and ecosystem. The PA system of Ethiopia enshrines some of the areas with greater biodiversity and ecological value. The value of the protected areas does not lie in its tourism exploitation alone. On the contrary, the value of the ecological processes – and primarily watershed protection – for the population livelihood is far greater than their recreational use. The value of the Ethiopian wildlife and the PA ecosystem can be accounted from various perspectives. They provide direct benefits from tourism and job creation. Apart from direct benefits from tourism, employment and entrance fees, the main value of the PA consists in the environmental services they provide to the Ethiopian population and in some cases to that of the neighboring countries. They are an integral part of the sustainable development of the Ethiopian economy and form the basis for various socio-economic benefits. Among them are more noteworthy the hydrological services, electric power generation, medicinal plants, carbon sequestration and the value of biodiversity.

The project funded the *Assessment of the value of the Protected area systems of Ethiopia* study (2009) whose final report (a) showing that the economic value of protected areas is of immense benefit to the sustainable development of the Ethiopian economy and plays a significant role in the fight against poverty and (b) recommending the exploration of new mechanisms of funding of the PA management such as the revenue retention scheme, trust fund, partnerships with local communities and new forms of payment for environmental services. The *Carbon Baseline and Payments for Carbon Environmental Services from Protected Areas in Ethiopia* study (2012) analyzed the PA role in biodiversity conservation and biomass balance and recommended the opportunity for accessing to carbon credits in order to avoid deforestation and degradation. Its final report identified a Carbon finance project protecting and rehabilitating the Afro-alpine, subafroalpine, afro-montane and other vegetation types of *Simien Mountains National Park*.

3.1.2 The project identification

Ethiopia Protected areas before the project. The protected areas run by the Regional authorities at the time of the project identification were partly representative of the Ethiopian ecosystems as

many PA were not correctly sited or were too small to maintain ecological processes. Further, some of the nominal areas no longer had any functional meaning: the biodiversity they were established to protect had been by far depleted. The principal threats to biodiversity of Ethiopia stem from i) open access by local communities to resources leading to degradation of habitats, ii) conversion of natural land to agriculture, iii) insecurity or security forces presence, and iv) invasive species and v) poaching and live wild species trade. The surface of the PA included in the federal management system covered 30,253 Km² when the project started (2008).

Project identification and timing. The SDPASE project follows the *Emergency Support to Wildlife Conservation / Utilization & Development of a Trust Fund programme* (1994 – 2003) that supported targeted interventions in Protected areas and the restoration of wildlife sub-populations. The project identification took a good deal of time. It was conceived in 1998 and the GEF pipeline entry data was in the year 2000. The development of the project document was jointly financed by a UNDP/GEF PDF-B project preparation grant (US\$ 317,821) and the GoE. The project documents were initially completed in early 2008 and the GEF Council approved the *Biodiversity Protected Areas Project-Proposal* in February 2008 for US\$ 9 million by utilizing the last available GEF-4 funds.

Its implementation was forecast in two stages, with stage one, planned for 4 years (2008-2012) and focusing on capacity building, and stage two, also for 4 years (2012-2016) and focusing on the scaling up of protected area management. Following a protracted negotiation, the agreements were signed in 2008 with amended project documents, contracts were developed and project implementation commenced in October 2008. The project adopted the *National Execution (NEX)* procedures, with GIZ-IS as implementing partner. A Mid-term evaluation, as prescribed by UNDP/GEF, was carried out by one International Consultant and one National Consultant performing their field survey in Ethiopia in May 2012, preceding the start of the second phase.

Project strategy. The SDPASE project strengthened the Wildlife conservation capacities of Ethiopia and to fill the gaps in the Protected area system, under resourced and marginalized from the national development agenda. The proposals for mainstreaming Wildlife conservation in the national agenda are pending the restructuring of EWCA. The project concentration on building PA management capacities and weak EWCA's sector leadership didn't allow for a substantial advocacy for mainstreaming the findings of the Assessment of the value of the Protected area system of Ethiopia on the value of the PA ecosystems (direct benefits from tourism and the PA environmental services contribution to sustainable development of the Ethiopian economy). For example, the MoCT developed seven guidelines on wildlife utilization that have not yet fostered the change of behavior of users outside EWCA staff. The donor support to the PA at the time of the identification was piecemeal, focusing on individual PA rather than addressing the restructuring and reinforcing of the sector policies and strategies and enhancement of PA system management.

A shortcoming in the project strategy is the contemporary deployment of the field activities across the whole set of PA. In fact the project implemented over strategy was made of two 4-year phases, the first on focusing on capacity and institutional change and the second one focus on consolidation, up-scaling and replication of best management practice, both addressing the needs of the full set of PA at the same time. A different approach, concentrating the field actions in 2-3 pilot sites during the first phase of the project in order to elaborate an intervention model and best practices to reply in the second phase at a larger scale could have been advisable although not in line with national policies.

The SDPASE contributed to overcome the barriers to the rational management of the PA system that concern its political marginalization, weak institutional mandate, inadequate sector mainstreaming process, weak human, physical and methodological capacities, and overall insufficient funding to meet real needs, in order to achieve the sustainable management of the PA and contribute to national development.

The SDPASE *strategy* enhances the PA system management to sustainably and effectively contribute to Ethiopia sustainable development and is axed on the following directives:

- i) Defining and legitimizing usufruct rights for resources at protected sites,
- ii) Broadening and strengthening PA governance systems at national and local level, and
- iii) Strengthening institutions.

The project overall goal is: *Ethiopia's biodiversity, ecosystems and ecological processes are effectively safeguarded from human-induced pressures and adequately represented in a sustainable Protected Area System that is contributing significantly to economic development, both locally and nationally.*

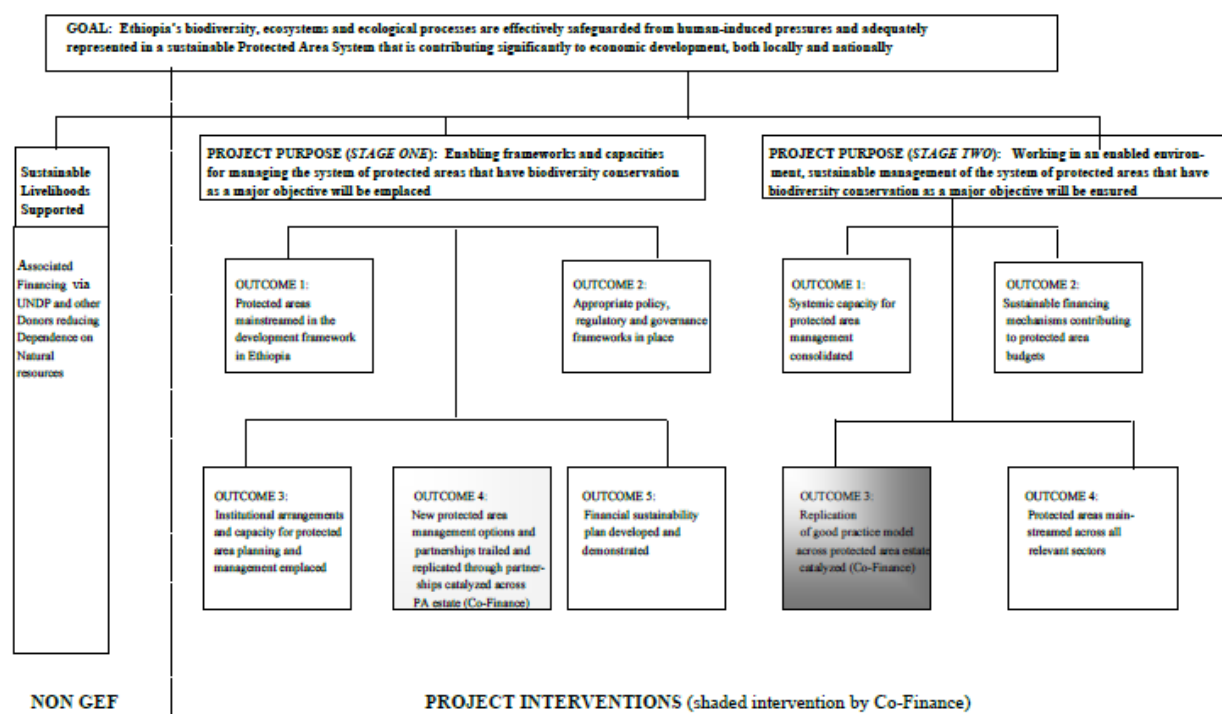
The *purpose* of the 2 project phases slightly differs as they continue and complement each other:

Phase 1 purpose: *Enabling frameworks and capacities for managing the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective will be emplaced*

Phase 2 purpose: *Working in an enabled environment, sustainable management of the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective is ensured*

The first phase of the project is made of 5 outcomes / components, while the second phase is made of 4 outcomes. The project solution tree presents the relations among the objective, purpose, and outcomes.

Figure 2: Project solution tree



The following table summarizes the outcomes and outputs of the two phases of the project.

Table 2: Project components, outcomes and outputs

Project Objective: Enabling frameworks and capacities for managing the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective are emplaced		
Component	Outcome	Outputs
Phase 1: Enabling frameworks and capacities for managing the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective will be emplaced		
1.1 PAs are Mainstreamed to core Government	Protected areas are mainstreamed in the development framework in Ethiopia and receive greater political support.	Specific outputs to mainstream PAs into a) The PADSEP (PRSP) process b) The rapidly evolving Tourism sector c) Through potential PES to Catchments
1.2 Policy Frameworks	Appropriate policy, regulatory and governance frameworks in place, leading to redefinition of protected area categories and reduced land-use conflict	Specific Outputs into a) Updating Wildlife/PA policy/law b) Detailed Sector Institutional Review c) Consensus on role of biodiverse rich forests in PA system, plus optimum PA categories
1.3 Institutional Set-up	Institutional arrangements and capacity for protected area planning and management emplaced, leading to improved PA management	Several Outputs in Training, including: a) Upgrading present In-Service capacity b) Warden Training. This includes the building of capacity in Ethiopia to offer such training – instead of continued use of Kenya/ Tanzania colleges c) Guard Training (Again domestication) d) Upgrading specific skills: 3 x MSc e) Databases & Information. Co-finance works at field level in three PA landscapes

		developing, testing and demonstrating PA management programmes.
1.4 New PA Partnerships	Institutional arrangements and capacity for protected area planning and management emplaced, leading to improved PA management	Distinct Outputs that build partnership to a) Academia in research / M&E context b) The Private Sector – in hunting areas, c) Fostering linkages to Regional PA Authorities,empowering them to better manage PAs to “national standards” d) To Communities – around PAs
1.5 Sustainable Finance	New protected area management options and partnerships trialed, and replicated through partnerships catalyzed across protected area estate (Co-Finance)	Three Outputs addressing finances a) Definition of Economicpotential of PAs b) Developing Business Case forsector c) Planning PA Sinking Fund
Phase 2: Working in an enabled environment, sustainable management of the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective is ensured		
2.1 Consolidate Capacity	Systemic capacity for protected area management consolidated.	Three major Outputs a) Support to priority PAs inRegions b) Developing PA Survey / Monitoring capability and PA databases. c) Strengthening training in countryCo-finance extends the number of PAS / Landscapes hat are managed
2.2 Financing Strategies	Sustainable financing mechanisms contributing to protected area budgets	Three Outputs continue work onfinance a) Business Plans developed forall Regions and PAs b) Revolving Fund in Place tocapture new revenue sources c) PES functioning and invests inFundsCo-Finance supports businessinvestment in PA and revolvingfunds
2.3 Catalyse Replication	Replication of good practice model across protected area estate catalyzed	a) Outputs address PAmangement: a) Develop Species Action Plans, b) Make Business Case for furtherDonor input to PAs c) Make business case for PrivateSector investment d) Community level resourceconservation and eco-tourism,wildlife conflict resolution etc. Co-finance is focus onCommunities and species actionPlans
2.4 PAs Mainstreamed	Protected areas mainstreamed across all relevant sectors	Set of discrete outputs on : a) Climate Change adaptation inPA design and management, b) Tourism management in thePAs, c) Trans-boundary conservationareas and corridors and dispersal areas

On the basis of the previous analysis, it is now possible to answer to the Evaluation matrix questions concerning the project relevance.

Evaluation question 1.1 How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?

GEF objectives and international commitments. The SDPASE is highly relevant with the GEF-4 Strategic objectives 1 and 4 and fits in with the scope of the Strategic programme 1: Catalyzing Sustainability of Protected Area Systems. The project contributes to establishing the legal framework and capacities for Wildlife conservation and managing the federal Protected areas also supporting the GoE to fulfill its commitment to the implementation of the multilateral

environmental agreements and notably of the CBD. The project is also relevant under the CBD Article 6, General Measures for Conservation and Sustainable Use, Article 7, identification and Monitoring, Article 8, In situ Conservation and Article 10 on Sustainable Use Management. It is also consistent with the decisions of the *Conference of parties* (COP) 3/4/5 on exploring ways for the CBD to cooperate with the Intergovernmental panel on Forests on matters relating to biological diversity and forest conservation and COP7 guidance on Protected Areas.

Ethiopia environmental and sustainable development objectives. The project support to the 14 PA contributes to the ecosystems conservation at large and conservation of threatened Wildlife species in particular, in line with the GoECBD commitment. The project realizes activities that enhance the management of the PA thus contributing to stabilizing the Wildlife there and their ecosystems at large. As the PA ecosystems are a source of income for the local communities, the project also contributes to sustainable local development. In fact, ecosystems conservation and local development are progressively integrating their scopes as the local communities collaborate to the conservation of the Wildlife in order to stabilize the PA ecosystems and preserve their own sources of revenues. The central role of agriculture in the Ethiopian economy (over 80% of the population is engaged in agriculture) makes the ecosystem and climatic benefits of PAs a significant element of the poverty reduction and national development agenda. Therefore, the project is relevant to the Ethiopia environment and sustainable development objectives.

3.1.3 Review of Outcomes to Impacts and Theory of Change of the project

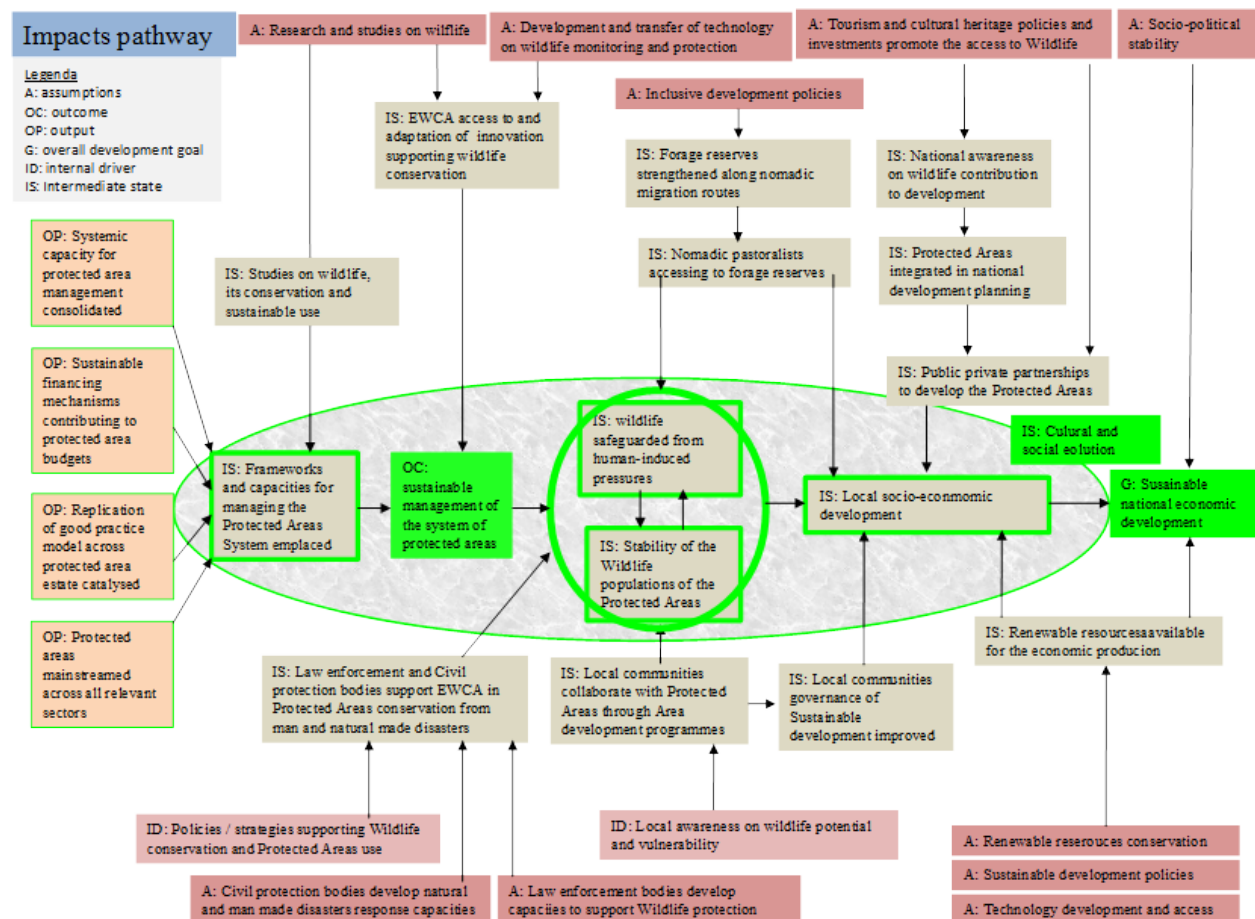
The *Theory of Change* identifies the sequence of conditions and factors deemed necessary for project outcomes to yield impact and assesses the current status of and future prospects for results. Thus, the analysis of the Project *Impact pathways* is made of two components:

- the revision of the connections between the Outputs and Outcomes (the Project direct impact on the conditions / needs assessed), and
- the study of the Project outcomes relevant to its overall Development objective (the Project expected contribution to Ethiopia economic development).

