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GEF - GLOBAL ENVIRONMENT FACILITY**

**TERMINAL EVALUATION REPORT
OF GEF PROJECT GF/2740-03-4645**



“SUPPORT FOR VTHWORLD PARKS CONGRESS, 2003”

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Acronyms and abbreviations

3IC	IUCN Innovation, Intergration, Information and Communication Initiative
APAI	African Protected Areas Initiative
APATF	African Protected Areas Trust Fund
BLFUW	Bundesministerium für Land und Forstwirtschaft Umwelt und Wasserwirtschaft, Austria
CBD	Convention on Biological diversity
CI	Conservation International
CIDA	Canadian International Development Agency
CoP	Conference of Parties
DGCS	Direzione Generale per la Cooperazione allo Sviluppo, Italy
GEF	Global Environment Facility
GTZ	Gesellschaft für Technische Zusammenarbeit, Germany
ICMM	International Council on Mining and Metals
InWEnt	Capacity Building International, Germany
IPC	International Planning Committee
ISC	International Steering Committee
IUCN	World Conservation Union
IT	Information Technology
MPA	Marine Protected Area
M&E	Monitoring & Evaluation
NOAA	National Oceanic and Atmospheric Administration, USA
NGO	Non-Government Organisation
OAPN	Organismo Autónomo De Parques Nacionales, Spain
OECD	Organisation for Economic Cooperation and Development
OPEC	Oil Producing and Exporting Countries
PA	Protected Area
PALNet	Protected Areas Learning Network
PoW	Programme of Work
PPA	Programme on Protected Areas
ProDoc	Project Document
SBSTTA	Subsidiary Body on Scientific, Technical and Technological Advice
TILCEPA	Theme on Indigenous and Local Communities, Equity and Protected Areas
TNC	The Nature Conservancy
UK	United Kingdom
UNEP	United Nations Environment Programme
UNESCO	United Nations Education, Science and Cultural Organisation
UNGA	United Nations General Assembly
USAID	United States Agency for International Development
USD	United States dollar
USDA	United States Department of Agriculture
WCC	World Conservation Congress
WCPA	World Commission on Protected Areas
WCMC	World Conservation Monitoring Centre
WPALF	World Protected Areas Leadership Forum
WPC	World Parks Congress
WRI	World Resources Institute
WWF	World Wide Fund for Nature

Executive Summary

Introduction

The World Parks Congress is a major global forum on protected areas, organised by the World Conservation Union and its members at 10-year intervals. The fifth WPC was convened in Durban, South Africa, in September 2003, and attracted around 2900 participants from 160 countries.

Support for the extensive preparatory programme, staging the conference and publishing and communicating the results was provided by a large number of donors, including the Global Environment Facility, which gave a grant of USD 1 million to IUCN in the form of a support project implemented by the United Nations Environment Program.

This report presents the findings of the independent evaluation of the UNEP-GEF support project to the Vth WPC completed in June 2005.

Evaluation results

The Vth World Parks Congress was a very successful gathering of large numbers of protected area and associated professionals from all regions of the world. It was a major organisational achievement by IUCN, its World Commission on Protected Areas, the Congress Secretariat and partner agencies, including the South African government and National Parks agency as the host. A busy schedule of Symposia, parallel Workshops, presentations and training short courses took place over 10 days in Durban. A substantial programme of preparatory review and planning meetings was held over the previous 2-3 years and was instrumental in shaping and drafting a large number of texts. These were further developed and endorsed in Durban and subsequently disseminated in the form of outputs from the Vth WPC.

The UNEP-GEF support was a significant contribution to the WPC. It was relevant and appropriate, given the shared objective of strengthening conservation programmes and protected area management world-wide, and the allocation of the GEF grant towards enhancing developing country participation in the Congress. The GEF support was the single largest grant to the event, matched by comparatively small donations from a large number of other donors. The GEF grant – and grants from another 50 donors – were required to be managed as discrete projects rather than as an integrated package of support to the whole initiative. Plans were not well-developed and reporting on progress from IUCN to UNEP tended to be lengthy but lacking precision. Administration was straightforward and the funds were spent in accordance with the planned budget.

Participation levels in Durban were impressively high, with around 2,900 people from many hundreds of organisations and 160 countries. However, country representation was skewed, with over half the delegates from just 10 countries, and cannot be considered an appropriate global forum fostering an adequate participatory process. The GEF support was aimed at enhancing developing country participation, and while 43% of participants were from 103 developing countries, it is not apparent how effectively these participants were supported and what specific benefits they gained.

An objective of the Vth WPC was to develop support for PAs from the industries that use natural resources. However, it remained largely a gathering of the PA professional community reviewing its business and developing its messages to send out to other sections of society. Few resource industry representatives were present and relatively little progress was made in convincing and enabling resource use industries to champion and support protected areas as an effective strategy for their own businesses.

Lessons

The Vth WPC and UNEP-GEF support project provide a number of lessons for the organisation of major programmes and events like the WPC. These include:

- the value of preparing an adequate overall plan and design with a reasonable degree of rigour;
- the inefficiencies of “co-financing” when individual donors require their support to be managed as discrete “projects” rather than simple contributions to an overall initiative;
- the significance of the WPC as a stage in a continuing programme rather than an isolated event;
- the importance of having a clear strategic programme plan to give shape to the Congress itself and provide a coherent context for the outputs generated; and
- the need to use the continuing programme as the means of limiting the size and complexity of future Congresses.

Recommendations:

1. A single more rigorous plan and logical framework should be prepared for the overall programme initiative. Each donor’s “project” including the GEF contribution should be specified within this overall framework, and planned and evaluated accordingly. The plans should be prepared early and kept up-to-date as live tools for planning and monitoring purposes.
2. It is important to incorporate an adequate evaluation tool into each technical publication, resource series and capacity building exercise. As a matter of course, the tool should involve the intended beneficiaries in deciding in advance the purpose and objectives of the product or exercise, in designing and carrying it out accordingly and in subsequently measuring whether it is effective.
3. Dedicated grants like the GEF contribution should be used to target and provide tailored packages of support to individual sponsored participants from particular developing countries. This supported engagement should be tracked through the Congress and beyond with specific follow-up activities.
4. It would be feasible and useful to be more rigorous in planning, organising and monitoring capacity development efforts associated with the WPC. These were valid and important outcomes for IUCN, UNEP and GEF, yet it is not known how relevant or effective they were.
5. Different approaches and fora will need to be developed in order to encourage and enable resource industries to make substantial progress towards using protected areas as an integral strategy for ecological sustainability.

Project assessment ratings

The following are the independent evaluation ratings for the GEF project Support for the Vth WPC:

Table 1. Rating of project activities

Category	Rating
(a) Achievement of objectives and planned results	S
(b) Attainment of outputs and activities	HS
(c) Cost effectiveness	S

(d) Impacts	MS
(e) Sustainability	MS
(f) Stakeholder participation	S
(g) Country ownership	MS
(h) Implementation approach	S
(i) Financial planning	S
(j) Replicability	MS
(k) Monitoring and evaluation	MS

Note: The UNEP rating system used is as follows:

HS = High Satisfactory
S = Satisfactory
MS = Moderately Satisfactory
MU = Moderately Unsatisfactory
U = Unsatisfactory
HU = Highly Unsatisfactory

Project Identifiers

The following are the project identifiers:

Project title: Support for World Parks Congress, September 8-17, 2003, Durban, South Africa.

Project number: GF / 2740 - 03 - AND PMS: GF/1040-03-

GEF Focal area: Biodiversity

Duration: 16 months plus 4 months extension

Location: South Africa and Gland

Executing agency: IUCN, World Conservation Union

Implementing agency: UNEP

Project cost: US 1 million GEF (\$ 7,208,000 total in project document)

Introduction

Background

1. The World Parks Congress (WPC) is the major global forum for people and organisations concerned with the establishment and management of Protected Areas as a tool for nature conservation. Since the first meeting in 1962, the Congress has been convened by the World Conservation Union, IUCN, at 10-yearly intervals.
2. The Vth WPC was held in Durban, South Africa, from 8 to 17 September, 2003. IUCN and its volunteer network of protected area experts, the World Commission on Protected Areas (WCPA), established a WPC Secretariat and managed the event, through three major phases of pre-Congress, the Congress itself and post-Congress. Nearly 3,000 people participated in the Congress meetings in Durban.
3. The project “Support for the Vth World Park Congress” (GF/2740-03-4645) provided financial support for particular aspects of the Congress from the Global Environment Facility (GEF) to IUCN via the United Nations Environment Programme (UNEP) as Implementing Agency.
4. This report presents the findings of an evaluation of the UNEP-GEF support project conducted in the period April-June 2005 by an independent consultant under the guidance of the UNEP Evaluation and Oversight Unit and in consultation with the IUCN WPC Secretariat. The Terms of Reference for the evaluation form ANNEX I to this report.

Evaluation objectives and scope

5. The evaluation is a ‘terminal project evaluation’, aimed at reviewing the design and implementation of the GEF WPC support project and assessing its performance, outputs and impacts achieved against what was planned and the risks that were identified. The evaluation uses the project document and performance indicators to appraise the relevance, effectiveness and efficiency of the activities implemented and the results and outcomes obtained.
6. The evaluation gives particular consideration to the specific objectives and results of the GEF support project as a contribution to the overall Congress event and programme. It addresses also questions of ownership, participation, costs, co-financing and sustainability of the initiative.
7. Lessons are drawn from the evaluation to guide future strategies and further strengthen the enabling environment, networks and capacity for developing and managing protected areas.

Evaluation methodology

8. The evaluation was conducted primarily as a desk review of the plans, reports, published outputs and other documents that were available. This was supplemented by specific enquiries to the officers responsible for the WPC and the GEF project within IUCN and UNEP.
9. A significant feature of the management of the Vth WPC by IUCN was a thorough approach to monitoring and evaluation (M&E). The Congress Secretariat organised a number of surveys, reviews and evaluations during the course of the Congress gathering and in its aftermath. These are listed in Table 2. This evaluation was able to examine the findings and draw on the conclusions from the Universalia survey and other ‘in-house’ reviews.

Table 2. Surveys, reviews and evaluations of the Vth WPC

- | |
|---|
| <ul style="list-style-type: none">• Evaluation of the World Parks Congress – by IUCN and Universalia Management Group. Draft Report dated February 2004• Delegate Survey – by Machlis et al. Draft Report dated February 2005• IUCN staff internal debriefings to identify lessons learned and recommendations for future Congress planning• Evaluation of the GEF WPC support Project – prepared by IUCN WPC Secretariat. Report dated April 2005 |
|---|

Limitations of the evaluation

10. The following limitations were noted during the course of the evaluation:
- (a) The evaluator did not participate in the Durban meeting nor interview directly a sample of Congress participants. Consequently, the evaluation was conducted as a review of the many activity and progress reports, written outputs and surveys and assessments prepared by others, rather than a direct evaluation of the qualities of particular Congress activities.
 - (b) Management of the Vth WPC was an especially-complicated business because of the large number of donors who had given cash grants and in-kind support to particular aspects of the Congress. Many of the donors, including UNEP-GEF, had required discrete project plans and budgets to be prepared as the administrative vehicle for their donations. IUCN's WPC Secretariat was required to balance around 60 contracted inputs against the diverse array of activity and output costs. It was not feasible, nor would it have been cost-effective, for this evaluation to track the expenditure of the GEF support grant through the reported activities towards the planned outputs.
 - (c) The time available for the evaluation precluded carrying out a direct survey of a meaningful sample of Congress participants or a detailed assessment of post-Congress impacts. These would have been valuable given the lack of information on the critical question of the Congress' efficacy in fostering durable and extended impacts.