Although the project did face the immediate challenge of creating capacities in Wildlife conservation and PA management, the ToC postulates its assessment vs. *Ethiopia economic development*, its long term, goal and theoretical justification. Thus, the following analysis is made of two components: Outputs to Outcomes and Outcomes to overall Development goal. Of course, the *Project assessment* (see scoring table) is based on the level of achievement of its *Immediate objective*. The Theory of change analysis is functional to answer Evaluation questions concerning Impact and Sustainability of the project results (economic development).

The Theory of change is a framework designed to discuss the *programme effectiveness* from output all the way through immediate outcomes and intermediate states to impact and sustainability, in order to make clear its contribution to the *overall development strategy*. The present Theory of change was elaborated on using the basis of the project Logical framework and presents several topics that have to be clarified in order to put the progress in Wildlife conservation / PA management in a broader development context. In fact the Overall objective: *Ethiopia economic development* is clearly very atop of the project realizations and implies the convergence of many external factors with the Project *Immediate Objective: sustainable management of the system of PAs*. The linkage with *Ethiopia economic development* is mediated by many development issues, including human development, economic trends and political stability. A more realistic formulation of the project objectives should have considered local development as a consequence of the enhancement of the PA system management.

Figure 3: Impacts pathway



The SPDASE activities concentrated on the Wildlife conservation and PA sustainable management. Such endeavor is part of the wider local and national development context as:

- the PA ecosystems preservation contribute to the natural resources stock on which large part of the Ethiopia population livelihood is based,
- the PA ecosystems sustainable use generates economic, cultural and recreational values.

Thus, the project purpose is interlinked with the enhancement of the intrinsic value of the Ethiopia ecosystems as well as with integration into the dynamics of local and national development. This interaction constitutes the basis for the Impacts pathway analysis of the project strategy, i.e. the intended contribution of its purpose (sustainable management of the system of protected areas) to its general goal (sustainable national economic development).

The contribution of the project to the achievement of Sustainable national economic development is mediated by the achievement of (a) Wildlife (and ecosystems) safeguarded from human induced pressures and Wildlife population stability in Protected areas and (b) and local socio-economic development (designed as *Intermediate states* in the Impact pathway diagram).

The achievement of the general goal depends on several assumptions (external factors) and internal drivers (internal factors). In fact, the efficiency and evolution of the PA system management depends on the access to innovation / technology and on knowledge on the ecosystems consistency and dynamics and on PA management. The main hazards faced by the PA ecosystems are man-made (poaching of wildlife, unsustainable exploitation by communities and businesses) and natural disasters (fires, floods, etc.). Furthermore, the PA system management is influenced by the potential value of Wildlife and other natural resources for recreational (tourism, hunting) and educational (research, graduation studies, environmental awareness, etc.) uses and has to take into consideration the exigencies of the stakeholders of such activities to mainstream Wildlife conservation into sustainable development.

Thus the project contribution to mainstreaming wildlife conservation into local development requires the undertaking of actions than contain and streamline the mentioned interests into the sustainable use of the PA environmental services. These includes the creation of awareness on the PA ecosystems value, the collaboration the stakeholders with the PA system management and the mainstreaming of Wildlife conservation and PA management in the policies and strategies of the institutions in charge of local and national development in sectors overlapping with the PA system. In short, EWCA is expected to join forces with other national environmental institutions in order to establish a national status enabling it to exercise its leadership in the field of its own mandate across the several development sectors concerning the PA management. In this respect it is critical the collaboration with the institutions and private organizations whose mandate concerns the above mentioned assumptions and threats to the PA systems, and notably:

- *natural hazards*: the enhancement and integration of EWCA ecosystems monitoring capacities with the Civil protection enhanced resources to prevent and control natural disasters such as fire, flood,

- *poaching and live wild species trade*: the enhancement and integration of EWCA ecosystems monitoring capacities with the security forces capacity to repress illegal activities in the PA,
- *local livelihood and development*: the integration of EWCA planning capacities with the MoARD capacities in rural and agricultural development,
- *small business development*: the development of alternative livelihood for the local communities require the integration of the previous activities with the economic plans of MoFED and Regional authorities development authorities, and collaboration with State owned enterprises and entrepreneurs' associations, and development NGOs (for example along the Area development programme approach),
- *watershed catchments degradation*: the collaboration with the Ministry of water, irrigation and energy in enhancing sustainable land planning (it should be noted, for instance that wood harvesting is a national challenge overcoming the PA threat case),
- *grazing land degradation*: the collaboration with the Ministry in charge of rangeland management and pastoralists affairs, in supporting the establishment of forage reforestation areas along the pastoralist herders migration treks,
- *access to innovation*: partnerships with scientific and technical institutions, education bodies and development projects in the acquisition of knowledge, monitoring (e.g., remote sensing of ecosystems in relation to man-made and natural hazards) and management (e.g., PPP best practices) capacities to enhance the PA system management,
- *recreational business development*: the collaboration with economic (MoCT) and land use planning (National ministries and Regional administrations, road authorities, State owned enterprises and business associations) institutions, in mainstreaming the PA system in their policies and strategies – also along the PPP model approach –,
- *awareness raising*: the above mentioned actions are complementary with the awareness raising of the concerned stakeholders and the local and country population on the value of the PA; collaborations in this field involve the MoCT, education bodies, and the decision making level of National and regional policies, thus they have to be designed in partnership with the relevant institutions and private parties.

The upgrading of the PA monitoring system through the adoption of remote sensing and geographical information systems technologies is instrumental in making possible that the EWCA plans, guides and supervises these collaborations along objective and sound criteria.

The interventions to implement this approach should be planned jointly by EWCA and its potential partner in the frame of a two steps strategy, evolving from the local to the national

level. This approach is expected to contribute first, locally, to orientating the local development along sustainable patterns and hence to decrease the local population pressure on the PA and surrounding areas environment thus reducing the exploitation of the ecosystems and stabilizing the Wildlife population. The improved status and value of Wildlife and ecosystems can then trigger the mainstreaming of the PA system in the national development by making more appealing the PA for recreational uses, and hence to attract investments in tourism and hunting activities. As a results the growing income generated by the sustainable economic use of the PA is expected to match the financial exigencies of the PA system management. A business model for the analysis of the economics of the PA systems and allocation of the generated revenues should be elaborated on the basis of this Theory of change to guide the EWCA reorganization.

3.2 Efficiency

Execution modality. The SDPASE project was executed through the NEX modality, although the performance of its core administrative and financial activities leveraged the partnership of GIZ IS that has also provided financial and administrative services as well as strategic technical assistance. In fact, as stressed in the Mid-term evaluation of 2012 such change was essential for the achievement of the project results due to the complex and lengthy financial and administrative processes of the Ethiopian public sector. The uncertainty about EWCA's institutional position could have created further complications with regard to the hiring of project staff and approval / reporting of expenditures. The Mixed approach in the project execution was especially relevant in relation to the fact that EWCA coordinates the external interventions funded from abroad to the Wildlife conservation and PA management. As such, its present structure alone would have not been adequate to deal with such challenge due to the junior level of its management and not strong enough institutional positioning. Nonetheless, the choice of this mixed approach should be primarily linked to the smallness of the EWCA budget. These created a strong dependence on the project resources for the implementation of tasks initialized by the project that in the future will be institutionalized, such as the procurement of goods and services for the performance of innovative field activities, as well as of expertise for planning and reporting on the PAs.

Management of resources. The *Business Process Reengineering* (BPR) exercise improved the EWCA management and procedures. In fact this authority is governed by the Civil service regulations, i.e. the income generated in the Protected Areas and elsewhere enters into the National treasure that at the same time allocates the budget for EWCA. In order improve the project budget implementation, the project execution has been performed thorough the GIZ IS services and a part of the budget having been executed by the EWCA assisted by the PMU and part directly by GIZ IS. As a result, the budget management procedures of the budget spent

through the EWCA have been slower than those concerning the GIZ IS expenditures (typically the PMU staff and external consultancies hiring).

UNDP contribution to the project budget has been substantial (about 1.9 million US\$) tackling gaps in procuring external inputs and thus also speeding the execution of the field activities. Such arrangements have sped up the execution of the activities, typically the procurement of equipment used in capacity building of scouts of the parks, of vehicles and spare parts used in parks surveillance, etc. In fact, the proposed plan of the EWCA is centered on solving its budget strictures. In the same way, the key stakeholders of the project budget have exercised their role in relation to the Annual work-plans and Budgets approval by superseding the PSC.

Flexibility. Further project flexibility was achieved by performing activities according to annually approved work plans along an initially fixed project timeframe. The project in short adopted a pro-active approach to face the challenges identified case by case in the field, and formulated Annual work plans to answer to these emerging issues instead of adopting a stiffer global planning approach. Thus, different implementation paces and packages were delivered along the individual PA situation and progress.

The project supported the study of the opportunity to restructure EWCA on the basis of its performance during the project implementation, identified carbon credits as an option for linking sustainability to local development and funded the study thereof, supported the training of scouts by security forces in Awash, tackled the need for PA infrastructure on a case by case basis (road and sign posted in Abijatta Shalla, Awash, Babille, Hallaideghe Asebot, Nechisar, Senkele; electric power in Babille and Senkele, water supply in Abijatta Shalla, Senkele, Hallaideghe Asebot, Geralle and Babille, building of scouts residence in Hallaideghe Asebot and eco-tourism lodge in Bale, PPP for running the eco-tourism lodges in Awash and Bale) and collaborated with local communities in invasive species / bush clearing in Awash and Hallaideghe Asebot as well as in supporting villagers in creating alternative livelihoods in Bale, Abijatta Shalla, Nechisar. The assumption to this flexible approach was that the effective EWCA leadership on the PA authorities and the latter ones autonomy in the implementation of field activities. In fact, the headquarters Directorates coordinate and mainstream the field activities through the PA authorities. This loose management approach is under revision along the proposed EWCA restructuring plan, to strengthen the central strategic, planning and financial capacities of this authority as the lack of financial resources and sector alliances hamper the field actions undertaken by the PA authorities.

Leadership. The project was intended to spearhead the interventions in the Wildlife and protected areas sector by creating a national framework catalyzing external collaborations. The project efficiency, in short, was made of two components: (a) internal, referred to the EWCA capacity to mainstream its own resources to perform the PA management, and (b) external, concerning the EWCA capacity to lead other intervention contributing to the Wildlife study,

conservation, development and use, mostly funded from abroad. The EWCA leadership, indeed, is challenged by the uncertainty of its institutional positioning and weakness of its internal resources. The weak institutional positioning of the EWCA is firstly due to its framing inside the Ministry of Culture and Tourism, i.e. outside the area of concentration of policies and resources concerning Wildlife: an environmental national institution. As an ancillary unit of the MoCT, it is at odds in coordinating its action, to mobilize sister capacities complementary to its own and to exercise its leadership on the mandated sector. On the other side, the SDPASE has strengthened the technical skills of the EWCA staff and adoption of new work and managerial tools. In the corporate management field, the build-up of planning and reporting capacities was not supported by a favorable administrative and financial system. The strictures proper of the actions of a line Government administration limited the reach of the EWCA in concentrating resources on its priorities. On the basis of gap analysis and other studies, the project has proposed the reorganization of the EWCA to become more autonomous and more able to regulate its access to financial resources along a more flexible way than those proper ordinary Government bodies ruled along the Civil service procedures. As a whole, EWCA improved its capacity to manage the PA but not its leadership on institutions and private bodies concurring to the sustainable use of their environmental services.

Human resources. The PMU has exercised the real leadership of the project, by technically analyzing the priorities of the interventions and proposing the options for their execution. It has been endowed with the resources for both technical, planning and monitoring advise and administrative and financial backstopping of the budget execution. Its composition, with some changes during the project timeframe, has been quite stable and has resulted in increasing the integration and mutual understanding with the EWCA personnel. Technical expertise has been contracted on an ad hoc basis to perform studies and elaborate plans. The critical role of the National project coordinator and Chief technical advisor in executing the project is related to the implementation modality that responds to the emerging needs of the PA and EWCA and has to propose solutions in line with project objectives, notwithstanding the existing institutional barriers – already mentioned - to the effective management of the PA system when sector interests (e.g., pastoralists and wood harvesting communities) exploit the environmental services generated by the PA ecosystems. The PMU collaboration with GIZ IS has bypassed the administrative strictures faced by EWCA in mobilizing professional staff and in integrating the project activities with those of other internationally funded projects. Although it didn't solve the structural constraints in hiring EWCA regular staff subject to the Civil service procedures.

Financial resources. At the time of the Terminal evaluation the project had allocated the available resources with expenditures amounting to 100% of those the first phase and 90% of those of the second phase (about US\$ 0.3 million already allocated have to be spent between the time of the evaluation field visit and the end of the project) plus the US\$ 1 million allocation for the Trust fund endowment whose legal framework is in draft and for whose mobilization a one

year extension has been provided. The budget repartition among the project components presents the higher score in the Capacity building sector in both phases (see Annex 8). For instance, the workshops, meetings and trainings concerned over 4,400 participants. Training participants alone were 1,654 with many of the 920 EWCA staff undertaking several training events each) with positive feed-back in the technical and managerial capacities of EWCA staff, from managers to scouts, and EWCA partners (e.g. local authorities, communities). In fact, the components concerning capacity building scored 32% of the budget, followed by PAs mainstreaming (20% each), Financial sustainability (9%), policy and regulations (7%) and the Trust fund (7%, to be allocated). As a whole, the project concentrated resources on building the legal framework of the PA and EWCA capacities in their management, thus filling in the critical loopholes in running the PA system and facilitating the collaboration with other wildlife conservation initiatives. On the other side, this approach assigned little resources for strengthening the EWCA institutional position, influence and contribution to the decision making at the political level, typically by the Ministry of Environment and by national economic institutions. The co-financing included resources by the Government and UNDP matching the project activities.

The GEF contribution amount to 58% of the project budget (including the Trust fund not yet released), another 12% coming from UNDP and 30% from the Government of Ethiopia (in kind) co-financing, at the time of the Terminal evaluation field mission (April-May 2016). During the project execution, extra resources to fund projects in Wildlife conservation and Protected areas management were leveraged, amounting to over 4.2 times the GEF contribution and 2.5 times the global project expenditures (see Annex 9). The following table presents the source of finance mainstreamed by the SDPASE project together with other funds mainstreamed into the Ethiopia Wildlife conservation and Protected areas study and management thanks to its improved reliability. The following table presents the sources and entity of the project own resources along with the co-financing programmes.

Table 3: Project co-financing

<i>Co-financing (type/source)</i>		<i>UNDP own financing million US\$</i>		<i>Government million US\$</i>		<i>Partner Agency million US\$</i>		<i>Total million US\$</i>	
		<i>Planned</i>	<i>Actual</i>	<i>Planned</i>	<i>Actual</i>	<i>Planned</i>	<i>Actual</i>	<i>Planned</i>	<i>Actual</i>
Grants	GEF/UNDP	9.3*	8.0					9.3	8.0
	UNDP own	1.9	1.9					1.9	1.9
Loans/Concessions									
In-kind support	GoE			4.7	4.7			4.7	4.7
Other	Other Wildlife / PA programmes					51.0	37.4	51.0	37.4
Totals		11.2	9.9	4.7	4.7	51.0	37.4	66.9	52.0

* Project preparation grant = US\$ 0.3 million.

Note. The amounts will need to be updated following final closure of project accounts.

UNDP role. The UNDP Country office devoted substantial own resources to the project execution. Such commitment is illustrated by the creation the new position of GEF Program Specialist with the remit to follow up on GEF projects. This choice has allowed a more active and regular participation of the UNDP Country office in the monitoring of the project activities, including the establishment of strong links with the PMU and frequent visits to the PAs. Apart from the overall governance of the project, UNDP contributed a substantial co-financing to the project funding. The UNDP Country office has shown flexibility and practicality in the harnessing of the implementation arrangements of this project which are slightly unusual. At the beginning it has devised the institutional arrangements governing the project and later provided a pro-active backstopping to the project, monitoring its execution without interfering in the technical and administrative sphere of decisions competing to the National executing agency in collaboration with the PMU and execution partners.

Monitoring and evaluation system. The PMU played the pivotal role in establishing the project and PA *Monitoring and evaluation* (M&E) system. During the project execution, four monitoring mechanisms were put in place:

- the Joint monitoring system, an annual exercise by EWCA/SDPASE intended to reckon the progress of the project and its output; its results are reflected in the annual project reports.
- the *Management effectiveness tracking tool* (METT) scoring exercise, performed every 4 years to measure the evolution of the PA management,
- the Joint monitoring field visits of the PSC members, to inform the decisions taken by this body, and
- ad hoc monitoring visits performed by the UNDP, EWCA/SDPASE staff and selected experts to identify and analyze specific topics of interest for the Wildlife conservation and PA management (e.g., field studies).

The output of the Monitoring exercises was consolidated in the quarterly and annual progress reports, in the studies, strategies/plans and METT score of the PA elaborated and released during the project execution. In fact, the resources available to the EWSA for M&E are still limited (e.g., logistics) and at the end of the project, the executing agency is still dependent on the PMU capacities to perform and report monitoring exercises.

At the end of the first phase of the project, a mid-term review was performed, along the project plan, whose results were used in the planning of the second phase. It should be noted that its recommendations concerning the management of the PA have contributed to the elaboration of the EWCA organization restructuring plan, in draft at the moment of the evaluation survey and not yet implemented while waiting for the political decision. In terms of the project economy, the

mid-term review was especially useful in orientating the project in addressing the challenges of mainstreaming the PA management in the livelihood of the surrounding population. Typically, by their collaboration with the PA authorities in cooperating in the PA surveillance and identifying income generating activities.

The M&E system had to develop its own indicators to integrate those listed in the Logical framework not only because the project was over-ambitious but also in relation to track the progress along the flexible approach developed through the annual work planning mechanism. As a result the PMU has adhered to the Logframe to whatever degree has been practical and pragmatic and the indicators have been targeted as closely as possible, but have been integrated with new ones more appropriate for monitoring of the new actions. A shortcoming of the M&E system was the adoption of the percentage scoring in measuring the progress of the project indicators instead of measuring their numeric values. On the other side, the wide set of co-financing initiatives put in place during the project execution overcomes the capacities of monitoring of the PMU, lacking the technical and financial capacities to acquire information from external project and monitor their budget execution.

On the basis of the previous analysis, it is now possible to answer to the Evaluation questions concerning the project efficiency.

Evaluation question 2.1 Was the project implemented efficiently, in-line with international and national norms and standards?

The project implementation adopted a mixed approach complying with international standards and donor requirement in budgeting and reporting, as a result of the role played by GIZ IS partnership in administering its financial resources, while following the national procedures for the execution of the national contribution. These arrangements were functional to the project execution although they didn't contribute to the change in the procedures in the functioning of the Executing agency, i.e. the execution benefitted from them but didn't constitute a bridge for restructuring the EWCA budget management. Overall the project performed in an efficient, flexible way the activities planned.

Evaluation question 2.2 Has the project mobilized GEF and local resources in a complementary and mutually reinforcing way?

The project was highly successful in mobilizing the GoE contribution to its execution, having resulted in a win-win partnership in the conservation of wildlife and management of the Protected areas. Although, the GoE commitment was shorter than the needs, especially in terms of human resources as the Civil service regulations and budget hampered the EWCA in mobilizing highly qualified professional staff. Typically the salaries of the EWCA staff are lower than those of other comparable GoE administration personnel and don't allow to mobilize a consistent number of highly qualified personnel. The same happens in relation to capital

expenses and delivery of innovative services in the field, that when provided by the EWCA had to be complemented by the mobilization of project resources. As a whole, the action by EWCA was critically dependent from the project finance. Thus its staff contributed to the project funded pilot actions (e.g., in the case of the support to alternative livelihood generation and eco-tourism) in absence of EWCA's own resources for replicating in a systematic way the best practices developed by the project.

Evaluation question 2.3 Have the project activities been performed along the plans and recommendations by its M&E system contributed to its flexible adaptation to changing situations?

The project activities have been performed along the forecast timeframe and, in a flexible way, in line with the original strategy and execution plan, but for the one year extension forecast for establishing the trust fund. The Annual planning mechanism provided flexibility in tackling emerging issue and customizing the project to the results of studies and strategies as well as in matching the opportunities of complementarity offered by the execution of other programmes in the same field / PA sites. The M&E system positively contributed to make the project partners aware of the complexity of the socio-economic environment of the PA and the urgency of tackling the challenges of the livelihood of the surrounding population to enhance the wildlife sustainability along with the local development. Such lessons have been taken into consideration in the elaboration of the EWCA restructuring plan renewing the EWCA institutional position and financial autonomy.

3.3 Effectiveness

Achievements. The project achieved results in all its areas contributing to the structuring and formalization of the Ethiopia PA system and to the strengthening of the technical capacities of the EWCA and of its management of the PA. These results are uneven mostly due to the fact that the project addressed a broad set of challenges in strengthening all the PAs assets, staff and actions since its start instead of concentrating on pilot actions at the beginning to systematize and reply them later. In fact, this strategy was adopted to fulfill the exigency of the GoE for undertaking a prompt action supporting the EWCA staff and PAs management on equal terms. The progress was substantial especially in the formulation of Planning documents and regulations (Phase 1 outcome 2) and in the Creation of capacities – human resources, physical endowment, methodologies – with the presence of EWCA trained staff in the assisted PAs (Phase I outcome 3, Phase 2 outcome 1). Positive results were scored in Mainstreaming PA in the national development framework (Phase 1 outcome 1, Phase 2 outcome 4), although the uncertain positioning of EWCA limited its capacity to influence decisions in sectors outside its immediate mandate. Thus the effectiveness of Wildlife conservation mainstreaming was uneven due to the limited capacities of EWCA in giving a follow-up to initial agreements involving

economic interests The project mobilization of technical skills missed the importance of political dialogue and presence / visibility at the higher decision making level.

Positive, although uneven achievements were scored in the Valorization of the PA (external partnerships and good practices in livelihood) through collaborations with research and development partners in PA wildlife studies and management and with local communities in conservation and sustainable use of the PA resources. The extensive set of co-financed projects measures the opportunities created by the PA management system for studies and practices in wildlife conservation. While the partnerships with local communities lacked resources for moving from a pilot to a systematic approach. Eco-tourism scored in-between, with PA with a recognized value increasing the number of presences the other ones still being under-developed. Indeed the project results were quite limited in the Financial sustainability component (Phase 1 outcome 5, Phase 2 outcome 2) where the EWCA capacity to raise resources was penalized by:

- its uncertain position not allowing to fix prices on the PA sustainable use (tourism, hunting fees) and PA environmental services exploitation, and

- the limited range of promotional activities funded by the project, effective to raise awareness but insufficient to change behaviors.

A more effective approach would have required the mobilization of capacities in a wider range of sectors, and parallel build-up of EWCA professional skills at an higher level, i.e. a different project strategy starting from a core set of activities (improved institutional positioning and restructuring of EWCA, establishment of a few PA fully functional PA management in collaboration with other sectors institutions mainstreaming wildlife conservation in their policies) and systematization / replication of the best practices across the full system of PA.

The project achievements are presented under components corresponding to the Phase 2 Outcomes, but for the first one that is not included in the Phase 2 as an independent component of the project.

OUTCOME 2 (Phase 1): Appropriate policy, regulatory and governance frameworks in place, leading to redefinition of protected area categories and reduced land-use conflict

Wildlife and protected areas policy and planning documents and regulations. The project assisted the EWCA Legal department to elaborate the legal framework for the PA management, facilitated the elaboration of implementation documents such as the Wildlife Development, Conservation and Utilization Policy and Strategy, the Second growth and transformation programmes for wildlife conservation and Wildlife sector 5 year strategic plan (2015 - 2019). Other sector strategy documents elaborated in support of the Wildlife conservation and PA

management include: the Business Plan Development Tool for Protected Area Management in Ethiopia, the Development of a marketing strategy for wildlife tourism in Ethiopia, the EWCA Climate change strategy and the EWCA re-organization study. The impact of these documents national- and local-wide is hampered by the weak institutional positioning and leadership of EWCA, i.e. by the insufficient resources managed by EWCA and insufficient mainstreaming of wildlife conservation into national, regional and local development decision making. In fact, the influence of the EWCA / PA staff on decision making by political (e.g. heads of woreda) and sector (e.g., woreda agricultural directorates) authorities at the regional and local level is limited to ad hoc initiatives as Wildlife conservation is not mainstreamed into the parent organizations' national sector strategies.

These documents and Sector guidelines were prepared on the basis of field studies. The key ones are listed here below (see the complete list in Annex 2. Bibliography):

- Gap analysis of the PA system of Ethiopia,
- Gap analysis and revision of the policy and legal framework of the EWCA and regions,
- Economic value of the protected area system of Ethiopia,
- Wildlife potential in Ethiopia,
- Infrastructural need and budget requirement of PAs,
- Carbon baseline from PAs,
- Study on Abijatta Shalla Lakes National Park,
- Assessment of Factors Driving Environmental Change for Management Decision-Making, Analysis of Hunting Industry.

Presently the following strategic documents have been drafted and expect to be approved:

- Business planning guideline,
- EWCA organization restructuring plan,
- Guidelines and system strategic plan,
- Development, conservation and utilization of wildlife,
- Wildlife trust fund.

Enhancement of the Protected areas legal status. With the establishment of EWCA the federal PA system incorporated the following reserves previously under Regional mandate:

1. Bale Mountains National Park
2. Simien Mountains National Park
3. Gambella National Park
4. Omo National Park
5. Alitash National Park
6. Awash National Park
7. Abijatta Shalla National Park
8. Yangudi Rassa National Park
9. Nechisar National Park
10. Babilie Elephants Sanctuary
11. Senkele Hartebeests Sanctuary
12. Kafta Shiraro National Park
13. Germal National Park
14. Hallaideghe Asebot National Park (NP established during the project, form part of Yangudi Rassa PA)

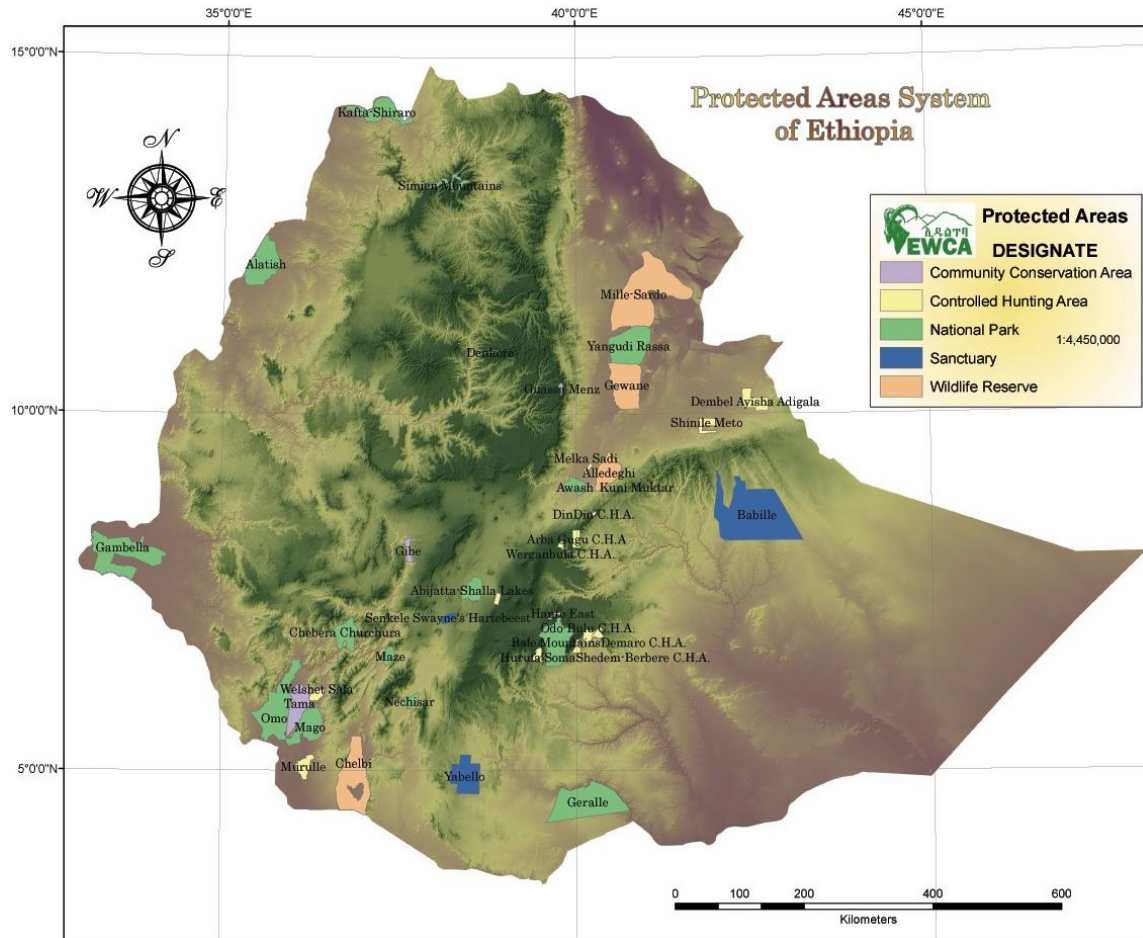
Furthermore, the SDPASE project supported the establishment of the Bejimiz and Maokomo regional PA in Benishangul.

It should be mentioned that the 14 federally managed Protected areas object of direct field assistance by the project pertain to the first of the four categories in which they are classified:

- 1) National Parks
- 2) Sanctuaries.
- 3) Hunting areas.
- 4) Biosphere reserves.
- 5) Community conservation areas,

The following map presents the geographical distribution of the Protected areas of Ethiopia, including those assisted by the project (Annex 3 presents the complete list).

Figure 4. Map of the Protected areas of Ethiopia (March 2012)



The project supported the establishment of the legal basis for the PA management, i.e. in the delimitation of the PA and gazettement. Extensive field work was done to establish the boundaries of the PAs, also in relation to the shifting population access to these areas. In fact 7 Federal PA have been re-demarcated and gazetted (Simien mountains, Awash, Bale mountains, Gambella, Alitash, Qafta Shiraro, Senkele Hartebeests), 3 have been re-demarcated and their proclamations are in draft (Abijatta Shalla, Halaideghe Asebot, Geralle) and 3 are being demarcated (Yangudi Rassa, Nechisar, Omo). A part these Federal PAs, the project supported the demarcation of 2 regional PA in Benishangul Gumuz: Maocomo and Bejmiz wildlife sanctuary (on going).

This exercise is completed by the elaboration of the regulations of the gazette PA, that is undergoing. During the project implementation the legal framework has been improved as already mentioned but not changed in its fundamental features. The following legislative work concerning the PA system has been drafted and is expected to be approved and be put in place in the upcoming months:

- *Revision of wildlife regulation and proclamation*: the Wildlife proclamations [Proc. No. 541 of 2007 and Proc. No. 575 of 2008] and one regulation [Reg. No 163 of 2008] have been revised in order to bridge their gaps. Its discussion by council of ministers is scheduled in May 2016.
- *Trust fund proclamation*: a proclamation to establish conservation Trust fund is drafted. Its discussion by the Council of ministers is scheduled to May 2016.
- *Gazetting of protected areas*: The boundaries and regulations of five PA are being or have been drafted, a part the seven already gazetted. The new ones should be gazette in May 2016.
- *Re-organization of EWCA*: the organizational structure of EWCA and of the national PAs has been reformulated and the relative Proclamation drafted.
- *PA Management plans*: The management plans of 2 PAs are being drafted.

In fact the definition of the legal status of the PA was performed along a participatory approach including representatives of the neighbor communities in the definition of the and at the same time engaging them in planning of the conservation and development and utilization of natural resources. The progress in this area is directly linked to the activities performed in the other components of the project, and specifically the creation of PA management capacities and their relations with local livelihood development.

The overlapping of the conservation and tourist utilization of PA with local development dynamics has contained the benefits provided by the gazetting process. In fact, the joint demarcation process showed that since their establishment (remounting to 1966-1985) the assisted PA have suffered from the growing pressure of the surrounding population that in some case also established physically its residence inside the PA (Awash, Abijatta Shalla, Nechisar among he visited sites). EWCA faced such challenge by establishing the PA development advisory committees including representatives of the local communities to advise the PA authorities and leverage the villager's commitment to assist them in the PA surveillance.