Evaluation of the Project

Project objectives and preparation

11. The objectives for the Congress as a whole are stated as follows, in IUCN's WPC planning documents, notably the WPC Staging Plan (February 2000) and WPC Business Plan (November 2001).

Primary Aim:

To review the global status of protected areas, assess the critical issues facing them and map out directions and actions for the next decade and beyond.

Objectives:

1. to review and learn from protected area gains and setbacks of the past 10 years;
 2. to build a more diverse and effective constituency for protected areas, redefining and reinforcing their relevance in the 21st Century;
 3. to integrate protected areas into the broader economic, social and environmental agenda;
 4. to provide a technical focus for professionals working on protected areas to exchange ideas and learn from each other; and
 5. to take the opportunity to focus on African protected area issues and recommend action.
12. The 2000 Staging Plan prepared for the Congress is a substantial document with detailed descriptions of planned activities, organisational arrangements and required inputs. However the lack of measurable substantive objectives and clear indicators is a deficiency in the plan, which reduces its value for managing and evaluating the effectiveness of the Congress and the quality of outcomes achieved. The plan does not include the device of a logical framework, nor make clear the hierarchical links intended between particular activities, outputs and outcomes. In addition, it would have been useful for the Plan to have anticipated and addressed the issue of individual donor agencies wishing to support selected elements of the Congress, rather than signing on as close partners in the whole initiative. It is not apparent that later versions of the February 2000 Plan were prepared as planning and preparatory work proceeded, agreements were confirmed and decisions made, even following the postponement of the Congress from September 2002 to September 2003.
13. For the purpose of securing GEF support to the Vth WPC, a separate Project Brief was submitted to GEF in late 2002 and a GEF Project Document was prepared in early 2003 as the formal basis of agreement between IUCN as executants and UNEP as Implementing Agency. The project document outlines the overall purpose of the WPC and the specific objectives of the project, in the following terms:

“ ... the objectives of the project are to support the participation of developing countries in the Parks Congress, through a variety of mechanisms including:

- *Convening of regional and national meetings*

- *Preparation of case studies*
- *Preparation of exhibits*
- *Training on information technology*
- *Forming a network of protected area managers*
- *Supporting participants from developing countries to participate in the Congress.*

“ Project outcomes....:

1. *Enhancing human capacity to manage protected areas*
 2. *Enhancing an enabling environment for protected areas at the national level*
 3. *Enhancing an enabling environment at the global level*
 4. *Enhancing financial mechanisms for increasing support for protected areas.*
14. The objective for the GEF project was to provide support in particular for developing country participation in the Congress process of review, learning and action planning for PAs. This focus is relevant and appropriate for GEF support to the Congress through the UNEP implementation mechanism.
 15. The project document does not provide a clear plan or specifications for the support project. It does not provide straightforward lists of the activities to be supported by the project or discrete outputs to be generated, as contributions towards particular outcomes, objectives and the overall goal of the Congress. The concerns for this evaluation are as follows:
 - The GEF project was not planned as simply an integral part of the overall Congress with common middle-level and high-level objectives.
 - the Project Summary in the project document is not a complete “logical framework” and thus is of limited value for planning, monitoring and evaluation.
 - the hierarchy of Objectives, Outcomes, Core support elements, Activities, Mechanisms and Input costs is confused and not rigorously developed.
 - while the first part of the Summary specifies the particular objective or purpose of the GEF project, the remainder of the plan is not specifically for this project, but rather covers the initiative of convening the Vth WPC as a whole: the four “project outcomes” seem to be an alternative version of the five overall Congress objectives (noted above); the four outcomes are not apparently subsidiary or contributing specifically to the project objective; for example, none is concerned specifically with developing countries.
 - there is no specification of the particular activities to be supported or outputs to be produced through this project; the lists of project Activities and “Core support elements” (which should be the same but are not) are also for the whole Congress initiative.
 - the Indicators in the Summary are not well-developed and it is not clear how they might be measured; many are not suitable or useful as indicators; there are no indicators devised for the main project objective or subsidiary “mechanisms”.
 - the project budget is only an outline of allocations to 4-5 large sets of line items.
 16. ANNEX II is an extract from the project document showing the main sections of the project framework (Summary) specifying Objectives, Outcomes and Indicators. For the purposes of this evaluation, the framework has been re-formatted in an attempt to create a clear structure.
 17. The GEF project document was prepared less than 12 months ahead of the main Congress gathering. There is no indication whether GEF or UNEP as its Implementing Agency had pre-programmed support for the Vth WPC into their own longer-term strategic planning or scheduling. The project preparation was done late in the Congress planning process, considering especially the important emphasis placed on supporting developing countries’ participation and preparations in the lead-up to the Congress. This cannot have allowed adequate time for the preparatory meetings to have been prepared for, staged and reported on, and at the least it meant that preparatory activities earmarked for GEF support could only go ahead if funds were re-deployed from other sources. Neither agency appears to have revised or adapted the document during implementation.

Implementation of project activities

18. This section reviews and discusses Activities carried out and Outputs achieved under the auspices of the Vth WPC as a whole.

Planning from Caracas to Durban

19. The Vth WPC was planned to some extent over the whole period since the previous WPC, held in Caracas in 1992. In 1997, five years after Caracas, a review of the status of PAs and the challenges to be faced in the 21st Century was conducted at an IUCN WCPA Symposium in Albany, Western Australia. This meeting prepared an action plan towards the Vth WPC. The plan was progressively developed through the WCPA Steering Committee and members, and at a series of international and regional meetings, notably those of the World Heritage Committee, the Conferences of Parties (CoP) to the Convention on Biological Diversity (CBD), IUCN's World Conservation Congress in 2000 and the World Summit on Sustainable Development in 2002.

Pre-Congress Activities

20. A substantial amount of preparatory work was carried out in the 3-4 years prior to the Durban Congress.

1999

- IUCN's Programme on Protected Areas (PPA) formed the WPC organising secretariat, with the Head of PPA nominated as Secretary General for the WPC.
- An IUCN Member, the New South Wales government's National Parks & Wildlife Service, seconded a senior staff member to work at IUCN headquarters in Gland as full-time Executive Officer for the Vth WPC.

2000

- The WPC International Planning Committee (IPC) was established and met regularly, becoming the International Steering Committee (ISC) in 2001.
- Vth Congress host country, South Africa, established a National Planning Committee which became the National Steering Committee.
- The WPC Staging Plan introduced the purpose, themes, objectives and programme for the Vth Congress.
- IUCN, WCPA and the United States National Park Service established a World Protected Areas Leadership Forum (WPALF) of around 30 of the world's leading PA agency directors. The group met annually in the lead up to the WPC, promoting the Congress, mobilising support from PA agencies, and apparently played a major role in shaping the WPC programme and outputs.

2001

- The WPC Business Plan was prepared, outlining an overall budget for the Congress, a fundraising strategy and communications strategy.

2002

- IUCN Secretariat established an internal executive level Secretariat Committee to oversee implementation of the Vth Congress.

2003

- Regional and thematic meetings and workshops were convened. According to WPC Secretariat's estimates, more than 100 preparatory meetings were organised in the 5 years leading to the WPC. 10 of these – listed in ANNEX III – were supported with the GEF project funds.
- Case studies and exhibits were prepared in advance.
- Considerable preparatory drafting work on the intended outputs and other publications to be presented or launched at the Congress was carried out through sub-contracts to individual experts and institutions including especially the IUCN Commissions and members.

Congress event

21. The Vth World Parks Congress was convened in Durban from 8-17 September 2003. Nearly 3,000 people from 160 countries participated in the meetings. To manage the event, the Secretariat mobilised a team of over 200 IUCN global secretariat staff, and the South African government provided over 70 staff & volunteers. As with

the preparatory activities, there was a heavy reliance on voluntary inputs and support through IUCN's network of Members and Commissions and several partner organisations.

22. An impressive schedule of activities was held over the ten-day gathering. For this evaluation, a summary record of the entire programme was prepared and reviewed, based on the IUCN draft record of Proceedings in October 2004, and is attached as ANNEX IV for reference. An outline of the Congress programme is given in Box 1.

Box 1. in a nutshell... the Vth World Parks Congress – Durban Programme

8-17 September 2003

- *Plenary Sessions* during the opening and concluding days of the meeting
- four *Symposia* in two concurrent sessions during the first part of the Congress
- seven *Workshop Streams* operating in parallel over the central three days
- discussions on three *Cross-Cutting Themes*
- two days for *Field Trips*
- ten *Short Course* training exercises
- a WPC *Exhibition*
- numerous *Special Events*, side meetings, receptions and performances

Post-Congress

23. In the year following the Congress, the WPC Secretariat, WCPA and sub-contracted experts and Workshop convenors organised the completion, editing, publication and circulation of the many written outputs. At the same time, administrative and financial reporting and dissemination of Congress messages continued. The linked WPC and WCPA Web sites were maintained and developed. The electronic Repository of Congress publications was built up substantially as material was completed. Exhibition materials from the WPC were displayed at the IUCN 3rd WCC and the 7th CoP of the CBD, both held in 2004.
24. IUCN conducted a series of staff debriefings to capture lessons and recommendations for the organisation of future Congresses and other events. An external review of all IUCN Commissions was carried out in May 2004 and included an assessment of WCPA in relation to the Vth WPC. WCPA undertook to devise more effective means of monitoring and recording the longer and broader impacts of WPCs, beyond the immediate outputs and outcomes. The PPA and WCPA produced a new draft Business Plan in April 2005 and are to prepare a new Strategic Plan.
25. A number of avenues were used to deliver Congress outputs beyond Durban in global arenas:
- October 2003 – IUCN representatives addressed the 2nd Committee of the United Nations General Assembly (UNGA).
 - October 2003 – IUCN's permanent observer to the UN addressed the UNGA during the session on environment and development, and Delegates to the Assembly were provided with copies of the Durban Accord, Action Plan and Message to the CBD.
 - November 2003 – the SBSTTA held in Montreal was provided with Congress briefings on 'Mobile people and Conservation' and 'Governance of PA's'.
 - The 19th meeting of the Global Biodiversity Forum included a workshop on Poverty and Livelihoods organized by the Theme on Indigenous and Local Communities, Equity and Protected Areas (TILCEPA).
 - In November 2003 and through 2004, IUCN WCPA Steering Committee and members incorporated the findings and directions from the WPC in their review of WCPA strategy and planning for the IUCN Inter-sessional Programme, 2005-2008.
 - February 2004 – CoP7 to the CBD was held in Kuala Lumpur. The substantial Message from the WPC recommended a series of actions to the CoP and individual Parties, aimed at enhancing the contribution of PAs to the CBD's objectives. Guided by this Message, 188 governments at the CoP agreed to a substantial Programme of Work for protected areas under the auspices of the CBD.