The completion of the legal framework is especially challenging due to the uncertain status of EWCA, whose restructuring is expected to follow the results of the above mentioned study. All policy and planning documents formulated with the project aid are facing a key challenge: EWCA weak capacity to lead the sector and guide external contributionsto make the PAs successful in terms of Wildlife conservation and environmental services provision for local and national development.

OUTCOME 4 (Phase 2): Protected areas mainstreamed across all relevant sectors

Mainstreaming PA in national development. The project supported the EWCA in mainstreaming of the Protected areas needs and value into other sectors strategies. This approach was implemented in a customized way due to the uncertain positioning of EWCA and in limited influence on the decision making by other institutions and the private sector. The national policies acknowledge the value of PA and ecosystems conservation but due to the scarce capacity of EWCA to rally the other environmental bodies to advocate for they are not embodied into the mechanisms framing the sector development actions. For instance the Ethiopia roads authority diverted 2 roads in Bale and Simien NP following wildlife conservation exigencies advocated by EWCA; this authority collaborates with the MoEFCC *Climate resilient green economy* (CRGE) facility, the MoCT enacted 7 *Guidelines for the sustainable utilization of wildlife*. The project emphasis on tourism as a sector strictly linked with the PA existence is reflected in the Marketing Strategy for Wildlife Tourism. The tourism sector is one of the main users of the PA and during the project execution a positive trend in the inflow of tourist there was recorded: the PA income generated from tourism raised from US\$ 2.7 million to US\$ 7.6 million between 2008 and 2014 (see Annex 5) and that from hunting and other activities from US\$ 0.2 million to US\$ 0.6 million in the same time-span (see annex 6). Nevertheless, the progress in this field is still limited.

The challenges and hurdles to investments are great both in terms of awareness on the value of the wildlife as in terms of investments. The development of tourism businesses is outside the scope of the EWCA and concern national policies and economic groups that are sensible to the comparative advantages provided by other zones better served by public infrastructure. The EWCA plays a role in promoting eco-tourism – by managing the PA and providing inputs for marketing campaigns) but its present mandate, status and resources are not adequate to the challenge. Specifically, EWCA influence on the MoCT was limited and its lack of financial autonomy did hamper the undertaking of direct investments and PPP in the PA. The project supported the Environmental impact assessment study and lobbying for the construction of some lodges in or near to the PA (Bale mountain, Simien, Senkele, Nechisar, Abijatta Shalla, Awash) and PA have established partnerships with investors for their utilization. Achievements are more evident in PA already renown internationally such as Bale, Nechisar, Gambella and Simien.

OUTCOME 1 (Phase 2): Systemic capacity for protected area management consolidated.

Creation of capacities. The project greatest effort concentrated in the creation of the EWCA technical and managerial capacities. The training strategy included both theoretical and practical training as the exchange of experience. Study trips and trainings abroad (South Africa, Tanzania and Kenya) were performed by managers, experts and scouts. For instance the benefits of the Capacity building events were shared among a wider set of beneficiary through training of trainers and sharing of experience workshops. The build-up of human resources resulted in the

adoption of new approaches, methodologies and innovative analysis, planning and monitoring work tools in managing the PAs. The project supported the creation of capacities by supporting the purchase of office and personal equipment and work materials. A strong emphasis was put in improving the communication and transportation capacities of the EWCA headquarters and PA offices (vehicles, radio stations). The project provided both individual (scout uniforms, pc, binoculars, Geographical positioning systems) and corporate endowments, including outpost sites construction, electric and water supply, road signs and office equipment. As a result, EWCA staff is now active in PA management, wildlife surveillance and assistance to tourists, scholars and other users of the PA.

The critical sector of wildlife protection and surveillance was especially targeted through the training of trainers in the *Southern Africa Wildlife College*. Notwithstanding, building the scouts skills in interdiction of wildlife and ecosystem protection was short of the need as the challenges of poaching and natural disaster overcome the mandate and resources available for managing the threats to the PA. Collaboration with the national security forces to repress poaching and illegal trade of live wildlife and wildlife products is ongoing, although lacking resources and monitoring tools to systematically and flexibly target the emerging needs.

OUTCOME 3 (Phase 2): Replication of good practice model across protected area estate catalyzed

Good practices in livelihood and partnerships. The project identified the critical role of the interaction of Wildlife protection with local development as the great challenge of the PA system. In fact, as analyzed in the Theory of change section of the report, the PA are part of the local socio-economy. Most of the Ethiopian PA are not separated by distance or physical obstacles from the surrounding human communities. The human settlements are part of the environment surrounding the PA and daily access to grazing land and forest fruits is the norm. In most cases, human communities have established inside the PA borders, as in Awash, Abijatta Shalla, Hallaideghe Asebot, and deplete the rangeland through farming practices. Such a situation, an heritage from the previous loose management of the PA by Regional authorities, is reinforced by the concurrence of nomadic pastoralists (especially in Afar and Oromia) moving along the rain patterns to seek pastures for their herds. In short, the economics of Ethiopia are rooted on its ecosystems and can't be kept apart from the conservation thereof.

The project strengthened the EWCA and mobilized external skills to develop an approach and best practices to improve the partnership between the PA system and local population. The initial efforts were directed to raise awareness on the Wildlife and PA value for the economy and brainstorm on the challenges for the conservation, development and utilization of the PA.

The PA authorities are linking with the local authorities and support the identification of the sustainable uses of the PA natural resources. In part these activities reflect the customs already established in the PA, such as access to grazing land, in part they are new initiatives linked to tourism and sustainable use of the natural resources.

Training in alternative livelihood and development of new businesses such as tourist guide services, handicrafts and honey production, has been advancing at a small scale discounting the still limited afflux of tourists but also the fact that EWCA capacities concentrate in Wildlife protection more than in socio-economic development. Thus, best practice in creating alternative livelihoods for communities living around the protected area and minimizing unsustainable natural resource utilization have not yet been developed. The collaborations with other institutions in charge of economic development were scarce due to the limited EWCA leadership in mainstreaming wildlife conservation in different sectors policies.

The strengthening of EWCA capacities contributed to the establishment of partnerships between the PA system and other Wildlife programmes (research, conservation, management of ecosystems, etc.) sponsored by foreign donors, and with Ethiopian higher education institutions performing practical research in the PA. The project funded the creation of capacities of study of wildlife by granting MSc and BSc fellowships for the performance of thesis work. These activities, although not directly linked to the PA management are critical for ensuring the availability of specialist skills that are not part of the professional expertise of the EWCA staff.

Partnerships with Wildlife programmes covered a wide range of topics complementary to the project activities – such as the study and conservation of the Ethiopian wolf in Bale or the assistance in managing the *Guassa community conservation area* – and in general contributed to the PA system management by EWCA through the creation of knowledge and local capacities mainstreamed into its planning. Some qualifying partnerships include the following flagship projects (Annex 9 provides the complete list):

- FZS in Bale Mountains,
- Bilateral German assistance through KFW in Simien, Bale and Hallaideghe Asebot,
- Bilateral German assistance through GIZ in Nechisar, Awash and in strengthening EWCA,
- IGAD (EU funded) transboundary project including Gambella,
- African Parks Network in Gambella,
- AWF in Simien.

OUTCOME 2 (Phase 2): Sustainable financing mechanisms contributing to protected area budgets.

Financial sustainability. The strengthening of the EWCA was facing the biggest challenge and it is strictly linked to the uncertain positioning of this authority. As part of the GoE it is regulated through the Civil service provision and financed from the National treasury. While the PA system generates income, this is shared between the Federal and the Regional governments, the PA authorities and local communities. The bulk of EWCA budget is assigned and regulated along the national budget and is not flexible to match the evolution of the commitments and opportunities created by the development and utilization of the PA. The supported studies and strategies on the opportunities of generating resources, e.g., through tourism, hunting, and other uses of the PA, donor's projects contributions. In fact from 2007-2008 to 2013-2014, the PA contribution to the National Treasury raised from 11.4 to 20.1 million Birr per year (approximately from US\$ 600,000 to US\$ 910,000 [+50%], to which has to be added another US\$ 750,000 devolved to the Regional States). According to EWCA management, its 2.24 million US\$ budget is made for the 40% by this revenue and for the remaining 60% by a government subsidy. The 25% of the EWCA budget is devoted to the payment of the salary of its 820 people, amounting to 60-80 US\$/month for the scouts and junior experts and for 140-240 US\$/month for the senior expert and directors. The target budget for the sustainable management of the PA is estimated at 10 million US\$ per year. A value that should ensure the hiring of an adequate workforce in terms of professionalism and field presence.

On the basis of this analysis we can now answer to the Evaluation questions.

Evaluation question 3.1 To what extent have the expected outcomes and objectives of the project been achieved?

The project has improved the management of the Protected areas and contributed to their integration into local development by providing capacities to the EWCA staff and establishing linkages with local authorities and communities depending on the natural resources of the PA for their livelihood. This approach has produced mixed results due to the unsolved institutional positioning and legal status of the EWCA and its limited mandate and capacities in dealing with socio-economic issues. The outcomes have been achieved in terms of EWCA capacity to be present in the PA and perform ordinary wildlife surveillance and tourist access assistance. The project over-ambitious objective of having the EWCA perform a leading role in orientating the Wildlife conservation, development and utilization resulted in spreading resources across many PAs and hence minor progress in key areas such as wildlife protection from poaching, mainstreaming sustainable development in the use of the PA ecosystems and in fostering investments in tourism and other external uses. The project strategy supported EWCA in

establishing its role in managing the PA and collaborating with Wildlife conservation projects but not in coordinating other institutions interested in accessing to the PAs and using their environmental services in a sustainable way. Initial contacts, dissemination of studies and arrangements didn't raise from the technical decision making level. In fact, the positive results in facilitating and coordinating with external programmes contributing to Wildlife conservation confirms that the EWCA capacities are an asset in the evolution of the PA system. The shaping of the overall governance and regulatory framework has progressed and created the conditions for the transition of EWCA from an orphan institution to an autonomous agency.

Evaluation question 3.2 How successful was the project in supporting Ethiopia wildlife protection policies?

The Ethiopia wildlife policies have been shaped before the project start and are still valid. Thus the project contributed to the revision of the Law and implementation guidelines only. The project contributed to their implementation by shaping the regulatory framework and endowing the leading agency with capacities for their implementation. Indeed, the revised legislation is addressing the structural problems concerning the strict interaction existing between Wildlife and ecosystem conservation and local development. The project contributed to decision making by broadening the knowledge on the PA environment and by developing work tools such as sectoral strategies, guidelines and plans aligned to the Wildlife conservation priorities. During the project implementation the PA of Ethiopia increase in quantity and in surface, now covering over Km² 77,000 or 7% of the Ethiopian surface (they were about Km² 30,000 or 3% of the country land in 2008). It developed the conceptual framework and pilot approaches to the integration of PA management with local development. The mainstreamed of the PA in other sectors policies includes collaborations with the Road authority, Ministry of water, irrigation and energy, GTPII, CRGE, although the challenge is much wider and requires a stronger influence of EWCA at the political level.

Evaluation question 3.3 How successful was the project in creating the regulatory and monitoring system of the Protected areas?

The project contributed to structure and to enhance the PA system and supported the EWCA in developing the methodologies and capacities and performing the key tasks of demarcating, gazetting and regulating the PA. The adoption of a participatory approach facilitated the identification and tackling of the challenges created by the coexistence of wildlife conservation and local development in the Protected areas. In fact, the PA development advisory committees established in the PA are functional to the continuation of these partnerships. The capacities developed by EWCA to implement the regulatory and monitoring framework are checked by the limitation of resources as well by the fact that the external factors influencing the management of the PA are outside the mandate and skills of the EWCA. The PA staff is up to the fulfillment of the ordinary surveillance and assistance tasks related to Wildlife management, in collaboration

with the local communities. The response to natural disasters, foreign driven poaching and mainstreaming of local development along patterns compatible with the Wildlife conservation exceeds the EWCA scope. In fact, positive results were achieved when the PA conservation priorities were mainstreamed in other initiatives (e.g. diversion of roads crossing the PA), although of a limited size with respect to the challenges ahead.

A more systematic approach to collaborations would have required a stronger leadership by EWCA. Also in the tourist sector, the development of strategies and planning tools, the investment in communication and seed infrastructures and services (public private partnerships in running the touristic lodges, support to community based service providers associations, adding to the positive influence of the PA gazetting and surveillance) the resources were not up to the size of the challenge and minor results have been achieved up to now.

Evaluation question 3.4 How successful was the project in developing capacity in the assisted national, regional and local partners?

The project successfully contributed to developing the capacities of local stakeholders in technical and managerial fields. At the national level, the EWCA is now able to run a system of 14 National parks and sanctuaries by managing technical, organization and administrative resources scattered across the country. The project established partnerships with regional and local authorities especially in transferring knowledge and skills in Wildlife conservation, development and utilization, such as in the case of the Oromia wildlife enterprise, with positive outputs for the local economy. The partnership approach was adopted also in the support to local communities involved in the surveillance and utilization of the PA natural resources. The increasing awareness of and interest in PA value is reflected in the public private partnership established in managing the access to and use of grazing land, start-up of eco-friendly businesses and expansion of the tourism and alternative livelihood initiatives. Although limited the local capacities have been oriented to the pursuit of the goal of the project, the PA sustainable management. The completion of the re-structuring of the EWCA is the main challenge in order to complete the build-up and harmonization of the stakeholders concerned with uniting their forces to ensure that the PA system contributes to local and national development.

3.4 Impact

Protected area system management. The project contributed to putting in place the institutional framework and capacities for Wildlife conservation and Protected areas system management in Ethiopia. Its achievements have been substantial in ensuring that EWCA, the lead sector agency, elaborated the legal framework of the PA and deploy management, technical and administrative capacities to run the protected areas. The action was effective in raising awareness and political support of the Ethiopian government that increased the funding of the EWCA operations in order to complement the income generated by the sustainable utilization of the PA through tourism, hunting and research fees. The project specifically raised the professional level of the PA staff

and planning and monitoring capacities of the HQ. It contributed to create the physical assets allowing the field deployment of the scouts and assistance to the PA users. The establishment of EWCA resulted in the capacitating and deployment of 700 field staff and employment of 120 more at the HQs. The present budget is covering the EWCA park management and half of it comes from the contribution of the income generated by the parks to the National treasury.

Wildlife conservation. The monitoring and surveillance of Wildlife has improved substantially especially in relation to the increased field presence and technical skills of the PA wardens and scout. Although the present status of wildlife has to be measured in the frame of the wider context and relations of the PA ecosystems with local development dynamics. The threats to wildlife conservation are summarized in the Theory of change section of this report. The ecosystem assets of these PA are directly threatened by poaching – although not at the same scale as in other countries of the continent – and the illegal live animals and animal products trade. The EWCA is coordinating with security forces the training of scout and assistance in the repression of this threat. The capacity building of law enforcement agents on the surveillance of the live wildlife and wildlife products trade, including their endowment with vehicles and radio equipment, led to the increased seizure of illegally extracted elephant ivory and destruction of MT 6.1 on 20/3/2015. Awareness of the local population is contributing to the exploitation of the savannah and bushland for grazing and farming purposes and of bushland and forest for wood and charcoal production. These threats are more challenging than poaching as the change in livelihood patterns and development of alternative sources of income require capacities external to the core skills of the EWCA and PA staff. The revision of the legal status of the PA was performed in collaboration with local authorities and communities and a consultative approach to PA development has been enshrined in their management. In fact, at the time of the Terminal evaluation several collaboration initiatives were ongoing, including the involvement of local communities in PA surveillance and fining of transgressors. The perimeter of most PA is scarcely defensible as geographical isolation is an effective defense only in a few PAs.

Thus, the stabilization of the consistency of individuals of the flag wildlife species (e.g., the estimate number of *Ethiopian wolfs* in Bale mountains is 250, of the *elephants* in Babilie is 300, of the *Grevy's zebra* in Hallaideghe Asebot is 197, of the *Swayne's hartebeest* in Senkele is 750 and of the *walias* in Simien is 1000, values lower than the carrying capacity of the respective PAs) depends on the solutions of the threats analyzed here below. A conceptual shortcoming of the project approach to Wildlife conservation review, highlighted in the mid-term review is the lack of elaboration of the different challenges posed by Wildlife and ecosystem conservation. As the second one is the basis for an effective achievement of the first one, this situation reinforces the need that the EWCA reorganization plan includes EWCA in the Ministry of environment institutional framework in order to enhance the coordination of its mandate, scope and action with those of other stakeholders of the ecosystems conservation.

Ecosystem conservation, development and use. The Protected areas provide very important environmental and ecosystem services. According to the SDPASE's *Assessment of the Value of the Protected Area System of Ethiopia* (2009), these areas have a tremendous value, of which the highest value is attributed to the provision of water for human consumption, irrigated agriculture and electricity supply. This study has shown that the PA ecosystems provide environmental services critical for the welfare of the Ethiopian (and neighboring countries) population such as hydrological services (valued at US\$ 432 million), electric power generation (valued at US\$ 28 million), medicinal plants (valued at US\$ 13 million), carbon sequestration (valued at US\$ 938 million or US\$ 19 million per annum) and the value of biodiversity (estimated to be US\$ 3.75 to 112 million per annum). In short, they are an integral part of the sustainable development of the Ethiopian economy. Furthermore, the hydrological values are helping Ethiopia's people and economy cope with climate change. The carbon value of the PAs is estimated to be around 1 billion US\$, which shows high mitigation capacity. The ecosystem balance – and hence the livelihood of local communities - is threatened by natural hazards and change in the environmental conditions. In fact major wildlife epidemics have affected the Bale mountains area in 2015. The EWCA has played a key role in coordinating the contribution of other institutions, local authorities and the population in the response to such disasters although it lacks key capacities to deal with such threats matching the mandate of the civil protection system and regional authorities.

Thus the ecosystem conservation is recording mixed results due to the multiple threats faced and the limited scope of EWCA mandate. In this field, the project sponsored the elaboration of the Climate change adaptation strategy advocating for EWCA involvement in REDD action, in collaboration with institutions with sectoral skills in forest management and communities based organizations. Some challenges of the ecosystem conservation decidedly overcome the EWCA capacities and scope, such as in the case of the wood harvesting, a feature of the national economy that can't be tackled only at the local level or worse, in spot sites.

Community relations and livelihood. The Ethiopian socio-economic context is predominantly rural with communities scattered where resources are available. The outstanding value of the PA ecosystems for the local communities' welfare is intrinsic to the Ethiopian development model. In fact, the erosion of natural resources elsewhere, as in the case of conversion of grazing land converted into farmland and the scarcity of firewood with respect to the energy needs of the population. The renewable energy production is clearly a national issue overcoming the EWCA mandate, capacity and resources. The PA areas are both the refuge of wildlife and sources of livelihood for the people depending on a shrinking natural resource basis for making their living. In some cases, the restructuring of the PA followed occupation of lands by squatters (e.g., Awash, Abijatta Shalla) and bushland has been converted in farming land. In other cases, such processes are marginal and the human pressure is not permanent, but peaks in the dry season (e.g., Senkele, Nechisar). The PA have been able to reach agreements on the sustainable use of grazing land

with the local population, thus maintaining the consistency of the wildlife stocks. While, the greater threats are those coming from the drought events and diminishing of natural pastures that engender pastoral movements of large flocks not manageable by the PA authorities (e.g., Hallaideghe Asebot).

Local development and alternative livelihoods. Apart from raising awareness on the PA ecosystems value, the project has stimulated alternative livelihood by promoting small businesses associated to tourism in order to involve local communities in the sustainable management of the PA. The income generated in these ways is more effective in the case of the PA with great naturalistic value that are already benefitting from tourism, such as Simien NP and Bale Mountains NP. The dynamics of local development cover issues and a geographical area outside the scope of EWCA, such as rural development, pastoralism, small business and community governance. In some cases such as in Oromia wildlife enterprise, neighboring areas to the PA are already managed along alternative livelihood approaches in the frame of regional development strategies. These initiatives although not profiting directly the PA and EWCA are concurring to the establishment of a consensus on the sustainable use of natural resources and thus to reinforce the EWCA action.

Recreational activities. According to the MoCT and EWCA, between 2008 and 2015 the number of tourists visiting the PA increased from 61,000 to 90,000, i.e. by 50%. The more popular destinations were the Nechisar, Simien, Bale, Abijatta Shalla and Awash NPs with recorded several thousand presences in 2015 each, followed by Senkele with a little more than 1,000 tourists in the same year. Tourism is quite not existent in the other PA. As a whole, the direct revenues generated by hunting and other PA utilization licenses were greater than those generated by tourists by 50% (about US\$ 570,000 vs. US\$ 350,000) in 2014. It should be noted that the on-going, project supported, revision of the Wildlife law is expected to raise the fees paid for these activities and hence to increase the income generated by the sustainable utilization of the PAs. The main constraints to the recreational use of the PA are the limited awareness on their value and weak access infrastructures. The project contribution to awareness and creations of facilities was limited due to the fact, that economic development is a large scope surpassing the mandate and resources of EWCA. The project support was effective in creating the conditions and key planning documents, as well as in advertising the progress in PA management, but could not be a substitute to the mainstreaming of PA into national economic planning, e.g. by the promotion of eco-tourism and establishment of PPP aimed at undertaking the appropriate investments in infrastructural and market development. A critical element for the sustainability of such endeavors (i.e., ecotourism development) is the creation of linkages between local and national development through a comprehensive and detailed land use planning exercise.

Partnership programmes. The project catalyzed partnerships have mobilized capacities and built knowledge that could have been unachievable in case of a disorganized management of the PAs.

The PA authorities and infrastructure for their management have been reference centers for ensuring that these actions contribute to the national wildlife policies and do not overlap or disperse resources and knowledge. These increasing contributions to the knowledge of Wildlife and management of PA is directly benefitting EWCA through complementarity, exchange of experiences and new knowledge and methodologies. The best practices are being applied, such as in the community conservation areas, expanding the reach of the national regulatory framework. A further impact of the partnerships is the creation of local capacities through collaboration with Ethiopian institutions and private organizations. Thus, the research in the field are usually performed in collaboration with Ethiopian experts and students. The mutually reinforcing effect is more evident where the partnership concern studies and creation of knowledge on Wildlife and ecosystems that feed the decision making processes of EWCA and PA authorities. Further opportunities of partnership have been identified by a project sponsored study on the *Carbon Baseline and Mechanisms for Payments for Carbon Environmental Services from Protected Areas in Ethiopia*.

On the basis of this analysis it is now possible to answer to the Evaluation questions.

Evaluation question 4.1 Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?

The Ethiopia PA system strengthened by the project has improved the management of the protected areas through the deployment of trained scouts in charge of surveillance and assistance in the access to the PA, often in collaboration with local communities and with other Wildlife programmes. The stability of the Wildlife population is progressing, although it has not yet been achieved, except for some key species like the *Mountain Nyala*, *Walia*, *Swayne's Hartebeest*. The PA carrying capacity allows for the increase in the amount of wild animals. This is due to the converging threats, man-made and natural hazards which have resulted in (a) the co-existence of wildlife and human activities in sections of most PA and in (b) the limited capacities of the EWCA to deal with natural and man-made disasters.

Poaching and live wildlife trade are comparatively minor threats. The environmental stress and ecological status of the PA is thus quite variable. For instance, the association of local communities in developing alternative sources of livelihood has improved the sustainability of the exploitation of the grazing land. Although a more substantial reduction of the pressure on the PA depends on the mobilization of resources outside EWCA capacities and mandate, what makes the present achievements limited and not replicable at a larger scale. For instance GoE allocation of financial resources for resettling squatters outside the protected areas, e.g., in Simien, is a positive sign of progress in this direction.

Evaluation question 4.2 To what extent do the Protected areas contribute to ensure local development?

The Protected areas in Ethiopia are a component of local development due to the critical role played by natural resources in the rural economy. The project support to the establishment of permanent capacities in the management of the PA system positively affects the availability of resources for the local communities – water sources, wood, forages, soil fertility –. For instance, drought and floods are strongly related to water catchment conditions. PAs stabilize the water catchments, regulate water flow, store water in forest and vegetation. In addition the PA they provide buffers for grazing, non-timber forest products etc. Thus they prevent or reduce the effects of natural disasters, provide a secure and potable water supply, address climate related health issues and protect food supplies including wild foods, fisheries and crop wild relatives. For example, the partnership of Nechisar PA with Arba Minch *woreda* authorities allows the derivation of water from springs inside the NP for residential use in the town. Such opportunities of collaboration could become more extensive with the shrinking conditions the Ethiopian territory is experiencing as a consequence of climate change and weak land management.

The project supported EWCA in developing regulations and guidelines for the sustainable access to the PA resources, with particular emphasis on the generation of alternative, sustainable sources of income. The present participatory approach to managing the PA has resulted in some initiatives linked to the tourism with the participation of and benefitting the local population, e.g., the establishment of guides, handcraft producers, honey producers, etc. associations. Such initiatives are not comparable to the revenues create by tourism and hunting activities that are regulated and assisted by the PA authorities. In fact, the local communities behave as shareholders of the PA ecosystems and obtain major returns from their traditional occupations related to pastoralism, agriculture and wood harvesting. The project assisted EWCA in developing strategies and capacities to improve their compatibility with the presence of the wild species, although lacked the mandate and resources to tackle the external factors influencing the behavior of the local communities and to undertake a large scale effort in such direction. As a consequence, progress in local development compatible with the PA ecosystems stability is recorded on a spot basis and is not yet long term oriented.

3.5 Sustainability

Policies and legal framework. The design and enactment of policy documents has been focused to the establishment of the legal framework for managing the Protected areas and the promotion of their sustainable development and utilization. In fact the project contribution was substantiated by field studies and analyses that have evidenced the high value of the PA natural resources and hence strict relations between conservation and local development. The uncertain

EWCA institutional position has been a major constraint to the full deployment of the policies and legal framework as it has limited the EWCA leadership in mainstreaming Wildlife and PA protection in other sector policies and development plans.

The restructuring of EWCA is expected to create the conditions for a more effective advocacy of Wildlife conservation and mainstreaming of the PA management into local and national development. The EWCA has scored some positive results but not being a partner in the elaboration and implementation of development policies has little influence on key issues such as the sector component of local development in agriculture and pastoralism, water and energy, small business and tourism, civil protection and law enforcement (poaching and other illegal uses of natural resources). Thus, the project has contributed to shaping a relatively complete and environmentally sound legal framework enabling the formulation and implementation of sustainable land planning and development policies. These achievements provides the basis for the establishment of public private partnerships investing in sustainable businesses and for foreign collaborations in the study and management of wildlife and ecosystems.

EWCA sustainability. The project support has allowed EWCA to increase in personnel and budget while expanding its field presence and activities in the PA. Its institutionalization in the frame of the Ministry of Culture and Tourism limits EWCA coordination with other biodiversity and natural resources agencies and programmes as it is isolated from its sister bodies having a greater influence on the MoEFCC policies. Such situation results in limited leadership inside the environmental sector and capacity in uniting forces to exercise an influential suasion power across the government agencies. Presently, the EWCA sustainability is ensured by its status as a government unit funded under the National budget. The EWCA management of the PA is generating an increasing income that is contributing to finance this authority. Presently, the GoE commitment to Wildlife conservation is substantiated by funding the EWCA budget for an amount that is 2.5 times the income generated by the PA sustainable use. This situation allow the EWCA to perform the ordinary activities of central planning and managing the PA but doesn't allow the expansion of activities or capital investment. The EWCA restructuring is expected to increase its financial and operational autonomy and thus to create the conditions for managing the PA generated income and for collecting extra resources through the trust fund.

The Civil service level of the EWCA staff salaries are not appealing for highly qualified professionals. The EWCA efficiency depends on the commitment of dedicated staff conscious of the great value of their mission and facing challenges overcoming their skills: man-made and natural hazards have already extolled their fee in terms of death cases among the PA scouts. The restructuring plan sponsored by the project forecast a more autonomous and active role of EWCA in addressing financial sustainability and in framing strategic alliances to cover domains outside its core skills and mandate. The forecast EWCA institutional positioning in the frame of the MoEFCC is the pre-condition for acquiring the sector leadership needed for advocating Wildlife conservation At the national level and hence mainstreaming the PA management in

national, regional and local development. In fact it forecasts greater autonomy in fixing the fee of the PA services and in accessing to external funds (such as the carbon credits mentioned above) and in establishing partnerships and running externally funded projects.

Wildlife and PA situation. The project enhanced the Wildlife protection by reinforcing the legal framework of the PA and creating capacities to manage them. Such change is measured by the METT score of the PA assisted by the project, that has doubled from 24% to 56% between 2008 and 2016 (see Annex 4) although the Wildlife population is not yet stabilized, due especially to the natural hazards and limited control of the PA authorities on the ecosystems. While poaching is affecting the Wildlife, the shrinking natural resources basis of the rural economy is pushing local communities to rely every day more on the PA, in competition with the Wildlife. The positive results of actions supporting the development of alternative livelihood is very punctual and don't substantially affect the current trend. In fact the collaboration with communities in land use planning and surveillance of wildlife has harvested positive results in the PA where the human pressure is lower (e.g., Gambella, Simien, Nechisar, Senkele, part of Bale Mountains).

Here the stabilization of the Wildlife and ecosystems has contributed to the increase of tourism thus engendering a positive spiral of benefits on the Wildlife and community welfare. On the other side, where the encroachment of human settlement had already become invasive of the PA ecosystems, the results of the partnership were quite limited and didn't contribute to stabilize the Wildlife population (Awash, Abijatta Shalla, Hallaideghe Asebot). The touristic interest of these areas is still low and the lack of positive returns for the local population has resulted in its increase dependence of the PA natural resources, thus engendering a spiral of negative effects. The external factors contributing to this situation being outside of the scope of the EWCA its action has been inadequate to counteract such trend.

Local development and sustainability. The PA contributes positively to the local development although not in a sustainable way. The increased demand for grazing and farming land, for forest resources and the natural hazards are extolling an high price on the ecosystems of the PA. These are fundamental in ensuring the welfare of the population but the current benefits are not contributing to the stabilization of the ecosystem in an adequate way. The value of the fees paid for the tourism and hunting services are still too small to pay for the ordinary expenditures of the EWCA. In short the local development dynamics are outside of the scope of the EWCA and its involvement in such sector is not expected to be decisive. The challenges of local development anyway have a direct relation with the management of the PA and have to be dealt together. The adoption of ecological friendly technologies, the development of alternative livelihoods, the benefits provided by the ecosystem to the human communities are mutually reinforcing and integrated with the conservation of the natural habitats.

The project supported pilot actions in the exploitation of the ecosystems that can generate revenues inside as well as outside the PA. The consolidation of such results depends on the

capacities to plan the use of the land, i.e. on the collaboration with the stakeholders of the policies of development, public and private. Positive but limited results have been achieved in the tourist sector, by the creation of lodges in and near the parks to lodge tourists and other users of the PA. EWCA plays a central role in the Ethiopian Wildlife conservation and PA management. The clarification of its institutional positioning and mechanisms linking its technical action to policy making is critical for the evolution of PA and their contribution to local and national development.

Partnerships. The reinforcement of EWCA capacities to manage the PA system has resulted in several partnerships with foreign initiatives contributing to studying the conservation, management and in perspective sustainable utilization of the PA (e.g., FZS in Bale Mountains, KFW in Simien, Bale and Hallaideghe Asebot, GIZ in Nechisar, Awash and in strengthening EWCA, African Parks Network in Gambella, AWF in Simien). These initiatives have been run independently from the project but have created knowledge and experiences that support the stabilization of the Wildlife and improved management of the PA ecosystems. On the other side, external programmes and private investments can't substantially contribute to the budget of this authority. Wildlife conservation partnerships and research contribute to specific EWCA activities with limited return for the funding of the management of the PA system. The renewal and expansion of several of these projects confirm the appropriateness of the co-financing approach mutually benefitting the foreign interest in studying the Wildlife and ecosystems of Ethiopia and the EWCA interest to complement its activities with external expertise not available locally. This trend is expected to provide input for the replication of best practices in the Wildlife and ecosystems conservation at a larger scale and for a more active role of the EWCA and the Ethiopian partners of these initiatives. In fact these partnerships involve local institutions – especially high education and research centers – with a direct impact on the creation of local capacities in the wildlife, ecosystem and biodiversity sectors.

On the basis of this analysis we can now answer to the Evaluation questions.

Evaluation question 5.1 To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?

The project has supported the establishment of EWCA as the leading agency in Wildlife conservation and PA management. This authority is the central player in the elaboration of Wildlife policies and regulations, as well as in managing the more renowned PA of Ethiopia. It is part of the GoE and run along the Civil service regulations. Its financial sustainability is ensured by the income generated by the utilization of the PA and GoE ordinary budget contribution. The EWCA has developed planning, monitoring and management capacities and deployed trained staff in the PA. Its main challenges are the institutional positioning – separate from the other

institutions contributing to the environmental sector – and its limited financial and administrative autonomy. A part from performing its mandate at the national level, contributing to Wildlife policies, regulations and coordination with other instances), the EWCA and PA authorities are performing their PA management tasks by incorporating the technical and operational innovations supported by the project. The EWCA performs the ordinary tasks related to the management of the PA – monitoring, surveillance, protection of wildlife - and frames new initiatives in alternative development as well as in communication on Wildlife and PA and tourism promotion. In the long term it is expected to concentrate on its core skills and mandate and establish collaboration with other institutions endowed in the appropriate sector skills.