- November 2004 – The IUCN World Conservation Congress in Bangkok prepared and endorsed the new Inter-sessional Programme, including the WPC-developed agenda for PAs. A number of recommendations from the WPC were the basis for 34 Members’ Motions on PAs which were passed at the WCC.
26. The WPC also stimulated numerous follow-up actions in particular regions, countries and themes, designed to pick up recommendations and maintain the momentum from the Congress:
- October 2003 – The second annual general meeting of the China Council for International Cooperation on Environment and Development (CCICED) was advised that the Chinese government has already implemented some changes to PA management in response to discussions at the Vth WPC. IUCN will work with the Environmental Protection Administration of China to further strengthen PA management in the country.
 - December 2003 - IUCN and the Spanish Agency for International Cooperation organised a meeting of experts from Morocco, Algeria, Tunisia, Egypt, Jordan, Lebanon, Albania, Turkey, Bosnia and Herzegovina, Serbia, Mauritania and Montenegro to work towards promoting sustainable development in and around their protected areas.
 - December, 2003 – the 3rd Regional Conservation Forum held in Sri Lanka attracted 200 participants from East, South and South-East Asia. The agenda included sessions to apply the outcomes and learning from Durban.
 - 2004 – the World Protected Areas Leadership Forum met in Finland to develop future strategy for the world’s leading protected area management agencies.
 - 2004/5 – WCPA Australia-New Zealand conducted a strategic review of WPC outcomes and define priority actions for the region.
 - 2004/5 – the concept of a major African Protected Areas Initiative (APAI) was progressed through a series of consultative workshops and drafting of a proposal for a UNEP-GEF Medium-Size Project.
 - 2005 – an International Marine Protected Area Congress in Australia is scheduled to progress marine conservation action following the WPC.
27. Following the Congress, the IUCN Secretariat and PPA continued to develop new partnerships formed during the planning phase of the Congress. Examples include:
- Initiatives with the Italian Ministry of Foreign Affairs, including a comprehensive publication and assistance towards a global trans-boundary protected area network involving Peru, Bolivia, Peru, Zimbabwe, Botswana, Mozambique and South Africa.
 - PA financing opportunities with a number of aid agencies – Germany; the Netherlands; US State Department and the Swiss Development Corporation.
 - Follow up meetings with representatives of the extractive industries.
 - IUCN agreement with the International Centre for Integrated Mountain Development and two Italian organizations, on a joint project to develop a Decision Support System for the Himalayan Mountains.

Achievement of project objectives

28. As noted above, the GEF project document specified an overall objective of supporting the participation of developing countries, and four broad intended “outcomes”:
1. Enhancing human capacity to manage protected areas
 2. Enhancing an enabling environment for protected areas at the national level
 3. Enhancing an enabling environment at the global level
 4. Enhancing financial mechanisms for increasing support for protected areas.

Objective: Developing country participation

29. From registration data, 2,897 delegates from 160 countries attended the Congress. Of these, 1,258 (43% of delegates) were from 103 developing countries¹ (64% of the total). These figures are highly satisfactory in

¹ 2003 Organisation for Economic Cooperation and Development (OECD) listing

terms of achieving broad input and some degree of balanced representation. However, it is notable that attendance, and therefore perhaps discussion, was dominated by a small number of countries: over half the delegates (1,716) were from just 10 countries, whereas over half the countries (87) had only between 1-5 representatives and could not have contributed to the majority of sessions at the Congress.

30. It is not recorded whether or how particular countries were targeted to be encouraged or supported to send a representative. Those attending the Congress did so by selection and invitation as individuals, supposedly not as official delegates or representatives of particular agencies, groups or countries, although even the survey conducted by IUCN at the Congress referred to those attending as “Delegates”.
31. The GEF project document states that the countries to receive its assistance were the 26 developing countries that are members of IUCN. It is not clear whether this provision was applied nor how it was organised. All 26 developing country IUCN Members are recorded as being represented at the Congress but it is not clear whether the GEF funds were allocated to them. The original GEF budget included USD 82,800 for paying the travel and Congress registration costs of just 23 participants. The final revised budget shows a 75% increase in this cost item to USD145,000, which was virtually all spent. The final financial report on the GEF WPC project (May 2005) does not indicate how many or which Congress participants were sponsored.
32. Participation in the Congress process overall included the considerable contributions by many agencies and individuals to the series of more than 100 preparatory regional and thematic meetings convened by IUCN Members and partners in the five years prior to the Durban gathering. The 10 meetings to which the GEF project funds were allocated are listed in ANNEX III. The intention of the Congress organisers was a participatory process to gather inputs from all parts of the world, including developing countries, as spelt out in the GEF project document: “Local communities in developing countries around the world are involved in contributing their knowledge and experience through case studies and via participation in regional pre-Congress preparatory workshops. Each WPC workshop stream leader is responsible for ensuring these workshops take place, and that the information gathered there is fed back into the Congress itself, so that it becomes part of the proceedings” (Project Document, page 26). It is not possible for this evaluation to assess the extent to which this intention of broad participation was able to be met. No data were sighted on the objectives and achievements of these meetings nor on the participants.
33. Considerable work was done prior to September 2003, including at the regional and thematic meetings, on preparation of the significant range of Outputs planned for the Vth WPC. It is not clear to what extent the objective of developing country participation was able to be achieved in this process. The IUCN evaluation report includes a number of comments which indicate that developing country participants may feel relatively little ‘ownership’ of many of the Congress Outputs: “The development of the WPC Outputs suffered from a late start and a lack of involvement of regional and national offices” (Finding 74); “lack of adequate opportunity for input, debate and discussion on the Outputs was noted (by respondents) as a major weakness, as well as the perception that the Outputs preparation process was ‘precooked’” (p.70); “many participants commented on the visible lack of political and socio-economic representatives, who directly or indirectly, hold considerable influence over the use and relevance of Congress Outputs.” (p.85).
34. In view of their significance to the formulation and development of the Congress and its outputs, it would have been valuable to make explicit the strategy underlying the 100 preparatory meetings – their objectives, scheduling, choice of subject matter, participant selection, data inputs, discussion process and recording and distribution of outputs. To an extent, these important aspects have been lost sight of in the process of convening and reporting on the Durban meetings.

Outcome 1. Enhancing human capacity to manage protected areas

35. The entire Durban programme of presentations, exhibits, workshops, discussions and drafting work was designed to be informative and educational for the 2,900 participants. In addition, 10 Short Courses were organised to take place during the two days of Field Trips. These were attended by a total of 208 participants, and provided training in governance, managing for ecological integrity, business planning, economic evaluation, conservation finance tools, human-wildlife interactions, PA systems planning, and participatory communication.
36. Judging by the surveys conducted during and immediately after the meeting and the outputs produced, a considerable amount of training and learning took place through the Congress. The Congress report also records that “The training courses associated with the workshop streams were well received and perceived by

participants to be well organized, interesting and relevant to their work.” It is clear also that the great majority of participants were employed in protected areas management fields, indicating that the Congress reached an important and influential audience.

37. It is not possible to evaluate the achievement of this outcome with any precision. The Indicators of success used in the plan (refer ANNEX II) were met, but are too open-ended or vague to be of much use. The enhancement of capacity achieved through the “WPC training sessions” was not measured. The effectiveness of the individual short courses was not evaluated, and it should be noted that they were attended by only 7% of Congress participants.
38. The particular purpose of the GEF support project was to train PA managers from developing countries, with specific mention made of training in information technology (IT). It is not clear exactly how many PA managers from developing countries took part in particular training exercises, nor how effective this proved. IUCN’s evaluation report to UNEP-GEF records that 42% of Congress participants were from developing countries. The Delegate survey conducted in Durban records that a high percentage of respondents were middle and senior managers – over 60% had over 10 years experience working in protected areas. The composition of the 208 participants in the 10 Short Courses is not apparent.
39. The main avenue of IT training was at the PALNet demonstration, which was not specifically evaluated. Activities at the site included hands-on training and development of specific tools linked to the individual workshop streams; and demonstrations of software and information systems used by PA agencies and other practitioners from around the world.

Outcome 2. Enhancing an enabling environment for protected areas at the national level

40. The Congress was to pursue this objective by reviewing the pressing issues for PAs world-wide; providing decision-makers and PA managers with useful tools, information and a supportive learning network; and by promoting and securing commitments from government and community leaders to support PAs.
41. The following range of important achievements of the Congress overall indicates the sizeable success of the Vth WPC in advocating and facilitating relevant actions by nations to improve their PA systems:
 - The Vth WPC attracted officials and leaders from governments, civil society and business from 160 countries, including 96 high level national & other decision-makers.
 - The state of PAs and critical issues affecting their effective establishment and management were reviewed and discussed.
 - The 2003 United Nations List of Protected Areas and 2005 World Database on Protected Areas were compiled and published, providing national planners and leaders with an up-to-date scorecard on their countries’ PA profiles.
 - 32 substantial Recommendations developed from the Congress workshop process included many of relevance to national decision-makers and managers.
 - The Durban Action Plan for protected areas work was prepared and disseminated.
 - A substantial Message delivered to the CoP7 of the CBD led to the adoption of a major PA Programme of Work under the CBD by 188 national governments.
 - A series of substantial guide-books and manuals was published on a wide range of pertinent topics;
 - Compilation of the compendium on “Managing PAs in the 21st Century” was progressed.
 - Announcements were made at the Congress by 4 national governments² to establish 158,000 sq. kms of new PAs
 - Commitments were announced to donate an additional USD 35m to PAs work.....
 - The PALNet networking & learning tool for PA managers was demonstrated and reviewed at the Congress. The concept and model were endorsed and the decision taken to raise sufficient additional funding to develop the facility further.
42. The Congress process compiled current knowledge and generated a set of improved tools which should assist all stakeholders to work more effectively and efficiently on PAs. However, the effectiveness of these results

² Brazil, Madagascar, Mozambique and South Africa.

and outputs in bringing about lasting impacts on PA systems in individual countries cannot be evaluated at this time. It would be valuable to monitor this longer-term and on-the-ground process.