Evaluation question 5.2 Are the Protected areas contributing to recreational, cultural and livelihood purposes?

The interest in and national commitment to the sustainable utilization of the PAs is increasing steadily. They are object of studies by research centers and graduating students (theses). Also the flow of tourist is increasing slowly but constantly. Between 2008 and 2015 the number of tourists visiting the PA increased by about 50%. The disaggregation of these data anyway shows that a few PA are very popular (Nechisar, Simien, Bale, Abijatta Shalla and Awash) and records several thousand presences per year while tourism is quite not existent in the other ones. As a whole, the direct revenues generated by hunting and other licenses are greater than those generated by tourists by about 50%.

The value of the PA contribution to the livelihood of the local communities far exceeds those of their cultural and recreational use although it is not easy to calculate. Each PA is part of the socio-economic system of the surrounding communities and its contribution to the traditional livelihood overcomes its direct economic value. Typically the conservation of water catchments is a key element of the existence and welfare of the human settlements and natural ecosystems are critical for the survival of herds during the droughts. Wood harvesting is also a key element of the food security of the rural and urban communities of Ethiopia. Thus, the benefits for the local population are expected to remain a fundamental driver of the management of the PA. The project support to the EWCA in devising alternative approaches to the present exploitation of the PA ecosystems has contributed to the identification of sustainable approaches to the local development. The continuation and expansion of this trend anyway depends on the association with other organizations endowed with the sector expertise to properly address and manage the local economic development, i.e. to shift the burden of land use from the PA to the surrounding environment.

3.6 Cross-cutting issues

Communication. The project raised the awareness of the Ethiopian population on the value of the PA and challenges of conservation and contributed to advertising abroad the tourist potential of Ethiopia ecosystems. A wide set of actions was undertaken for the dissemination of information on the PA and wildlife conservation challenges through TV, radio, websites, brochures, leaflets, magazines, reports, exhibitions, as well as educational programmes for schools. EWCA representatives participated in tourism events.

Gender. The project supported the EWCA Directorate of Gender Affairs in elaborating Gender Mainstreaming Guideline (2014) providing a framework for gender mainstreaming in the Authority through different core and sub process functions. Such document recommendations concern both the PA management system and the participation of women into PA sustainable. Typically, the documents orientating the project implementation - such as the Gap analyses of Wildlife conservation and PA management, the Assessment of the value of protected areas system of Ethiopia and the Carbon baseline study, the Marketing strategy for Wildlife tourism - don't analyze gender or tackle the gender perspective although the project document explicitly supports mainstreaming gender issues in PA management. The project emphasis on developing alternative livelihood in the sustainable utilization of the PA resources has created opportunities for a more active role of women in the economy. Some of the promoted jobs concern women such as the honey production and cooking in communities near the Bale Mountains NP and Nechisar NP. As the alternative livelihoods initiatives were performed at a pilot level, their achievements were limited also in gender mainstreaming. Although, gender has not been systematically mainstreamed in the project annual planning and no systematic outputs of the above mentioned Guidelines was recorded at the time of the evaluation survey.

Continuous improvement. A further valuable element of the project approach is the support to the establishment of practices aimed at the continuous improvement of the EWCA through such as the annual PA staff meeting to discuss and exchange experiences and best practices.

Connectedness. The PMU itself embedded in the EWCA headquarters contributed to the development of partnerships with other projects and collaboration with foreign institutions. Some key partners were represented in the PSC. The key contribution of the project to connectedness was in the shaping of a national framework enabling the integration of the other Wildlife programmes into a long term strategy ensuring the continuation of their results. In fact, several co-financed programmes did not only tackle only the Wildlife protection but also the innovated in the management of protected areas – e.g., in the case of the *Guassa community conservation area* -. The mutually reinforcing benefits of this approach were substantial especially in creating knowledge on the PA situation and the relations between Wildlife conservation and local development.

4 Conclusions, lessons learnt and recommendations

Each conclusion of this analysis is linked to the corresponding recommendation / lessons learnt. They are limited to the strategic elements evidenced in the analysis that are more relevant for shaping future initiatives exploiting the results of the project. The rating system used for the overall assessment of the project is that included in the ToR (see Annex 10).

4.1 Conclusions

1. The project has reshaped and enhanced the Ethiopia's **legal framework** for Wildlife conservation and Protected areas system management including the establishment of new Protected areas in valuable sites where agricultural investments were previously planned, the gazetting or re-gazetting of most protected areas whose boundaries have been re-demarcated in agreement with the surrounding communities, the release of 6 Wildlife development guidelines.

2. The SDPASE project has improved the Protected areas (PA) management system in several technical and operational areas in collaboration with local and international partners:

2.1 The EWCA and PA authorities have **enlarged their scope from Wildlife to Ecosystems management** by strengthening their capacities and methodologies to plan, operate and monitor wildlife and their ecosystems, by using tools such as the METT scoring, wildlife tracking collars and routine field monitoring surveys, by establishing the PA development advisory committees and rangers' collaboration with the local communities in the PA ecosystems protection.

2.2 New partnerships with national and foreign Wildlife protection and research organizations have built complementary capacities and created knowledge on the PA ecosystems and their sustainable use, and raised Ethiopia role in the *Horn of Africa wildlife enforcement network*.

2.3 The increasing local awareness of and interest in PA values is reflected in the public private partnerships established with local communities in managing the access to and use of grazing land, and community associations and entrepreneurs undertaking eco-tourism and alternative livelihood businesses in the more promising PAs such as in Simien, Bale mountain and Nechisar National Parks.

2.4 The local communities have been engaged in the surveillance of the PA whose ecosystems sustainable use is increasing linked to the local development.

2.5 The capacity building of law enforcement agents on the surveillance of the live wildlife and wildlife products trade, including their endowment with vehicles and radio equipment, led to the increased seizure of illegally extracted elephant ivory and destruction of MT 6.1 in 2015.

2.6 An economic study of the PA eco-system (2009) has shown that their conservation and use are interlinked with the trends in local and national development. In fact they provide environmental services critical for the welfare of the Ethiopian (and neighboring countries) population such as hydrological services (valued at US\$432 million), electric power generation

(valued at US\$28 million), medicinal plants (valued at US\$13 million), carbon sequestration (valued at US\$938 million or US\$19 million per annum) and the value of biodiversity (estimated to be US\$ 3.75 to 112 million per annum). In short, they contribute to the sustainable development of Ethiopia. This document dissemination increased decision makers' awareness on the challenges of ecosystems conservation and sustainable use, having become a priority of the country *Climate resilience green economy* programming.

2.7 The Ethiopian Wildlife Conservation Authority has allocated Birr 87 million (about US\$ 4 million) to ease the relocation of settlers from the core area of Simien Mountains National Park along a participatory approach to ecosystem conservation and local development.

3. **Local governance:** Authorities and communities near the PAs have been made aware of and are engaged in PA management and surveillance, for example, in monitoring the livestock access to pastures and reporting infractions to the park authorities. Best practices in the sustainable use of ecosystems are being shared by the PA staff during the annual discussion workshops for replication. The PAs management, local authorities and communities are now collaborating in the management of the PA ecosystems. This progress on the ground is not matched by the development of systemic monitoring tools such as remote sensing platforms monitoring the situation and identifying the challenges for planning and implementing conservation and development actions.

4. The project contributed to raise the **National revenues** from eco-tourism and sustainable hunting from about US\$ 600,000 in 2007-2008 to US\$ 900,000 in 2013-2014 (+50%), the direct tourism related income (i.e., the PAs admission fee) representing about one third of this amount and the hunting related activities two thirds. The Regions share of the PA generated revenues is about US\$ 750,000, for a total income (national + regional) of US\$ 1,650,000.

5. The **decentralized approach** to PA management and alliance with local authorities has created the conditions for participatory local development. The local awareness and partnership with communities in demarcating the PA boundaries is now continuing through consultation and in the frame of the newly established PA development advisory committees with the participation of the local stakeholders.

4.2 Overall assessment

The project identification and design matched the needs and opportunities for the sustainable development of the protected area system of Ethiopia. It contributed to this endeavor by strengthening the capacity of EWCA in Wildlife conservation and PA management. The project's implementation through a flexible annual planning approach was in line with the emerging challenges faced by EWCA and the PA authorities. The positive achievements in enhancing the legal framework and PA management catalyzed several partnerships with other

projects working on the improvement of the Wildlife conservation in the assisted PAs. The UNDP as the implementing agency played a capital role in the framing the project institutional arrangements (e.g., GoE contribution and GIZ IS assistance in implementing the project) and in co-financing the project's activities with its own resources.

The financial sustainability of the PA system management is improving slowly as the EWCA restructuration is underway. In fact, the identification of the critical role of local development as a component of the PA sustainability – the integration of the two sectors – points to a stronger EWCA leadership in framing institutional alliances with the public and private organizations in charge of local development and tourism promotion in order to mainstream the Wildlife conservation and PA management in their actions. The project achievements in the area improved following the mid-term evaluation as (a) the focus of activities shifted from building the capacities of EWCA to employing them in the PA management and (b) co-financed projects complemented the SDPASE activities in Wildlife study and conservation in several PA. Although, the mobilization of project resources in the technical and managerial field didn't solve the political challenges to the EWCA leadership in mainstreaming Wildlife conservation in sector development policies. As Wildlife conservation is not a stand-alone element of Ethiopia economic development, greater coordination inside the environmental sector and integration of the PA management with the economic development is needed.

The weak EWCA leadership is a challenge to the up-scaling and replication of lessons learnt in the key areas of wildlife protection and alternative livelihood generation. The authority restructuring along the draft reorganization plan and in connection with the forecast trust fund establishment is critical for the effective incorporation of the lessons learnt and recommendations of the Terminal evaluation into the future project design.

The following table summarizes the overall assessment of the project.

Table 4: Project rating

<i>1. Monitoring and Evaluation</i>	<i>rating</i>	<i>Comments</i>
M&E design at entry	MS	The baseline values were not clearly established for many parameters. The second phase indicators are well articulated based on Mid Term Review
M&E Plan Implementation	S	The M&E data collection, analyses and reporting were performed along the planned stages (MTR, PIRs, etc.) on the basis of the feed-back of field observations
Overall quality of M&E	S	The M&E was designed and performed along the flexible annual planning approach resulting in timely and customized feed-back informing the project decision making process
<i>2. IA & EA Execution</i>		
Quality of UNDP Implementation – Implementing Agency (IA)	HS	UNDP provided effective guidance in framing the project execution arrangements, in backstopping the National executing agency and funding the enhancement of the PA

Quality of Execution - Executing Agency (EA)	HS	EWCA and GIZ-IS allocated the planned human and financial resources for implementing project activities in a complementary way. The project adaptive management approach facilitated the execution of activities case-by-case in response to the emerging needs of the assisted PA
Overall quality of Implementation / Execution	HS	The project supported the National executing agency in shaping its long-term strategy, coordinating with other donors and implementing the project activities in the PA
3. Assessment of Outcomes		
Relevance	R	The project outcomes contribute to national and global environmental benefits for wildlife conservation. The planned outcomes are highly consistent with international agreements, and Ethiopia policies and law in Wildlife conservation
Effectiveness	S	The project improved the legal framework and management of the Protected areas and the seizure of illegally traded wildlife increased. It introduced the participatory approach in engaging the local communities in ecosystem conservation, development and use.
Efficiency	HS	The project adaptive management approach and GIZ-IS collaboration in the project implementation mobilized external expertise and financial resources through co-financed projects resulting in the smooth activities implementation.
Overall Project Outcome Rating	S	The project achieved several outcomes, including: strengthening the PA legal framework and wildlife protection enforcement by EWCA. It raised environmental awareness, and generating support for Wildlife conservation within local communities. Alternative livelihoods within PA were tested at the pilot level.
4. Sustainability		
Financial resources	ML	Multiple financing sources contribute to the running of EWCA and management of the PA - regular government budget allocations, PA user's fees, and co-financing by international donors and conservation NGOs.
Socio-political	L	The local communities' engagement creates the conditions for the sustainable PA ecosystem management. Scaling-up and replication of best practices requires that the EWCA institutional positioning be embedded in the MoEFCC framework to influence sector development policies
Institutional framework and governance	L	The PA legal status was enhanced and EWCA capacities were strengthened in managing and monitoring the PA. The EWCA institutional framework is under revision to increase the authority operational and financial autonomy
Environmental	L	The project contributed to stabilize the endemic species of wildlife and contain stresses on the PA ecosystems. Climate change and community related hazards are the main threats.
Overall likelihood of sustainability	ML	Although most project achievements are likely to be sustainable the financial break-even point for the PA system sustainable management has not been achieved yet, as the generated resources are adequate to fund only EWCA / PA management ordinary expenses

Ratings for Effectiveness, Efficiency, Overall Project Outcome Rating, M&E, IA& EA Execution: HS -Highly Satisfactory: no shortcomings. S - Satisfactory: minor shortcomings. MS- Moderately Satisfactory: moderate shortcomings. MU- Moderately Unsatisfactory: significant shortcomings. U- Unsatisfactory: major shortcomings. HU- Highly Unsatisfactory: severe shortcomings. *Sustainability ratings:* L- Likely: negligible risks to sustainability. ML-Moderately Likely: moderate risks. MU- Moderately Unlikely: significant risks. U- Unlikely: severe risks. *Relevance ratings:* R- Relevant. NR. Not relevant. *Additional ratings where relevant:* N/A- Not Applicable. U/A- Unable to Assess

4.3 Lessons learnt and recommendations

1. The Ethiopian socio-economic context provides little opportunities for an enclave approach to the PAs management: the PAs ecosystems conservation contributes to the welfare of the local communities. Conservation and development exigencies coexist in the PA regions and the PA boundaries don't establish a clearly-cut spatial separation between the wildlife population and the human communities. The PAs provide environmental services contributing to the local socio-economic development. The PA management (Wildlife conservation) should be associated with local (Alternative livelihoods) and national development initiatives (recreational activities, education and all other main sectors). In short, the PAs system management has to be harmonized with the local development policies and strategies. And the community leaders, local authorities and other entities in charge of local development have to contribute to the planning of the PAs ecosystems conservation and use. The project established pilot collaborations in this field. The restructuration of the EWCA and establishment of the trust fund should strengthen such collaborations, e.g. by expanding the community-managed protected areas and PA community councils' competencies.

2. Wildlife is not a stand-alone component of the national development. The contribution of PA management to development is not confined to the welfare of the surrounding communities. The impact of Climate change locally and nationally requires the framing of a broader approach to harmonize the sustainable PA system management with the national development policies. The integration of the exigencies of Wildlife / ecosystems protection into the land use planning has to be performed through a cascade approach from the national to the local level. The EWCA institutional positioning has to strengthen its advocacy and leadership in mainstreaming the Wildlife conservation and PA management into the national development policies and strategies. The restructuring of EWCA by framing it inside the MoEFCC mandate and by enhancing its operational autonomy will create the conditions for greater advocacy at the political level and for the mobilization of resources and collaborations at a larger scale and in a more structured way. Critical PA management areas exceeding EWCA resources are:

2.1 The PA participatory management (cfr. the PA development advisory committees) has to be both participatory and adaptive, to address the particular geographic, socio-economic, and cultural issues facing the communities; systematization, experience sharing and collaboration with the academy have to be part of such approach.

2.2 The capacities of the communities have to be strengthened in identifying business opportunities, fund raising and development of micro-enterprises; this approach has to be properly assisted and monitored, e.g. by development NGOs.

2.3 Moving from conservation to sustainable development requires co-financing projects establishing the environment enabling the PA participatory management as the needed resources and time overcome the EWCA capacities. This sector should be a priority area of the Trust fund.

3. The SDPASE project contributed to the build-up of the EWCA capacities in Wildlife conservation, PA system management and design and implementation of Wildlife conservation and sustainable development and use strategies. The EWCA mandate advocates for the concentration of its activities along its core skills in Wildlife conservation and PA management. Acquisition of further capacities, knowledge and innovation technology, methodologies should be preferred to the EWCA direct access to a broad range of skills / expertise and dispersion of resources across a wide range of fields overlapping with the mandate and capacities of other institutions and the private sector. For instance the monitoring of the PA has to be strengthened – also by acquiring remote surveillance capacities - in order to facilitate and strengthen EWCA in planning the PA protection and in leading its partners in other sectors in performing their activities of repression of illegal PA exploitation and of promotion of economic development. In fact, the project strengthened the PA staff's capacities and deployment but it didn't integrate them into a comprehensive approach to eco-system monitoring through the adoption of remote sensing and geographical information systems technologies and capacities. The PA authorities, scouts, etc. perform their tasks in the absence of the information needed (a) for the surveillance and analysis the PAs situation the large scale and (b) for orientating their field deployment on the basis of a multifactor and comparative assessment of the situation and priorities in the field.

4. Consequently, the following targeted actions **fixing the socio-economic context** have to be prioritized for the continuation of the project achievements:

4.1 the integration of EWCA planning capacities with those of the MoARD and MoLF in rural and agricultural development, to reduce the degradation of savannah, bushland and forests exploited for farming purposes (subsistence food and commercial products) adjacent to the PAs and propose alternative areas for the intensification of subsistence food production,

4.2 the formulation of plans for the development of alternative livelihoods associated with the recreational use of the PA development in collaboration with the MoFEC and Regional development authorities, MoCT, State owned enterprises and entrepreneurs' associations, and development NGOs (e.g. by adopting the *Area development programme* approach)

4.3 the association with the Ministry of water, irrigation and energy and the Road authorities in the sustainable land use planning in the PA (e.g., wood harvesting is a national challenge),

4.4 the association with the MoLF, in charge of rangelands and pastoralism, in establishing forage reforestation areas endowed with water points along the pastoralists migration treks or in selected areas of the PA to reduce their seasonal exploitation of the PA ecosystems,

4.5 the capacity building of the judiciary and law enforcement agents on the regulation and surveillance of the wildlife protection and trade.

4.6 the upgrading of the PA monitoring by the adoption of remote sensing and geographical information system technologies in order to frame these initiatives along objective and sound criteria and under the leadership and guidance of the EWCA.

5. The EWCA concentration on its core tasks (PA system management) while forging **sector alliances** to fix the PAs socio-economic context is the key to (a) establishing a leadership in Wildlife conservation, and thus (b) ensuring the sustainable management of the PA system. The unity of vision and mandate are essential to balance the exigencies of conservation and development. The EWCA reorganization plan has to be implemented by adopting a Business model encompassing the Wildlife and ecosystem conservation and local and national development at once. The elaboration of the mentioned Business model should identify the potential sources of income to match the exigencies of Wildlife conservation and PA management. It has to include the revenue-raising mechanisms and the financing of the trust fund in order to ensure that (a) an adequate flow of resources supports the EWCA institutional activities and (b) the environmental services provided by the PAs to the local and national development are properly remunerated.

5 Annexes

1. Itinerary and people met

Date	Description
April	
11	Mobilization of the international consultant
12	Arrival of the international consultant in Addis Ababa
13	<ul style="list-style-type: none"> • Evaluation team coordination meeting • Briefing with Wubua Mekonnen, Programme Specialist (UNDP/GEF) • Meeting with Sinkinesh Beyene, Team Leader (UNDP-CRGGU) • Meeting With Dawud Mume Director General (EWCA) • Meeting with Girma Workie, SDPASE Senior M&E Officer • Meeting with Mahder Zeleke, SDPASE Administration Manager • Writing inception report
14	<ul style="list-style-type: none"> • Writing and submission of Inception report • Planning for field visit with PMU Girma Workie, Mahder Zeleke
15	<ul style="list-style-type: none"> • Travel to Nechisar Park (SNNPR region) • Visiting Nechisar Park and discussion with park staffs
16	<ul style="list-style-type: none"> • Continued site discussion with Nechisar staffs <ul style="list-style-type: none"> ○ Ato Gemechu Letta- Tourism and Community head Warden ○ Ato Byissa Bousa- Ecologist ○ Ato Tesfaye Shi- Planning, Monitoring and Evaluation Expert ○ Ato Gezmu Yimer- Chief Scout • Meeting With Arbaminch Transformation Recreational Center (Ecotourism Association) <ul style="list-style-type: none"> ○ BirukTadesse -Finance head ○ ZemenChala- Secretary • Meeting with Dr. TigistAshagere – Arbaminch Crocodiles Ranch Coordinator • Meeting with Ato Zerihun Zewdie- Arbaminch Zuria Woreda Cooperatives Department Head • Meeting with W/Ro Angush Ayele- Arbaminch City Women 7 Child Affairs Director • Meeting with Highland Recreational association
17	Travel to Abijatta Shalla National Park (SNNPR and Oromia regions)
18	<ul style="list-style-type: none"> • Meeting with Abijatta Shalla park management <ul style="list-style-type: none"> ○ Ato Berisso Feyessa- Chief Warden ○ Ato Wake Zuke- General Service Head • Meeting with Abijatta Shalla community Association • Meeting with Senkele Swayne’s Hartebeest Sanctuary management <ul style="list-style-type: none"> ○ Ato Desta Bedasso - Chief Warden • Travel to Senkele Swayne’s Hartebeest Sanctuary (Oromia region) • Meeting with the Senkele Swayne’s Hartebeest Sanctuary surrounding communities
19	Travel to Bale Mountain National Park (Oromia region)
20	<ul style="list-style-type: none"> • Meeting with Bale Mountain National Park management <ul style="list-style-type: none"> ○ Ato Berisso Feyessa- Chief Warden ○ Ato Wake Zuke- General Service Head • Meeting with Bale Mountain Park Guide Association (community Association) <ul style="list-style-type: none"> ○ Ato Abubeker Adem- Secretary of the Association

	<ul style="list-style-type: none"> ○ Ato Mohamed Worku- Member ○ Ato Awol Hule – coordinator ○ Ato Temam Mohamed - Member ● Meeting with Dinsho Woreda Administrator <ul style="list-style-type: none"> ○ Ato Tesfaye - Woreda Public Affair and Complaint handling process Owner ● Travel to Hallaideghe Asebot National Park (Afar, Oromia and Somali regions)
21	<ul style="list-style-type: none"> ● Visit of the constructed out post at Hallaideghe Asebot National Park ● Visit of the Abuna Samuel heritage site ● Visit of Hallaideghe Asebot National Park ● Meeting with Hallaideghe Asebot National Park <ul style="list-style-type: none"> ○ Ato Kebede Angassa- Community Warden ○ Ato Mekuria Mamo- Wildlife and their habitat monitoring expert ● Meeting With Andido Kebele officials <ul style="list-style-type: none"> ○ Ato Mohamed Ali Nur- Kebele Chairman ○ Ato Abdu Gurata- Party (ABDEPA) Chairman ○ Ato Gurata Yessuf- Kebele House of Speaker ● Meeting with Awash National Park Chief warden <ul style="list-style-type: none"> ○ Ato Abiot Hailu
22	Travel to Addis Ababa
23-24	Desk study
25	Meetings with: Ludwig Siege, PMU-GIZ Technical advisor Ato Chemere Zewdie, Oromia forest and wildlife enterprise Director
26	Ato Abete Getmet, Ministry of environment and forests, Project monitoring and evaluation Dr. Zelealem Teferra, Born Free (former FZS) Ato Admassu Feyissa,, Ministry of finance and economic development, UN agencies & regional economic cooperation directorate
27	Ato Esayas Abebe, GIZ-IS Ethiopia, Executive director Ato Arega Mekonnen, PMU, National coordinator Ato Mitiku G/Michael, EWCA Legal director Ms Genneth Garado, EWCA Community partnership and wildlife education director Ato Kahsay G. Tensay, EWCA Research and monitoring Director Ms Sinkinesh Beyene, UNDP, Climate resilience green growth Task leader Ms Wubua Mekonnen, UNDP, Climate resilience green growth, Programme analyst
28	Workshop for the presentation of preliminary findings
29-30	Survey data analysis
May	
1	Writing Draft evaluation report
2	Writing Draft evaluation report
3	Writing Draft evaluation report
4	Writing Draft evaluation report
5	Writing Draft evaluation report
6	Writing Draft evaluation report
7	Submitting Draft evaluation report
8	Writing Evaluation report
9	Debriefing
10	Demobilization of the international consultant

2. Bibliography

General documents

1. GEF focal area strategic program objectives
2. GEF-5 and GEF-6 Programming document
3. UNDAF Development Assistance Framework
4. UNDP Country Programme Document (CPD)
5. UNDP Strategic Plan

Project documents

1. GEF Project Information Form (PIF)
2. Mid Term Review report
3. Project Document and Log Frame Analysis
4. Project Implementation Plan
5. Project annual work-plans
6. Project Quarterly and Annual Reports
7. Project Implementation Report (PIR)
8. Project communications materials, i.e. press releases, brochures, documentary videos
9. Project steering committee minutes
10. SDPASE project presentation leaflet
11. Wildlife utilization guidelines (MOCT) [Amahara]

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1. Dr. Hugo Van Zyl 2015. The Economic Value and Potential of the Wildlife-Protected Areas of Ethiopia. Case Study on 14 Federal Protected Areas
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3. EWCA/SDPASE 2009. Wildlife Development, Conservation and Utilization Policy and Strategy.
4. Federal Negarit Gazette 2015. Regulation to Designate Awash National Park. Reg. No. 329/2014
5. Federal Negarit Gazette 2015. Regulation to Designate Alitash National Park. Reg. No. 333/2014
6. Federal Negarit Gazette 2015. Regulation to Designate Bale Mountains National Park. Reg. No. 338/2014
7. Federal Negarit Gazette 2015. Regulation to Designate Gambella National Park. Reg. No. 334/2014
8. Federal Negarit Gazette 2015. Regulation to Designate Qafta National Park. Reg. No. 335/2014
9. Federal Negarit Gazette 2015. Regulation to Designate Senkele Swayne's Hartebeest Sanctuary Park. Reg. No. 334/2014
10. Federal Negarit Gazette 2015. Regulation to Designate Simien Mountains National Park. Reg. No. 337/2014
11. EWCA/SDPASE 2012. Draft Regulation to Gazette Four Federal and Two Regional Protected Areas
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13. EWCA/SDPASE 2016. Proclamation for the Establishment of Ethiopian Protected Areas and Trust Fund and Regulation for Wildlife Conservation and Utilization. (Draft)

3. National parks and wildlife sanctuaries surface

<i>Protected area</i>	<i>2008</i>	<i>2016</i>
	<i>Km²</i>	<i>Km²</i>
Abijatta Shalla	800	800
Awash	756	756
Bale mountains	2,400	2,400
Gambella	5,061	5,061
Mago	2,162	2,162
Omo	4,068	4,068
Simien mountains	225	225
Yangudi Rassa	4,731	4,731
Babile	6,982	6,982
Nechisar	514	514
Senkele	54	54
Yabello	2,500	2,500
Alitash		2,666
Bakusa		447
Borena Saint		4,325
Bahir Dara Blue Nile millennium		4,729
Dati Walel		1,035

Arsi mountains		938
Chebera Churchura		1,190
Maze		225
Loka Abaya		500
Gibe Sheleko		248
Geralle		3,858
Bejimiz		1,685
Maocomo (proposed)		<i>N.A.</i>
Yaso wildlife reserve (proposed)		142
Dera wildlife reserve		19.4
Controlled hunting areas		1,900
Kafa biosphere reserve		4,000
Lake Tana biosphere reserve		<i>N.A.</i>
Total	30,253	58,160

4. METT score of selected Protected areas

<i>Protected area</i>	<i>Baseline</i>	<i>End of project</i>
	<i>2008</i>	<i>4/2016</i>
Babille Elephant Sanctuary	14	
Awash National Park	33	40
Senkele Swayne's Heartbeest Sanctuary	20	
Alatish (proposed)	11	49
Simien Mountains National Park	38	63
Nechisar National Park	29	53
Bale Mountains National Park	33	67
Omo National Park	33	
Maze	11	
Guassa-Menz Community Area	36	
Yangudi-Rassa National Park	16	
Gambella National Park	24	64
Chebera	11	
AbijattaShalla		54
Yabello		62
Hallaideghe		53
Qafta Shiraro		57
Average across the scored sites	24	56

5. Tourists entrance in selected Protected areas

a. Year 2007/2008

<i>Protected area</i>	<i>Student</i>	<i>Ethiopian</i>	<i>R. tourist</i>	<i>F. tourist</i>	<i>Total tourist</i>	<i>Income (ETB)</i>
Awash	3423	3380	997	3665	11465	254744
ASLNP	871	3668	1052	3571	9162	269709
Bale	0	265	105	892	1262	106624
Simien	274	654	185	6138	7251	776750
NNP	2771	5757	0	7267	15795	695419
Mago	0	251	0	4659	4910	492718
Omo	0	21	0	46	67	843
ACR	0	10050	0	1143	11193	143658
Total	7339	24046	2339	27381	61105	2740465

b. Year 2014/2015

<i>Protected area</i>	<i>Ethiopian</i>	<i>R. tourist</i>	<i>F. tourist</i>	<i>Total tourists</i>	<i>Income (ETB)</i>
Abijatta	6500	1203	5933	13636	707485
Awash	4207	1811	5896	11399	812290.72
Bale	4394	612	3432	8438	206053
Nechisar	13126	0	11791	24917	1326194
Senkele	342	15	395	2206	
Simien	2809	480	18731	22020	4544020
Yangudi		10	148	158	
Mago			0	7356	
Gambella	10	3	88	101	18697
Omo			63	63	26160
Total	31388	4134	46477	90294	7640899.72

6. Protected areas revenues other than tourism

<i>Source</i>	<i>2010</i>	<i>2011</i>	<i>2012</i>	<i>2013</i>	<i>2014</i>
	<i>ETB</i>	<i>ETB</i>	<i>ETB</i>	<i>ETB</i>	<i>ETB</i>
Concessions for hunting	1,976,009	2,598,677	2,819,921	15,737,677	2,264,269
Trophy hunting	4,729,159	3,776,965	4,729,159	4,106,450	4,569,490
Trophy fee	31,185	23,460	32,580	21,170	9,355

Penalty fees	59,457	110,222	288733.55	1,252,500	4,376,828
Live export	43,412	17,263	33,045	27,408	1,182
Filming	341,579	791,179	777,080	949,864	539,204
Research	263,390	376,540	553,803	511,748	477,723
Musk export	84,512	81,541	51,903		93,817
Licenses	147,850	180,304	235,422	141,000	156,300

7. Project budget by phase, outcome and year

<i>Phase 1</i>	<i>year</i>				<i>total</i>
<i>Outcome</i>	<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>US\$</i>
1 Protected areas are mainstreamed in the development framework in Ethiopia and receive greater political support.	274838	166552	343258	170373	955021
2 Appropriate policy, regulatory and governance frameworks in place, leading to redefinition of protected area categories and reduced land-use conflict	172000	141700	326602	24692	664994
3 Institutional arrangements and capacity for protected area planning and management emplaced, leading to improved PA management	380500	453592	322981	246947	1404020
4 New protected area management options and partnerships trialed, and replicated through partnerships catalyzed across protected area estate (Co-Finance)	222000	114450	44898	77874	459222
5 Financial sustainability plan developed and demonstrated (for implementation in Stage II)	114000	135706	86591	180477	516774
total	1163338	1012000	1124330	700363	4000031
Phase 2	year				
	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>	
1 Systemic capacity for protected area management consolidated.	111800	380000	586170	463500	1541469
2 Sustainable financing mechanisms contributing to protected area budgets.	51465	22000	169520	38000	280986
3 Replication of good practice model across protected area estate catalyzed	223924	517400	350189	238170	1329682
4 Protected areas mainstreamed across all relevant sectors		244600	234394	378197	857191
Total	387189	1164000	1340273	1117867	4009328
Total					8009359
Trust fund					1000000
Grand total					9009359

8. Project budget and expenditures

<i>Budget source</i>	<i>Budget line</i>	<i>planned</i>	<i>Expenditures (4/2016)</i>
		<i>US\$</i>	<i>US\$</i>
GEF	Project preparation grant	317821	317821
	Phase 1	4000000	4000000
	Phase 2	4000000	3700000
	Trust fund	1000000	1000000
	Total	9317821	9017821
UNDP	Phase 1	1200000	1200000
	Phase 2	657000	657000
	total	1857000	1857000
GoE (in kind)	Phase 1	2000000	2000000
	Phase 2	2700000	2700000
	Total	4700000	4700000
Grand total		15874821	15574821
Co-financing		51,080,000	37,530,000
Total co-financing		57,637,000	44,087,000
Total		66,954,821	53,104,821