43. It seems likely that the Congress will have had little direct impact on getting “PAs on the political agenda of state and provincial governments”, although it is not known whether this project indicator has been measured; it is not readily measurable. The overall Congress process does not seem to have provided or been used as a systematic mechanism for individual countries to focus on their PA systems, review the issues each is facing, share this knowledge with regional neighbours and globally, contribute to the development of improved tools, and use these to strengthen domestic conservation strategies. The GEF project does not seem to have been used to facilitate such a process in its target beneficiaries, developing countries.

Outcome 3. Enhancing an enabling environment at the global level

44. The third outcome was concerned with building and maintaining the profile of Protected Areas in the international arena. The Congress was intended to provide a forum to review, report and celebrate the wealth and achievements of PAs at the beginning of the new Century; and to formulate and promote a vision and global agenda for further development and strengthening of PAs.
45. Although the effectiveness and real impacts of staging the Congress are difficult to measure and evaluate, the Vth WPC can be considered highly successful in providing a global stage for protected areas world-wide, their values, potential and issues to be tackled. The evaluation notes in particular the following achievements towards this outcome:
 - The Vth WPC was the largest global gathering of protected area experts, supported by all of the major international agencies working in environment and conservation.
 - The Congress provided a unique reference point in the international calendar, conveying a unified global assessment and vision for protected areas as a key conservation strategy for the planet.
 - The 2003 United Nations List of Protected Areas and 2005 World Database on Protected Areas, released at the Congress, provide up-to-date global stocktaking on PAs.
 - A busy programme of information dissemination was maintained, using the IUCN – WCPA and Congress Websites and public media, throughout all three stages of the Congress.
 - The Congress plenary issued The Durban Accord as a celebration of the world’s PAs, an outline of prevailing issues, a call for commitment and action, and a pledge by participants to facilitate understanding and collaboration.
 - The Durban Action Plan presents a range of critical challenges to the international community, to use and strengthen PAs to conserve biodiversity globally and achieve sustainable development of natural resources; to support the rights of indigenous peoples, mobile peoples and local communities; to empower and gain support from all constituencies.
 - The Congress compiled a substantial set of detailed Recommendations, many addressed to the international community. They formed the basis for 34 Motions related to protected areas at IUCN’s 2004 WCC.
 - Many of the more specific outputs from Congress sessions are of global relevance, including Scenario planning on global conditions for PAs; a World Heritage Marine Strategy; Management Effectiveness guidance for MPAs.
 - The Message from the WPC to the CBD led to the adoption of a major Programme of Work on Protected Areas under the Convention.
 - The conclusions, recommendations and action plans from the Vth WPC were used directly to prepare a 4-year strategic plan for IUCN’s Programme on Protected Areas (PPA) and the World Commission on Protected Areas (WCPA). This process was also integrated with development of IUCN’s Intersessional Programme, which guides the activities of IUCN’s Members, Commissions and Secretariat.
 - The Durban Action Plan, CBD Programme of Work on Protected Areas and IUCN Intersessional Programme for 2005-2008 were endorsed at the 2004 World Conservation Congress as IUCN’s future agenda for protected areas.

Outcome 4. Enhancing financial mechanisms for increasing support for protected areas

46. The fourth intended outcome of the Vth WPC was to stimulate additional support for PA work. The GEF project planned to contribute to three particular strategies: forming alliances between PA programmes and other resource sectors; securing new initiatives for PAs in Africa; and organising increased long-term financing for PAs.
47. *Conservation alliances and financing:* Some progress appears to have been made through the Congress in drawing other sectors into protected areas and conservation work. There was an announcement in the lead up to the Congress by the International Council on Mining and Metals (ICMM) that its members – 15 major mining companies – would respect World Heritage properties and would work with IUCN towards recognising other categories of PAs as ‘off-limits’ to mining. A similar pledge was made by the multinational company BP. There were extensive discussions at the Congress on the ICMM-IUCN “dialogue” and the prospect for constructive involvement of the mining industry in protected areas.
48. There was also considerable discussion in workshops about tourism in relation to PAs, and some tangible results in the form of sustainable tourism agreements negotiated between IUCN and a number of tourism operations. A partnership was announced between UNEP, the World Tourism Organisation and IUCN to publish a handbook on ‘Sustainable Tourism & Ecotourism Policy Implementation Guidelines’.
49. The Vth WPC included Workshop Streams on Sustainable Finance and Building Support, which organised highly dynamic and productive processes focussed on these issues. The range of important results achieved, which should contribute towards the goal of conservation and protected areas being broadly-supported, mainstream economic activities, include the following:
 - The Workshops collated an impressive array of case studies and lessons from participants’ experiences around the world and produced guidance and tools on approaches and mechanisms that work effectively.
 - The Congress provided a showcase for the work of the Conservation Finance Alliance, an ad hoc group of agencies concerned with sustainable financing for PAs, that will continue and be developed further following the Congress.
 - A concept was developed for a 10 year multi-stakeholder global initiative.
50. *African PA initiatives and financing:* The Durban Congress was seen as a special opportunity to focus on the particular issues and needs for biodiversity conservation and PAs to be addressed by governments and communities across Africa. This was achieved to a considerable extent, as indicated by the numbers and range of participants from African nations and the attention given to African cases studies and experiences in the Workshop Streams. The Congress was the catalyst for the Assembly of the African Union to approve the revised and up-dated African Convention on the Conservation of Nature and Natural Resources in July 2003. IUCN provided technical assistance throughout the revision process, and is recognised by the African Union in the Resolution adopting the Convention.
51. However, less progress was made on particular new initiatives than had been hoped for by IUCN. A concept for a pan-African PA Initiative (APAI) was given a high-profile launch at the Congress but remains in a developmental stage at the time of this evaluation. Similarly, a major Trust Fund for African PAs (APATF) was conceived in the lead-up to the Congress, but has not yet been organised. The Congress called upon the international community to support the capitalization of the Fund. It is not clear whether the extra funds raised for the Durban Congress have been placed in a trust account for African programmes.

Project management

52. As noted above under project preparation, GEF financial support was provided to the Vth WPC as a separate project, executed by IUCN with UNEP as Implementing Agency. The project document and budget were written by IUCN and UNEP upon request of the GEF, in order to secure the USD 1 million grant and provide a sound mechanism for its administration.
53. Institutional arrangements between GEF, UNEP and IUCN appear to have been straightforward and worked efficiently. UNEP’s role was limited to administering the grant and receiving quarterly and semi-annual financial and technical progress reports. Good liaison and communications were maintained on a regular basis between the individual officers responsible in UNEP and IUCN. Administratively, this was a simple grant aid

project in which 80% of the funds were disbursed to IUCN directly at the beginning of the project and accounted for in arrears. The balance following adjustments was transferred at the end of the project period.

54. The project was organised late in the pre-Congress period and so was of relatively short duration, running from 9 months prior to the event in Durban to roughly 16 months post-Congress. There is no indication of adaptive management of the project specifications by IUCN or UNEP, such as changes to the project plan, apart from an extension of 4 months to allow completion and revising line item allocations in the budget. The project document and summary budget provided the only plans for the support activity and, as noted above, were not well developed; a more developed logical framework, work plan and budget would have enabled monitoring, supervision and evaluation to have been more rigorous.
55. The WPC Secretariat provided detailed narrative reports on the activities carried out and results achieved during the project period. It is not clear that these reports were used by UNEP or IUCN as a whole to provide feedback to the Congress Secretariat and strengthen delivery of the project. It would have been more effective to have refined the plan for the WPC as a whole and for the support project nested within it, and to have made more use of the plans in monitoring progress and adjusting delivery. This would also have enabled reports to have been more succinct, which would have particularly valuable in managing an event of the size and complexity of the WPC. From the quarterly progress reports that were provided to UNEP, the main conclusion that can be drawn is that the Vth WPC was large, complicated and very busy with activities. The reports do not give a clear indication whether the main Congress and its many subsidiary events were planned and conducted as effectively as they might have been.

Stakeholder participation

56. Broad stakeholder participation was of crucial importance to the WPC. It was intended primarily as a “global forum” drawing in representation from all of the many sectors of society who are directly interested in one way or the other in the business of Protected Areas. This evaluation considers that it was a major success of the Vth WPC’s organisers to have achieved the range and depth of participation that it did, exemplified by the presence of many of the major international and regional inter-governmental agencies; all the major international conservation NGOs; large numbers of staff and senior managers of PA agencies; people of 160 nationalities including government officials, indigenous and mobile peoples’ representatives, the private sector, conservation scientists, academics and educators. Participation extended to support, attendance and diverse collaborations before, during and following the Durban Congress itself.
57. IUCN itself has an unusual constitution comprising Members, which include State governments, government agencies and non-government organisations; a substantial global executive Secretariat; a college of Commissions which serve as technical drivers and organisers; and a world-wide corps of 10,000 expert Commission members who provide voluntary service and advice. This membership generates an enormous capacity for the organisation to reach out to a specialist global audience and to draw in a wide array of participants to the cause of conservation.
58. The summary participation data indicates that the Vth WPC was almost exclusively a gathering of people who are committed stakeholders in the cause of strengthening and extending PAs and PA systems as key components of nature conservation programmes and systems. Deliberate efforts were made to draw in a wider constituency of people from around the world, including on one hand, those who could provide greater support for PAs and, on the other, those who could derive greater use of and benefits from PAs. These efforts were only moderately successful; the results of the Delegate Survey suggest that fewer than 4% of Congress participants were not employed in protected areas work.
59. A major function of the Vth Congress organisation was to extend the benefits of participation to people and political entities beyond the Congress. This was done effectively through communication of the Congress proceedings and findings to a global audience and dissemination of the many outputs to a diverse range of target fora and communities. Extended delivery of the WPC’s proposals and recommendations, messages and tools beyond the Congress was carried out in many ways – by the plenary, by thematic and sectoral groups and by individual participants and observers, through various communications and programming mechanisms – and using the range of substantial outputs that were produced.
60. A feature of participation in the WPC is that individuals attending the congress are not official delegates or representatives of their organisation, government or business; they are nominated or invited or applied as individuals. This gives the Congress a particular authority as the collective voice of conservationists and their

associates, especially when nearly 3,000 individuals are involved. However, it means also that the Congress-goers are not in a position to make decisions other than as an ad hoc gathering of individuals, and are limited to sending proposals and recommendations to bodies which do have decision-making powers.

61. In this regard, one aspect that could be strengthened is for the WPC and the broader process of which it is a major part to be more closely integrated with the rest of IUCN programming. A key question is whether there is adequate justification for the separate staging of the World Parks Congress – in 2003 – and the World Conservation Congresses – in 2000 and 2004. There are opportunities and would be advantages in integrating them or in organising them in a more complementary manner.
62. A larger but related issue is the need to achieve greater linkages between the programmes of work organised by the many organisations concerned with conservation and development work, many of which are IUCN Members, and participated in the Vth WPC. The impression gained is that the preparatory process and the Congress itself could have been more systematically inclusive of the full range of efforts under way and planned in each thematic area and each geographic region or country. This is the purpose of the participatory approach. For example, following the Vth WPC, it could and should be much more readily apparent what each of the international stakeholders is doing and intends to do with respect to protected areas.

Financial management

63. The GEF support to the Vth WPC was in the form of a USD1 million grant to IUCN and the WPC Secretariat, administered by UNEP. Financial management consisted of lump-sum transfers of project funds from UNEP to an IUCN dedicated WPC account, and disbursements from IUCN WPC Secretariat to a range of activity sub-contractors. Sub-contractors accounted for their expenditures and reported to the Secretariat. Financial reports detailing funds received and disbursements to sub-contractors were provided each quarter by the Secretariat to UNEP. Financial management responsibilities were borne by the UNEP DGEF Task Manager, the IUCN WPC Fund Manager and the individual managers of sub-contracts.

Overall income and expenditure

64. The GEF grant was administered by UNEP and IUCN as a discrete project within the context of the overall Vth WPC initiative. A summary of the final financial report from IUCN to UNEP (dated April 2005) is attached as ANNEX V. It shows the following (figures in USD):

• Total GEF support budget (original and revised forms)	1,000,000.
• Total funds received	900,000.
• Expenditure	983,830.
• Outstanding commitments	6,723.
• Cash balance	- 90,552.
65. Financial management of the grant appears to have been straightforward and efficient. An independent financial audit was conducted in April 2005 and no issues were raised with this evaluation. However, it is noted that details of expenditure provided by IUCN to UNEP (and to this evaluation) were limited to consolidated data on the downstream disbursements made by IUCN, rather than either data on individual disbursements made or data on actual expenditure incurred by sub-contractors. No information was provided on the entities to whom sub-contracts were made, nor their performance. The financial reporting meant that UNEP had little or no ability to supervise financial management and initiate any corrections considered necessary. It would have been preferable for more detailed reports to have been compiled by the WPC Secretariat and provided to IUCN and UNEP, particularly for those line items that must have entailed a variety of sub-contracts to a number of other organisations or individuals.
66. For more detailed reporting to have been meaningful and useful, it would have been necessary first to have planned and agreed a more detailed budget than the summary Inputs Budget provided in the Project Document, which is also reproduced in ANNEX V. (Some additional details may have been provided by the Budget in UNEP format which formed Annex VI to the Project Document but which was not attached to the copy sighted for this evaluation.)

Co-financing

67. The GEF support to the Vth WPC was managed as though it was a separate project, with 100% of the funding provided by GEF. The project plan comprises only those activities to be funded from the GEF grant budget, and the financial reports from IUCN to UNEP (and to this evaluation) account only for the expenditure of the GEF grant, and not the money raised from other sources.
68. Despite these discrete arrangements, an important issue for the GEF is for the project proponent to secure co-financing for the activity. IUCN and the Congress organisers were successful in raising funds for the staging of the Vth WPC overall. The Congress Business Plan called for raising USD 6 million in cash and in-kind donations, in order (a) to stage a full Congress and (b) to establish a PA Trust Fund and a post-Congress PA Programme of Work in Africa. IUCN, the WPC Secretariat and partners undertook substantial promotion activities and negotiations with potential donors from 2001 to 2003 and were successful in raising over USD 6 million in cash and an estimated USD 2.5 million equivalent in in-kind support.
69. The fund-raising plan, targets set and financial support achieved are detailed in ANNEX VI.a and summarised in Box 3., drawn from IUCN's WPC Business Plan of November 2001 and IUCN WPC reports.

Box 3. Summary of Vth WPC Fundraising Targets and Achievements

		US\$ millions
Original overall Business Plan targets for international fundraising:		
• to stage a minimal Congress	2.475	
• to stage a full Congress		4.952
• to establish a PA Trust Fund and African PoW	1.000	
	<u>Total</u>	<u>5.952</u>
• Cash fund-raising target		5.172
• Registrations		0.480
• In-kind gifts		0.300
	<u>Total</u>	<u>5.952</u>
WPC International Revenue		
• Cash funds raised	6.025	
• cost recovery from Registrations etc.	0.750	
• In-kind gifts received		2.500
	<u>Total</u>	<u>9.275</u>

70. The USD 6.025 million cash raised by IUCN included the GEF support grant of USD 1.0 million, plus grants from 57 other donor sources, as listed in ANNEX VI.b. It is of some concern that the GEF grant was by far the largest; more than twice the amount of any other grant and 11 times larger than the average grant, which was just USD 88,000. The GEF contribution could be considered excessive, both on the grounds of its disproportionate size compared to other donors and in view of the fund-raising target for the Congress being exceeded even without the GEF grant.
71. These funds are all described as co-financing, although they are for different elements of the Vth WPC, rather than for the GEF support project. An awkward feature of the funds raised for the Congress is that many of them, including the GEF grant, were earmarked for and, ostensibly, spent on specific activities, pre-, during or post-Congress. This presented the WPC organisers with a complicated and futile task of juggling the evolving plans and costs of numerous activities with individual grants sought and received.
72. ANNEX VI indicates the fundraising targets for and donations received from each of the main category of donors. The summary breakdown of these figures is shown below, and indicates the varying degrees of success in securing donations from particular sources. It is notable that the Vth WPC was supported by governments to a much greater extent than had been planned (73% received compared to 41% planned), and received much less support from the private sector than had been anticipated (2% rather than 19%).

Table 3. Summary Fundraising Target and Receipts from Donors

Category of Donor	% of Total Funds	
	Targets	Receipts
Governments, bilateral and multilateral agencies	22	28
Government Parks agencies	19	45
Foundations, USA and other	27	19
Corporate Sponsorships	19	2
IUCN Members, NGOs	10	4
IUCN Commissions	3	0
IUCN special funds	<u>0</u>	<u>2</u>
	100	100

73. It is also interesting to examine the geographic breakdown of the larger-than-expected financial support from government sources. The data in ANNEX VI.b indicates the dominance of European and North American government funding to the Vth WPC and the relative lack of support from Asian, Latin American and African governments. The governments of developed countries contributed a total of USD 3 million cash to the Congress, 50% of all cash donations, plus a further USD 1.37 million (23%) through multilateral agencies. The narrowness and skewed nature of this funding base for the “global forum” of the WPC should be of concern to IUCN and its international community partners.

Donations from Government Sources	USD	%
Government bilateral and PA agencies		
• European	1,565,254	36
• North American	1,301,500	30
• Australian	109,000	2
• Asian	54,200	1
• Latin American	0	0
• African	0	0
Multilateral agencies	<u>1,369,560</u>	<u>31</u>
Total	4,399,514	100

Impact and sustainability

Impact

74. The objectives that were set for the Congress – see Project objectives and preparation section above – indicate the types of impacts that might have been expected. These included in particular enhanced capacity of protected area managers and management agencies; improvements to the policies and practices governing PA establishment and management; increases in the numbers and coverage of PAs, and ultimately in the extent of protection of biodiversity and ecological services afforded by PAs; all achieved both globally and with a special emphasis on Africa.
75. It is reasonable to believe that the activities carried out successfully through the Congress – review of the status of PAs and the effectiveness of management; analysis of issues facing PA systems and managers; case studies of lessons learned; identification and demonstration of useful tools and mechanisms; and formulation of recommendations and action plans for future development and strengthening of PAs globally – did contribute towards such impacts.
76. However, most of the impacts sought were not explicitly planned nor monitored, and most lie beyond the Congress and the support project. Because this evaluation was conducted more than 18-months after the end of the main Congress gathering, it was possible to note some impacts subsequent to the event, such as the endorsement by CBD CoP7 of a significant PAs Programme of Work, influenced by the work and outputs of

the WPC. Unfortunately, generally, there has been no systematic tracking of impacts flowing from the Congress.

77. An important point here is that the Congress is a stage in a continuing programme organised by IUCN, the WCPA and a range of partners. It would be useful to evaluate the Congress and its impacts in the context of this programme, rather than as though it was a discrete project. This would mean identifying more rigorously the intended outcomes, targets and impacts of the programme overall, including the specific contributions of the Congress, and monitoring carefully and continually the impacts achieved in particular target situations. Following the Vth WPC, IUCN's PA Programme office and the WCPA have undertaken "to develop more effective processes to evaluate the impact of WPCs in the 10 year 'inter-sessional' periods between congresses." The recommendation from this evaluation is to approach this undertaking in the manner suggested above, i.e. to improve M&E primarily of "the inter-sessional programme" itself, and thus evaluate the Congress more simply as just an integral event in this programme.

Sustainability

78. One objective of GEF assistance is to stimulate the development of mechanisms that will continue to yield benefits after the assistance ends. A fundamental question is whether the Vth WPC assisted stakeholders to develop protected areas, programmes and systems that are sustainable. This was certainly a focus of the Congress. There were references to ensuring sustainability through many of the technical sessions, most notably the Workshop Stream "Building a Secure Financial Future: Finance & Resources". Discussions, case studies and action plans emphasised a variety of strategies and tools that could be used to make a PA or PA system more secure.
79. These sessions highlighted the inadequacy of current annual global expenditure on PAs (roughly USD 6.5 billion) compared to an estimate of USD 30 billion a year needed to run an effective global PA system, and stressed that "Diversification, innovation and creativity are absolutely essential... if the funding gap is going to be bridged." While the evaluation concludes that the GEF assistance to the Vth WPC was used reasonably effectively to help PA programmes progress towards sustainability, an outstanding concern is that "the gap" will not be bridged because of the nature of many of the strategies advocated. The main emphasis remains on increasing government support and overseas assistance for PAs, and less on resource users paying for nature conservation; private sector responsibilities; and self-financing PAs. Greater attention to the latter approaches will be needed to effectively integrate the conservation of nature or management of protected areas with mainstream economic activities in a country.
80. The more immediate question concerns the sustainability of the World Parks Congress. The Vth WPC was the largest ever, but was almost completely dependent on overseas aid funds from European and North American government sources, including the sizeable GEF grant, and there is no indication that alternative sources of financial support would be feasible for the next WPC. This funding pattern for a World Parks Congress does not seem appropriate or sustainable. Certainly IUCN and the WCPA will consider it important and worthwhile to stage future WPCs, but perhaps they should consider smaller and more "strategic" exercises, with greater cost-efficiency and cost-recovery, more closely integrated with continuing PA programmes.
81. The size and complexity of the Vth WPC reduced the effectiveness of many of its elements, and perhaps this provides another reason for a new approach. The Durban Congress demanded such a tremendous organisational effort that it tended to overshadow the long-term programme of conservation work and PA development. An indication of this is the inadequate development of the strategic objectives for the Congress, which should be drawn straight from the programme's objectives. A further consideration is that when Congress was planned there were thought to be 40,000 PAs world-wide, whereas at the time of the Congress, over 100,000 PAs were listed.
82. The strategy recommended is to strengthen the development and coordination of an international strategic programme for PAs – or preferably for all aspects of nature conservation including PAs – and to ensure that there are built-in continual processes of review and up-dated planning. IUCN and its partners should consider cost-efficiency and sustainability in their planning to determine the roles and best means of organising the PPA, the WCPA and facilities such as PALNet, as the context within which WPCs are held.