9. Financing of programmes in Wildlife and Protected areas management in Ethiopia

<i>Financial source</i>	<i>intervention sites</i>	<i>category</i>	<i>type</i>	<i>budget</i>	<i>Expenditure (4/ 2016)</i>	
				<i>US\$</i>	<i>%</i>	<i>US\$</i>
Consortium Dutch/African Parks	Gambella	Government, Bilateral, NGO	In kind	6,500,000	90	5850000
Consortium Dutch/African Parks	Gambella	Government, Bilateral, NGO	Cash and in kind	3,600,000	100	3600000
Consortium of donors (Farm Africa etc.)	Bale mountains	Bilateral	Cash	5,000,000	100	5000000
Consortium of donors (Farm Africa etc.)	Bale Mountains	Bilateral	cash	250,000	100	250000
Government of Austria	Simien NP			1,250,000	100	1250000
BMU, Germany, via MAB	Bonga	Bilateral	cash	4,000,000	80	3200000
BMU, Germany, via MAB	lake Tana			4,000,000	25	1000000
Convention of Migratory Species		Government	Cash	120,000	100	120000
FSZ - Frankfurt Zoological Society: own funds		NGO	Cash	1,500,000	70	1050000
FZS ACE: EU funds		NGO	Cash and	5,000,000	100	5000000

			kind			
FZS	Bale mountains	NGO	In kind	6,000,000	50	3000000
FZS Guassa Menz (Bengo, German funds)	Guassa	NGO	In kind	300,000	100	300000
GIZ: SLM programme			In kind	2,500,000	100	2500000
STN (Stichling Foundation, Transhumance and Nature)		NGO Dutch	Cash	60,000	100	60000
European Union	3 transboundary initiatives (Gambella, Djibouti, Kenya)	Multilateral	Cash and kind	10,000,000	50	5000000
Leadership for Conservation in Africa		NGO SA	kind	500,000	10	50000
African Parks Network		Private	Kind	500,000	60	300000
Total co-financing				51,080,000		37,530,000
Associated Financing UNDP Multilateral Cash				1,372,000	100	1372000
Grand total				52,452,000		38,902,000

10. List of workshops, meetings and trainings

<i>Event</i>	<i>Date</i>	<i>Participants</i>	<i>Main participants</i>	<i>Output</i>
<i>1. Workshop and Meeting</i>				
Re-demarcation of Gerale NP	At different times	190 (including site level meetings)	EWCA directorates, regional, zonal, woreda and kebele authorities of Ethiopian Somali regional state, community representatives, elders and other stakeholders from the park	Agreement on boundary of the park has been reached
Re-demarcation of YangudiRassa NP	At different times	290 (including site level meetings)	EWCA directorates, regional, zonal, woreda and kebele authorities of Afar regional state, community representatives and elders from the park	Agreement on boundary of the park has been reached
Re-demarcation of Hallaidgehe NP	At different times	450 (including site level meetings)	EWCA directorates, regional, zonal, woreda and kebele authorities of Afar, Oromia and Ethiopian Somali regional states, community representatives, elders and other stakeholders from the park	Agreement on boundary of the park has been reached
Re-demarcation of AbijattaShalla Lakes NP	At different times	260 (including site level meetings)	EWCA directorates, regional, zonal, woreda and kebele authorities of Oromia regional state, community representatives, elders and other stakeholders from the park	Agreement on boundary of the park has been reached
Re-demarcation of KoftaShirraro NP	Two times	130 (including site level meetings)	EWCA directorates, regional, zonal, woreda and kebele authorities of Tigray regional state, community representatives, elders and other	Agreement on boundary of the park has been reached

			stakeholders from the park	
Re-demarcation of Awash NP	At different times	160 (including site level meetings)	EWCA directorates, regional, zonal, woreda and kebele authorities of Afar and Oromia regional states, community representatives, elders and other stakeholders from the park	Agreement on boundary of the park has been reached
Inter-ministerial meeting on legal gap of the wildlife sector and Wildlife marketing strategy	July 2013	22	Higher officials from MOCT, MOFED, EPA, parliament, NGOs, regional wildlife bureaus, UNDP, PM office etc.	Awareness on policy and legal issues and marketing strategy created
Marketing Event	July 2013	90	Higher officials from MOCT, MOFED, EPA, parliament, NGOs, regional wildlife bureaus, UNDP, PM office, Journalists, artists etc.	Awareness on wildlife resource and tourism potential created
Validation workshop of the Economic case study V1	June 2010	60	Higher officials from MOCT, MOFED, EPA, parliament, NGOs, regional wildlife bureaus, UNDP etc.	Awareness on value of protected areas created
Film on wildlife and challenges of PAs to Higher officials	Aug. 2013	20	Parliament members and MoFED	Awareness on challenges of the wildlife sector created
Developing and cascading wildlife strategic plan (BSC) 2 times	At different times	60	Regional wildlife bureaus, federal managed PA wardens, NGOs and all EWCA directorates	Five year wildlife strategic plan developed and adopted by PAs
Discussion on implementation of the resettlement plan of Gich village of Simien (2 times) in Bahirdar and Gondar	At different times	55	Regional and local authorities of Amahara regional state, community representatives and higher officials from MoCT	Agreement reached on responsibilities of each authorities
National taskforce regular meeting Addis Ababa	Nov. 2014	80	NGOs, 6 minister offices, regional wildlife bureaus and government enterprises	Members shared responsibilities to save PAs
Higher officials meeting on Nechisar state of affaires at Arba Minch	August 2014	20	Parliament members and MOCT	Parliament members agreed to play their part in saving the park
Discussion on saving Nechisar and Omo NPs Hawasa	Feb. 2016	40	Ormia, SNNPR regional authorities, sugar corporation	Responsibility on saving the park shared among the authorities
Higher officials meeting on Babilie state of affairs	August 2014	30	Parliament members, MOCT and regional authorities from Ethiopia Somali regional state	Parliament members agreed to play their part in saving the sanctuary
Regional consultative meetings (3 times) Hawassa, Jigjiga and Semera	At different times	180	Regional and zonal authorities of SNNPR, Afar, Oromia and Ethiopian Somali regional states	Awareness created, areas of cooperation identified, Afar regional state immediately banned charcoal selling
Discussion on revision of Bale management plan Bisheftu	Feb. 2016	25	FZS and EWCA management members	Draft management plan enriched

Revision as well as developing new proclamations and regulations (6times)	At different times	5 to 10 per event	Experts from MoEF, EWCA, MOCT, Ministry of Justice	Draft revised proclamation and regulations (Proclamation No. 541/2007 and Proclamation No. 575/2008 as well as Regulation No. 613/2009) and new trust proclamation prepared
Consultative meeting on the revised proclamation and regulations Addis Ababa	Dec. 2014	70	NGOs, regional wildlife bureaus, EWCA management, MoCT, Ministry of Justice, EPA, hunting companies, tour companies	Draft revised regulation and proclamation (Proclamation No. 541/2007 and Proclamation No. 575/2008 as well as Regulation No. 613/2009) and new trust proclamation enriched
Revising of seven utilization guidelines Adama	At different times	7	Experts from EWCA and MoCT	Seven wildlife utilization guidelines revised
Wardens annual conference (3times) Omo, Gambella, Simien	At different times	50 per event	Wardens of regional and federal PAs, EWCA management members	Wardens shared experience with each other
Celebrating women's day with a concept of gender and conservation (3times) Simien, Bale twice	At different times	150	EWCA female staff and female community members from PAs	Awareness on women's contribution to conservation created
Demarcation of Bejimiz and Maocomo (2 times) Aossosa	At different times	30	EWCA responsible directorates, tourism, agriculture and regional cabinets of Binishangul Gumuz, regional state	Agreement reached on establishment of the two PAs
Council of ministers meeting on regulations of PAs Addis Ababa	Jan. 2015	20	All ministers	Agreement reached on gazettelement of Seven PAs
Validation of best practice study Addis Ababa	Oct. 2015	23	EWCA management members	The best practice document enriched
Commemorating death of Aba Gada (traditional leader) of local community of Senkelle	Jan 2016	27	Journalists, staff from EWCA head office and Senkele	Contribution of the Aba Gada to Saving Swayne's Hartebeest recognized and made public
Celebrating the first	Mar.	80	Journalists, staff from PAs and head	Importance of the

implementation of bylaw issued by the Gada (traditional leader) of local community in Senkele	2016		office, Abagads of communities living around other PAs	bylaw recognized and experience shared
Discussion on the revised organizational structure of EWCA	Nov. 2015	38	PA wardens, EWCA management members	Draft organizational structure of EWCA enriched
<i>2. Trainings</i>				
Scouts training (7times)	At different times	900	Scouts from regional as well as federal PAs	Capacity of scouts built
Environmental friendly business development (5 times)	At different times	170	Community beneficiaries and women staff of PAs (Senkele, Nechisar, Hallaideghe, Awash, Simien)	Capacity of the association members built
Training of Trainers for scouts in South Africa for 42 days	Sept to Oct 2014	11	Scouts from 10 PAs	Capacity of scouts built and enabled to train their colleagues back to their PAs
Planning and monitoring	Nov. 2014	15	Planning experts of PAs	Capacity of experts built
Tourism marketing		36	Tourism experts of PAs	Capacity of experts built
Leadership	Jan. 2013	15	All directorates from EWCA	Capacity of directorates built
Biodiversity monitoring and human wildlife conflict		25	Biologists and ecologists from regional and federal PAs	Capacity of experts built
GIS and Remote Sensing (2times) by Addis Ababa university, on the job training and one abroad	At different times	37	Ecologists from PAs	Capacity of experts built
Human resource management	Dec. 2015	35	Wardens and HR from PAs	Capacity of experts built
Finance management and Procurement	Dec. 2015	85	Wardens and finance managers of PAs	Capacity of experts built
Community involvement and participation	Dec. 2015	40	Community wardens of PAs	Capacity of experts built
Wardens training in Tanzania	Dec. 2015	10	From seven federal and regional PAs	Capacity of wardens built
Problem animals control (6 times) Chebera, Gibe Sheleko, Awash	At different times	15	Experts and scouts	Capacity of experts and scouts built
Communication	Jan. 2015	20	EWCA PR staff	Capacity of experts

systems and public relation				built
Short term training on reducing illegal activity on wildlife	At different times	240	Law enforcing bodies of Gambella, Benishangul Gumuz, Tigray, Amhara and North Sudan	Participants gained skill on identification of wildlife and wildlife products and knowledge on problems of wildlife crime

11. Higher education opportunities

<i>Event</i>	<i>Beneficiaries</i>	<i>Explanation</i>
<i>1. Higher education</i>		
Diploma	6	
BA/BSc	3	
MA/MSc including two abroad	32	
PHD	1	
<i>2. Exposure visit abroad</i>		
Kenya	10	Exposure visit to higher officials
Kenya	11	Exposure visit to wildlife staff and partners
South Africa	10	Exposure visit to higher officials
Tanzania	5	Exposure visit and drawing lessons on scouts training to EWCA directorates
South Africa	5	Exposure visit and drawing lessons on scouts training to EWCA directorates
<i>3. Meetings abroad</i>		
Bangkok three times	12	To participate in an international meeting on CITES
USA, Japan and Germany (including one film maker and one artist)	3	To promote wildlife potential of Ethiopia
Japan	3	Experts training on community based tourism
Australia	1	Experts training on wildlife crime
USA	1	Experts training on tourism
South Africa (two times)	7	To participate in LCA meeting
Norway	3	Discussion on climate change
South Africa	1	AWCF meeting

12. Terms of reference of the Terminal evaluation

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the *Project title* (PIMS494)

The essentials of the project to be evaluated are as follows

PROJECT SUMMARY TABLE [SEE TEXT]

OBJECTIVE AND SCOPE

The project was designed to: The objective of the project is enabling frameworks and capacities for managing the system of protected areas that have biodiversity, ecosystem and ecological process conservation as a major objective will be in place. The goal of the project is 'Ethiopia's biodiversity, ecosystems and ecological processes are effectively safeguarded from human-induced pressures and adequately represented in a sustainable Protected Area System that is contributing significantly to economic development, both locally and nationally'. The project has five outcomes as follow: Outcome 1: Protected areas mainstreamed in the development framework of Ethiopia Outcome 2: Appropriate policy, regulatory and governance frameworks in place Outcome 3: Institutional arrangements and capacity for protected area planning and management emplaced Outcome 4: New protected area management options and partnerships piloted, and replicated through partnerships catalyzed across protected area estate and Outcome 5: Financial sustainability plan developed and demonstrated. The TE will cover all project implementation not only limited to the GEF funding.

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

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

EVALUATION APPROACH AND METHOD

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

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to major project sites, including the following project sites which will be agreed with EWCA. Interviews will be held with the following organizations and individuals at a minimum: UNDP Ethiopia Country office, Ministry of Culture and Tourism, Ethiopian Wildlife Conservation Authority, SDPA Project sites, park managers and beneficiary communities.

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

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in [Annex B](#) of this Terms of Reference.

EVALUATION CRITERIA & RATINGS

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

[see text]

PROJECT FINANCE / COFINANCE

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

MAINSTREAMING

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

IMPACT

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

CONCLUSIONS, RECOMMENDATIONS & LESSONS

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

IMPLEMENTATION ARRANGEMENTS

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

The principal responsibility for managing this evaluation resides with the UNDP Ethiopia Country Office(UNDP CO).The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

EVALUATION TIMEFRAME

The total duration of the evaluation will be 30 days starting March10, 2016.

Activity	Timing	Completion Date
Preparation	3 days	13, March , 2016
Evaluation Mission	15days	28, March, 2016
Draft Evaluation Report	10 days	2 April, 2016
Final Report	2 days	13 April , 2016

EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	13, March , 2016	Evaluator submits to UNDP CO
Presentation	Initial Findings	28, March,2016	To project management, UNDP CO
Draft Final Report	Full report, (per annexed template) with annexes	2, April, 2016	Sent to CO, reviewed by RTA, PCU, GEF OFPs
Final Report*	Revised report	13, April2016	Sent to CO for uploading to UNDP ERC.

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

TEAM COMPOSITION

The evaluation team will be composed of **1 international and 1 national consultant**. The consultants shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. The international consultant is the team leader and will be responsible for finalizing the report. The evaluators selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

The Team members must present the following qualifications:

- Minimum 10 years of relevant professional experience

- Minimum of MSc. In protected Area management, biodiversity, ecosystem, environment or any other related fields
- Knowledge of UNDP and GEF
- Previous experience with results-based monitoring and evaluation methodologies;
- Technical knowledge in the Protected Area Management
- Experience of working in Africa is desirable (for the International Consultant).

The national consultant **will work closely with the international consultant during the Terminal Evaluation Report preparation**. He will be engaged during the total evaluation exercise and production of the final terminal Evaluation which will be submitted to UNDP and the GEF. The national consultant will work together with the International Consultant, arrange meetings both in Addis Ababa and at the site level. Provided translation and other similar services for the successful report production.

EVALUATOR ETHICS

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

PAYMENT MODALITIES AND SPECIFICATIONS

(this payment schedule is indicative, to be filled in by the CO and UNDP GEF Technical Adviser based on their standard procurement procedures)

%	Milestone
10%	At submission and approval of inception report
40%	Following submission and approval of the 1ST draft terminal evaluation report
50%	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report

APPLICATION PROCESS

Applicants are requested to apply online (indicate the site, such as <http://jobs.undp.org>, etc.) by February 30, 2016. Individual consultants are invited to submit applications together with their CV for these positions. The application should contain a current and complete C.V. in English, with indication of the e-mail and phone contact. Shortlisted candidates will be requested to submit a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

ANNEX A: PROJECT LOGICAL FRAMEWORK

[see text]

ANNEX B: LIST OF DOCUMENTS TO BE REVIEWED BY THE EVALUATORS

1. GEF Project Information Form (PIF)
2. Project Document and Log Frame Analysis
3. Project Implementation Plan
4. Implementing/Executing Partner arrangements
5. List and contact of details of project staff, key project stakeholders, including Project Boards, and other partners to be consulted
6. Project sites, highlighting suggested visits
7. Mid Term Review and other relevant evaluations and assessment
8. Annual; Project Implementation Report (APR)
9. Project budget, broken out by outcomes and outputs
10. Project Tracking Tool
11. Financial data
12. Sample of project communications materials, i.e. press releases, brochures, documentaries etc.

UNDP Documents

1. Development Assistance Framework (UNDAF)
2. Country Programme Document (CPD)
3. UNDP Strategic Plan

GEF Documents

1. GEF focal area strategic program objectives

ANNEX C: EVALUATION QUESTIONS

(Note: This is a generic list, to be further detailed with more specific questions by CO and UNDP GEF Technical Adviser based on the particulars of the project. Refer to Annex 4 of the TE Guidance for a completed, sample evaluation criteria matrix)

This Evaluation Criteria Matrix must be fully completed/amended by the consultant and included in the TE inception report and as an Annex to the TE report.

[see text]

ANNEX D: RATING SCALES

<i>Ratings for Effectiveness, Efficiency, Overall Project Outcome Rating, M&E, IA & EA Execution</i>	<i>Sustainability ratings:</i>	<i>Relevance ratings</i>
6. Highly Satisfactory (HS): no shortcomings 5. Satisfactory (S): minor shortcomings 4. Moderately Satisfactory (MS): moderate shortcomings 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major shortcomings 1. Highly Unsatisfactory (HU): severe shortcomings	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	2. Relevant (R) 1. Not relevant (NR)
<i>Additional ratings where relevant:</i>		

Not Applicable (N/A) Unable to Assess (U/A)
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