Risk Management

83. The GEF project document included a summary risk analysis, which identified the following three areas of risk:

- Failure to raise sufficient funds for all planned Congress activities.
 - Inability or unwillingness “(receptiveness) of the public sector to implement the policy recommendations developed” through the Congress.
 - Inability or unwillingness “(receptiveness) of the private sector to adapt and adhere to operating guidelines developed” through the Congress.
84. Fund-raising for the Vth WPC was successful as a result of the major effort made by the WPC Secretariat, IUCN and its partners. Total revenue was 50% higher than had been planned. Presumably this was more than enough for all planned activities to be carried out, although no overall accounting has been sighted, of all activities achieved, outputs produced and all costs incurred, against the overall Congress plan and budget. Some major initiatives that did not progress as far as had been hoped, such as a Trust Fund and enhanced programme for PAs across Africa, do not appear to have been hindered by insufficient funds being raised.
85. The Congress organisers endeavoured to address the risk that the public sector and private sector would not respond adequately to the Congress by involving representatives of these sectors in the Congress process and in the formulation and dissemination of the messages, recommendations and proposals from the Congress. It is not possible for this evaluation to gauge whether enough was done in this regard nor whether the public or private sectors have been sufficiently able and willing to respond to the Congress. No targets or measurable indicators of success were set for these outcomes, and there has been no monitoring of these types of results and impacts from the Congress.

Lessons

WPC Planning and Project Design

86. Project design was confused by treating the GEF support grant to the Congress as a discrete project, but by not preparing complete plans for either the project or the Congress overall. On one hand, the overall Congress plan was not well developed, lacking a rigorous logical framework, clear objectives, targets, indicators and risk management. On the other hand, it was not useful or effective for the support provided by each donor, including the GEF grant, to be treated as a discrete project with its own objectives. The lesson is that it would have enhanced the effectiveness of the Vth WPC if IUCN had developed a more rigorous design for staging the whole Congress, which could then have been used to frame subsidiary plans for specific components. These could have been supported by particular donors if they were not prepared to simply sign on as close partners in the whole initiative.
87. For those managing the Vth WPC and for this evaluation, it is only of limited relevance to focus on the immediate event of the Congress meetings in Durban in September 2003. In many ways, the essential core of the WPC was the series of parallel programmes organised by the convenors of the seven Workshop Streams over a substantial period before September 2003 and continuing beyond the Congress. These activities were highly significant to the development of the Congress and its outputs. An important lesson is that the strategy underlying the process should have been made explicit and the separate strands of preparatory activity should have been developed in a more integrated, coherent and transparent manner.
88. Risk management was not well developed. It is important not only to identify potential risks of different aspects of the project or overall Congress failing, but to build clear actions to address each risk into the plan for the initiative.

Co-financing for GEF and for the Vth WPC

89. Organisation of co-financing for the Congress could have been improved. More than 100 organisations provided direct support in cash or kind to the Congress. Many of these grants were earmarked to specific aspects of the Congress, and were required to be administered as discrete projects. The GEF project plan was prepared alongside an array of other “project plans” of various discrete shapes and sizes framing the agreements between IUCN and the 50-plus other donors. It must have been virtually impossible for IUCN and the Congress organisers to have managed this array of supporting projects. As noted by IUCN’s own Evaluation Report (April 2005): “The final portfolio of projects which generated funds revealed a great deal of variation reflecting donor interests in various aspects of PAs; different levels of funding; and varying degrees of specificity regarding the utilization of funds.” In reality this meant that IUCN secured the required funds to manage the Congress but was required to sign contract agreements with a dozen or more donors and at least go through the motions of implementing a diverse range of projects, each with variations on the same themes of

the Congress objectives, outputs and activities. During implementation, it seems highly unlikely that IUCN was able or willing to give sufficient attention to the specific details of each of the “donor projects” plans. More likely, each project plan was used at the beginning to negotiate the grant and then not again until the end, to prepare a report on what, ostensibly, had been done against what had been planned in each “donor project”.

Project implementation and management

90. The size and complexity of the Vth Congress reduced the effectiveness of the event in several respects. The multi-stranded process was too busy and pressurised, and generated too many Outputs, for which many participants felt little responsibility. The lesson is to organise a more systematic, integrated, transparent, reflective and participatory process, to produce a more refined and coherent set of outputs, in contrast to the several overlapping sets of proposals, plans and programmes that came from Durban.

Multi-stakeholder processes

91. The Vth WPC was primarily an ad hoc gathering of individuals with direct involvement in the management of protected areas but with no formal mandate. Messages were conveyed from the Congress to the wide range of stakeholders who influence the development and effectiveness of PAs in international, regional and national fora. A lesson from the WPC is that it is not an efficient process to separate deliberation and planning from decision-making and implementation to such an extent. Between reflection, resolution, decision and action, there are many opportunities for a message or recommendation to be diluted, misunderstood or lost. There would surely be advantages in reassessing the question of representation at the Congress. Each organisation “sending” an individual to the Congress could take the relatively small step of confirming that he or she has an official mandate to convey information about the organisation and its work to the Congress, and to receive and relay any general or specific messages from the Congress that concern the organisation.

The Global Environment Agenda and World Parks Congresses

92. As is abundantly clear from the Vth WPC, the business of PAs has grown enormously in size and complexity over the past decade. Yet it is also apparent that it needs much further development, in two directions – in extent, as the particular tool of PAs is adopted and applied by more and more jurisdictions; and in depth, as the tool is adapted and transformed in numerous ways and becomes truly integrated with all aspects of nature conservation, the sustainable use of natural resources and environmental protection. The lesson from the Vth Congress is that the WPC has outgrown its usefulness, and cannot simply be enlarged to cater for these development needs. The tail is wagging so boisterously that it is getting ahead of the dog. The function of the WPC should be played down; a more limited strategic purpose should be adopted. Attention should be transferred from the WPC to the development and coordination of a more coherent strategic framework of international assistance towards conservation and sustainable development. A global programme of work for PAs could be continued fully within this mainstream framework. In this scheme, WPCs would become part of the inbuilt continual processes of stock-taking, review and up-dated re-planning.

Conclusions and Recommendations

93. *Management of GEF support to the Congress:* Administration of the GEF support was straightforward and worked efficiently. It was a simple grant, 80% of which was disbursed to IUCN directly at the beginning of the project and accounted for in arrears. The project plan and budget were not developed in detail at any stage, which limited the ability of IUCN and UNEP to manage, supervise and evaluate the project with any rigour. Financial reports provided only consolidated expenditure data. Technical reports were lengthy narratives on activities carried out and results achieved, but were difficult to evaluate in the absence of a detailed plan. A more detailed plan and budget would have been useful to monitor progress and adapt management and delivery, and would also have enabled the effectiveness of the activity to be evaluated.

Recommendation: A single more rigorous plan and logical framework should be prepared for the overall programme initiative, and each donor’s “project”, including the GEF contribution, should be specified within the overall framework and planned and evaluated accordingly. The plans should be prepared early and kept up-to-date as live tools for planning and monitoring purposes.

94. *Rationale for GEF support:* GEF support for the World Parks Congress was relevant and appropriate, given the shared objective of strengthening conservation programmes and protected area management world-wide, and the allocation of the GEF grant towards enhancing developing country participation in the Congress.

95. *Technical programming:* The Vth WPC involved a series of substantial thematic and geographic review, reflection, discussion and strategic planning processes orchestrated over a five year period before, during and following the Durban meeting. Many hundreds of organisations and thousands of people in all regions of the world were engaged. An impressive schedule of activities was organised over the 10-day gathering in Durban and enjoyed by nearly 3,000 people from 160 countries. The Durban gathering provided the opportunity and framework for Stream convenors to organise a more intensive process of workshops, presentations, review, planning and drafting sessions, with a greater degree of cross-linkage and mingling of participants. The numbers of those who attended and the diversity of their backgrounds exceeded the expectations of the Congress organisers. Participants were motivated, inspired and informed by many aspects of the event.
96. *Evaluating effectiveness:* The Vth WPC was subjected to a number of evaluation surveys. These provide a valuable record and will facilitate the efficient organisation of future Congresses and similar events. The volumes of work and outputs achieved and the professional standards maintained through these processes are highly impressive. It is notable that IUCN, its Commissions and the Congress place high reliance on a limited range of types of mechanisms – especially text-based information and guiding materials – intended to develop capacity and influence protected area and other conservation policies and programmes. Clearly the quality and range of these resources are highly appreciated by conservation professionals. Yet their efficacy in producing improvements in practice is not known.
- Recommendation:** It is important to incorporate an adequate evaluation tool into each technical publication, resource series and capacity building exercise. As a matter of course, the tool should involve the intended beneficiaries in deciding in advance the purpose and objectives of the product or exercise, in designing and carrying it out accordingly and in subsequently measuring whether it is effective.
- Recommendation:** It would be feasible and useful to be more rigorous in planning, organising and monitoring capacity development efforts in association with the WPC. These were valid and important outcomes for IUCN, UNEP and GEF, yet it is not known how relevant or effective they were.
97. *Organisational effort:* The Vth WPC was a major organisational undertaking for IUCN, which required all of the substantial human resources that were mobilised, from IUCN headquarters and regional offices; the executives and members of the WCPA and other Commissions; numerous volunteers and staff from IUCN Member organisations; in addition to the Congress Secretariat and the South African government and National Parks agency.
98. The duration of the Vth WPC extended for longer than had been anticipated. An enormous amount of Congress work has been carried out in the 18 months since September 2003, and IUCN has had to extend its support structure. Many of the ideas, information, proposals and plans that were generated by the Congress have not yet been assimilated or further developed. As was intended, the Congress has set the agenda for the protected areas movement for years to come.
99. *Participation:* Participation levels at the Vth Congress were impressively high, with nearly 3,000 people from 160 countries, including an apparently satisfactory proportion (43%) from developing countries. However, when the large number of developing countries are taken into account, they were under-represented. The meeting was dominated by a small number of countries: over half the delegates were from just 10 countries; 5 national delegations had over 100 members; and 1 had nearly 500. In contrast, over half the countries had fewer than 5 representatives and 27 countries had a delegation of one. The highly skewed representation cannot be considered an appropriate global forum fostering an adequate participatory process.
100. *Developing Country Participants:* While GEF support was aimed at enhancing developing country participation, it is not apparent how effectively this was done. Any benefits to a particular developing country or individual sponsored participant are hidden beneath the summary statistics, which report that 43% of participants were from a total of 103 developing countries. No dis-aggregated data record appears to have been kept. A concern for the evaluation is that more could have been done to ensure that an individual developing country and its representative(s) did benefit from the Vth Congress, and that their priority needs were met as effectively as possible. The GEF grant could have been used to enable a number of specific countries to tailor the process to their own needs: focus on their conservation and PA systems and institutions, review the issues each is facing, and use the WPC to share this knowledge with regional neighbours and globally, contribute to the development of improved tools, and use these to strengthen domestic conservation strategies.

Recommendation: Dedicated grants like the GEF contribution should be used to target and provide tailored packages of support to individual sponsored participants from particular developing countries. Such supported engagement should be tracked through the Congress and beyond with specific follow-up activities.

101. *PA Learning Network:* PALNet is a proposed facility for PA managers to share and learn knowledge and experiences across a network. The proposal was boosted and its potential demonstrated at the Congress. It is not clear how PALNet would link with other conservation networking initiatives. In giving further consideration to the design of PALNet, and to the role and modus operandi of the WCPA (as recommended in the Congress Evaluation Report), IUCN and WCPA should ensure that PALNet is fully integrated with the WCPA and with other “knowledge networks” concerned with natural resource management or conservation that are in existence or under development by other groups.
102. *PAs and Resource Use Industries:* The Vth WPC was highly successful in providing a global stage for protected areas world-wide and developing plans and tools for future programmes. Nevertheless, the Congress could have done more to “mainstream PAs”, by convincing and enabling resource use industries to champion and support protected areas as an effective strategy for their own businesses. While protected areas can be of significant value for securing the productive base of all industries that use natural resources – agriculture, forestry, fisheries, mining, water storage and supply, and tourism – the Congress was largely a gathering of the PA professional community reviewing its business and developing its messages to send out to other sections of society. Few resource industry representatives were present. Only around 6% (170) of participants were from the private sector³. The Congress Stream on Sustainable Financing highlighted the great unrealised promise of conservation economics: an adequate global PA system would cost \$30 billion a year to run, but would generate economic benefits of \$38,000 billion a year in ecosystem services, a 1,000-fold return on investment (refer Congress publication. Building a Secure Financial Future : Finance & Resources. p.12). However, PA advocates have not adequately persuaded the private sector to make this investment nor governments to close the loop by enforcing the principle of natural resource users paying for nature conservation.

Recommendation: Different approaches and fora will need to be developed in order to encourage and enable resource industries to make substantial progress towards using protected areas as an integral strategy for ecological sustainability.

³ The Delegate survey records 5.3% of respondents (n=551) worked in the private sector; the Congress Evaluation reports 6% of questionnaire respondents were affiliated with the private sector.

ANNEXES

ANNEX I	Terms of Reference
ANNEX II	Extract from Project Document – Summary framework re-formatted
ANNEX III	Preparatory Meetings supported by GEF Grant
ANNEX IV	Programme of the V th World Parks Congress
ANNEX V	Summary Financial Report, GEF Support Project
ANNEX VI	a. Fund Raising Targets and Achievements
ANNEX VI	b. Cash Donations
ANNEX VII	Documentation Reviewed
ANNEX VIII	IUCN Comments and responses to the draft and final evaluation reports.

Terms of Reference

Terms of reference for Evaluation of the UNEP/DGEF MSP

"Support for World Park Congress, September 8-17, 2003, Durban, South Africa" Project Number GF/2740-03-4645

Under the guidance of the Chief of Evaluation and Oversight Unit (EOU) and in close cooperation with the Task Manager of the Project in the UNEP Division of GEF Coordination (UNEP/DGEF), the evaluator shall undertake a detailed review and desk evaluation of the project: Support for World Park Congress, September 8-17, 2003, Durban, South Africa GF/2740-03-4645. The evaluation shall be conducted by a consultant and EOU during the period between 25 April 2005 – 24 June 2005 (1 month spread over 8 weeks).

1. BACKGROUND

The WPC is the world's premier event for protected areas. Held once every 10 years, the Vth Congress was held in Durban, South Africa, from 8th to 17th September, 2003. The Congress brought together approximately 3000 protected area experts from all over the world, and involved key protected area stakeholder groups including local communities, indigenous peoples, NGO's, the private sector and governments of all levels. The Congress examined the challenges and opportunities facing protected areas in coming decades, with the goal of enhancing and securing the multiple values of the system of protected areas through the application of our best science, information and experience. The Congress explored and proposed new and innovative policies, strategies, and practices for adapting these areas to a world of rapid change.

The project mobilised GEF support for the Congress to be used specifically for supporting the participation of developing countries in the WPC, through a variety of mechanisms including convening of regional and national meetings, preparation of case studies, exhibits, training on information technology, and forming a network of protected area managers.

The activities of the project was to train park managers from developing countries, establish network for protected area managers, provide tools for managers and decision-makers, report on the state of the world's PAs, deliver global policy and recommendation on PAs, develop strategic alliances between PAs and other sectors, identify range of initiatives for PAs in Africa, and establish frameworks for financial legacies for PAs into the 21st Century, disseminate best practices in protected area management, opportunity to vigorously debate frontier PA issues, increase global awareness, and deliver specific guidance to the CBD on PAs.

Project duration was from May 2003 to January 2005.

The total budget was initially US \$ 7,208,000, with US\$ 1,000,000 (11%) funded by the GEF, and US\$ 6,208,000 in cofinancing. Cofinancing included US\$ 3,863,000 of cash and US\$ 2,345,000 in kind from about 34 participating and supporting organisations.

An overview of project outcomes targeted by the project is given in Annex I

2. LEGISLATIVE MANDATE

The rationale for the GEF's involvement is that the GEF has already invested tremendous resources into protected areas around the world. Some 671 protected areas in 106 countries, covering over 889 million hectares, receive GEF funding. As of June 2000, this included 185 enabling activities and clearing house mechanisms funded at a cost of \$46.62 million from the GEF.

The operational programme that it addresses is Operational Programme on Integrated Systems Management (OP 12); and the Biodiversity Strategic Priority No 1 'Catalyzing the Sustainability of Protected Area's.

3. OBJECTIVE AND SCOPE OF THE EVALUATION

The objective of this terminal evaluation is establish project impact (ref. objectives & outcomes), project performance, and review and evaluate the implementation of planned project activities and outputs against actual results. Furthermore, the evaluation should highlight lessons learned, both the positive as well as the negative, from the standpoint of the design and implementation of the project geared towards exploring and proposing new and innovative policies, strategies and practices for PA management to a world of rapid change. It should also evaluate the participation of developing countries in the WPC to enhance the enabling environment, networks and capacity for protected areas and its management.

The evaluator shall assess risk management based on the assumptions and risk identified in the project document.

The evaluator shall make recommendations on how to sustain and/or improve GEF support for similar global conservation fora and events. The evaluation should also identify how the outcomes of the WPC have been taken forward or been replicated in similar initiatives or the global PA programs and policies.

The scope of the evaluation is as specified in the "Global Environment Facility Guidelines for Implementing Agencies to conduct Terminal Evaluations, May 2003" to evaluate the activities supported by GEF through this project. The performance indicators provided in the project document should be used together with the evaluation parameters of appropriateness, effectiveness and efficiency, impact and sustainability. The sustainability assessment should address issues of financial sustainability, stakeholder ownership and institutional framework and governance.

The evaluation should also include a breakdown of final actual costs and co-financing for the project prepared in consultation with the relevant UNON/DGEF Fund Management Officer of the project (table attached in Annex 3 Financial Planning). The evaluator shall take particular note in paragraph 38 of the project document regarding the focus of the GEF grant while evaluating the project impact.

4. TERMS OF REFERENCE

At the objective level the evaluator shall:

- (a) Determine to what extent the project's objectives were met and planned results attained, taking into account the outcome and activity indicators listed in the original project document:
 - To what extent project has enhanced human capacity to manage protected areas;
 - To what extent the project has enhanced an enabling environment at the global level;
 - To what extent the project has enhanced financial mechanisms for increasing support for protected areas;

Establish how well the outcomes were achieved:

- (b) Determine the quality and usefulness of the WPC reporting, proceedings, policy documents, data and information systems, and use and quality of websites for dissemination of the results of the congress;
- (c) Assess the effectiveness of the pre-congress workshops, country contributions to WPC, and 10 regional case studies in the achievement of the Congress objectives and outcomes;
- (d) Assess the cost-effectiveness of the activities of the project which was funded by GEF and whether these activities achieved the goals and objectives within planned and/or reasonable time and budget.
- (e) Determine the level of participation of various stakeholder groups in the project (e.g. WCPA, community-based organisations and individuals, representation, developing country PA managers, national NGOs, scientific community, government environmental conservation institutions, policy and decision-makers);
- (f) Establish the 'training' uptake and follow-up in practice of lesson-learned, tools, methods, and sound PA practices generated by the WPC;
- (g) Assess the effectiveness of supervision and administrative and financial support provided by UNEP/ DGEF and GEF;
- (h) Assess whether the project was relevant for national development and environmental agendas and to international agreements such as CBD;
- (i) Review the adequacy of the developed M&E systems, tracking of data and reported results of the Monitoring and Evaluation Plan (Paragraph 51 project document) of the WPC and usefulness of the M&E system for project management – in particular with

regards to ensuring that the GEF project support contributed to adequate representation of participants from developing countries;

- (j) Review the implementation approach of the project and assess whether the project document and work plan were clear and realistic to enable effective and efficient implementation, whether the project was executed according to the plan and how well the management was able to adapt to changes during the life of the project to enable implementation. The evaluator should also establish how well the project had identified and managed its risks;
- (k) Review sustainability arrangements and follow-up of project activities and outputs including contributions to other international fora including such as the CBD, Convention on Climate Change the World Heritage Convention, and global network portals such as PALNET, AfricNet, and the COP7;
- (l) Determine whether this type of project or components of the project have potential for replication. The evaluator shall also identify any step taken towards replication taken within the framework of the project and assess the relevance and feasibility of these steps;
- (m) Identify problems encountered and lessons learned during project implementation;
- (n) Provide recommendations for the follow-up of the project and the design and execution of future similar projects which focus on identification and dissemination of best practices.

5. METHODOLOGY

The evaluation will be conducted by using a participatory approach where by the task manager and other relevant staff is kept informed and regularly consulted throughout the evaluation. The consultant will consult with the Task Manager Biodiversity of the Division of GEF Coordination, UNEP on any logistic and/or methodological issues to properly conduct the review in as independent way as possible given the circumstances and resources offered.

The findings of the evaluation will be based on:

- ◆ Phone interviews with the WPC programme secretariat (David Sheppard) and project management staff (Peter Shadie), N. McPherson (M&E), and others at IUCN headquarters Gland, Switzerland. As well as a teleconference with the Chair of International Steering Committee, Kenton Miller (also chair of WCPA) and others as appropriate.
- ◆ Desk review of the project documents, outputs, financial and monitoring reports (such as the quarterly and semi-annual reports to UNEP, and relevant correspondence; as well as the M&E report (“to be completed within 6 months after the Congress”));
- ◆ Desk review of all other relevant documents such as the IUCN evaluation report of WPC, WPC delegates’ survey undertaken during WPC, outputs of the strategic review conducted by IUCN/WCPA and other post-WPC strategic regional and national reviews;

- ◆ Desk review of reports of International Steering Committee with regards the selection and support for participants from developing countries;
- ◆ Phone interviews which may be combined with survey (by questionnaire) of a sample of trained PA Managers from developing countries on the level of ‘uptake and follow-up’ of methods, lessons and good PA management practices obtained at WPC;
- ◆ Phone interviews which may be combined with survey (by questionnaire) of a stratified sample of about 15 WPC participants selected from e.g. conservation NGOs - national and international, government staff of conservation departments, community organizations, and some policy makers/decision takers, to assess their benefit, uptake, and follow up in practice of the lessons, tools and policies developed at WPC;
- ◆ Desktop study and stakeholder interviews on operationalisation of policies and tools for enhanced enabling environment and financial support for PAs, particularly the ‘Endowment Fund for African Protected Areas’, recommitment to the 1968 ‘African Convention on Nature and Natural Resources’, and the strategic alliances & partnerships between PAs and economic sectors;
- ◆ Desk review of report(s), if available, on training PA managers in information technology before and during the congress;
- ◆ Desk review of a signed-off, publicly announced strategic alliances with global partners;
- ◆ Desk review of specific printed output including, but not restricted to, technical and scientific reports such as:
 - Reports on Pre-Congress preparatory workshops
 - WCPA & IUCN newsletters (dissemination of WPC outputs)
 - 10 regional case studies and >75 papers (for integration into 7 workshop themes and presentation at WPC, respectively)
 - report “Managing PAs in the 21st Century”
 - report ‘State of the World Parks’
 - Updated UN list of Global PAs
 - Policy document ‘Durban Accord’
 - support documents, discussions and promotion of Programme of Work on PAs for presentation at COP 7 CBD
 - ‘Best Practices and Recommended Guidelines’ outcome of WPC
 - Workshop Proceedings WPC

➤ Revised ‘African Convention on Nature and Natural Resources’ document

- ◆ Review of (a) PALNet portal (a.o. www.parksnet.org/palnet_english/presentation.htm) and AfricNet electronic communication links; and (b) WPC website (www.iucn.org/themes/wcpa/wpc2003/index.htm) at the conclusion of the Congress;

The success of project implementation will be rated on a scale of 1 to 6, with 1 being the highest rating and 6 being the lowest. The following items should be considered for rating purposes:

- Attainment of objectives and planned results
- Achievement of outputs and activities
- Cost-effectiveness
- Impact
- Sustainability
- Stakeholders participation
- Country ownership (Note: Due to the special nature of the project, the evaluator may consider not to rate this aspect (N/A))
- Implementation approach
- Financial planning
- Replicability
- Monitoring and Evaluation

Each of the items should be rated separately and then an overall rating given. The following rating system is to be applied:

- HS = High Satisfactory
- S = Satisfactory
- MS = Moderately Satisfactory
- MU = Moderately Unsatisfactory
- U = Unsatisfactory
- HU = Highly Unsatisfactory

6. EVALUATION REPORT FORMAT AND PROCEDURES

The evaluation report shall be a detailed report, written in English, of no more than 25 pages (excluding annexes) and include:

- i) An executive summary (no more than 3 pages)
- ii) Introduction and background
- iii) Scope, objective and methodology
- iv) Project Performance and Impact
- v) Conclusions and rating of project implementation success
- vi) Lessons learned
- vii) Recommendations
- viii) Annexes, if any, fully typed.

The contract will begin on 25th April 2005 and complete on 24th June 2005. The consultant will submit a draft report to EOU before 25th May 2005, with a copy to the Task Manager, DGEF for initial comments. Comments to the final draft report will be sent to the consultant by 8th June 2005 the latest after which the consultant will submit the final report no later than 24th June 2005.

The final report shall be written in English and submitted in electronic form in MS Word format and should be sent to the following persons:

Mr. Segbedzi Norgbey,
Chief, Evaluation and Oversight Unit
UNEP, P.O. Box 30552
Nairobi, Kenya
Tel.: (254-20) 624181
Fax: (254-20) 623158
Email: segbedzi.norgbey@unep.org

With a copy to:

Mr. Ahmed Djoghlaif, Director
UNEP/Division of GEF Coordination
P.O. Box 30552
Nairobi, Kenya
Tel: + 254-20-624166
Fax: + 254-20-624041/4042
Email: ahmed.djoghlaif@unep.org

Sheila Aggarwal-Khan
Acting Deputy Director
UNEP/Division of GEF Coordination
P.O. Box 30552
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Max Zieren
Task Manager Biodiversity
United Nations Environment Programme (UNEP)
Division of GEF Coordination (DGEF)
PO Box 30552
Nairobi, Kenya
Tel: 254 20 624795
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max.zieren@unep.org

The evaluation report will be printed in hard copy and published on the Evaluation and Oversight Unit's web-site www.unep.org/eou. Subsequently, the report will be sent to the GEFSEC for their review and inclusion on the GEF website.

7. RESOURCES AND SCHEDULE OF THE EVALUTION

In accordance with UNEP/GEF policy, all GEF projects are evaluated by an independent evaluator contracted by the EOU, and not associated with the implementation of the project. The evaluator should have the following minimal qualifications: (i) experience with project management and implementation and in particular with projects that generate policies/strategies, knowledge and information; (ii) expertise on PA management, NRM and global conservation fora, policies and programs; (iii) experience with project evaluation.

Important stakeholders will be interviewed by telephone and include:

- WPC Secretary General, David Sheppard (Head Programme on PAs)
- WPC Executive Officer, Peter Shadie, and Project Task Manager,
- N. McPherson, Monitoring and Evaluation, WPC
- Other IUCN staff of relevance to the WPC project
- Kenton Miller, Chair International Steering Committee;
- A stratified sample of approximately 15 WPC participants will be selected based on the WPC M&E Plan or other data list of participants, their institutional representation and contact details, as required for TOR no.(c) and (d);
- Any other key stakeholders, as required, related to TOR no.(e).

8. SCHEDULE OF PAYMENT

The evaluator will receive an initial payment of 40% of the total amount due upon signature of the contract. Final payment of 60% will be made upon satisfactory completion of work. The fee is payable under the individual SSAs of the evaluator and is NOT inclusive of all expenses such as travel, accommodation and incidental expenses. As there is no travel involved for conducting this evaluation, the consultant will be paid an extra US \$500 for communication and telephone expenses.

In case, the evaluator cannot provide the products in accordance with the TORs, the timeframe agreed, or his products are substandard, the payment to the evaluator could be withheld, until such a time the products are modified to meet UNEP's standard. In case the evaluator fails to submit a satisfactory final product to UNEP, the product prepared by the evaluator may not constitute the evaluation report.

7th April 2005

Annex 1

The principal project outcomes (and main activities & and/or output) targeted by the project are:

1. *Enhanced Human Capacity to Manage Protected Areas*

- **trained parks managers (200) from developing countries.**
-

- WPC training sessions including: plenary discussions; targeted workshops; interactive information technology training; cross-cut streams; symposia;

2. *Enhanced Enabling Environment for Protected Areas at the National Level*

- **A globally represented participation in WPC**
 - **established network for protected area managers;**
 - **enhanced commitment from leaders for better support to protected areas;**
 - **dissemination of best practices in protected area management;**
 - **provision of tools for managers & decision-makers.**
-

- **report ‘Managing PAs in the 21st Century’;**
- **new ‘UN Protected Areas List’**
- **report ‘State of the World Park’s**
- **PALNet and AfricNet electronic communication links established**

3. *Enhanced Enabling Environment for Protected Areas at the Global Level*

- **increase in global awareness PAs**
 - **global policy & recommendations on PAs;**
 - **Strategic Alliances between PAs and other economic sectors**
 - **dissemination of best practices in protected area management**
 - **identification of initiatives for PAs in Africa**
 - **deliverance specific guidance to the CBD on PAs via focus on COP7 in 2004**
-

- **Preparatory workshops (>75 workshops and >75 papers WPC) to obtain regional input and prepare 10 case studies to be presented at the WPC, and inclusion of this input into the WPC Programme**
- **Communication and promotion of Congress to stakeholders and beyond, via updating WPC website, IUCN & WCPA publications, list-servers, IUCN/WCPA expert network**
- **Solicitation of nominations, then selection of nominees by International Steering Committee, then sending of invitations to participate at WPC (approx. 500 participants from developing world)**
- **Adoption and dissemination of the ‘Durban Accord - 10 & 100 year vision for PAs’**
- **Agreement and global dissemination action plan: ‘Managing PAs in the 21st Century’;**
- **new ‘UN PA List’**
- **Report ‘State of the World Park’s**
- **Implementation of African Conservation Convention;**

- **Creation of PALNET/AfricNet**
- **Merging of outputs from WPC into other international fora including the CBD, Convention on Climate Change and the World Heritage Convention**
- **Pre-Congress development of Outcomes, including strategic alliances and publications**
- **Preparation and dissemination of WPC proceedings based on all input into the WPC from all participants**
- **Preparation of 'Programme of Action Pas' for review/adoption at the COP7 in February 2004**

4. Enhancing Financial Mechanisms for Increasing Support for Protected Areas

- **develop Strategic Alliances between protected areas and other sectors – ex. tourism, forestry, water supply, mining**
 - **identify a range of initiatives for protected areas in Africa, and establishing frameworks for financial legacies for them into the 21st Century**
-

- **Establishment of endowment fund for African PAs**
- **Revision and recommitment to the 1968 African Convention on Nature and Natural Resources**

Annex 2 |

Project Logical Framework

<p><i>Project rationale and objectives:</i></p> <p>The countries that are the subject of this project have committed themselves to the maintenance of 44,000 protected areas covering 10% of the world's surface.</p> <p>However, these areas are threatened by a variety of forces. The impact of human populations and their lifestyles and consumption patterns are accelerating changes in climate, fragmenting forests and other landscapes, and introducing alien species and diseases across all Ecoregions. Increasing demands for food, fibre and other commodities from the land and sea are placing pressures on remaining wildlands and the boundaries of existing protected areas.</p> <p>To prevent further damage to protected areas, maintain those we have and assist in creating new such areas, the WPC is a critical element. WPC acts to assess the sustainability of protected areas, and also sets a clear strategy for how to achieve this. WPC is the most authoritative international forum that brings together protected area practitioners, to exchange ideas and set goals for the next decade.</p> <p>The rationale for the GEF's involvement is that the GEF has already invested tremendous resources into protected areas around the world. Some 671 protected areas in 106 countries, covering over 889 million hectares, receive GEF funding. As of June 2000, this included 185 enabling activities and clearing house mechanisms funded at a cost of \$46.2 million from the GEF.</p> <p>The WPC will help to secure these areas, by bringing together global experts to devise a strategy and action plan for the future of protected areas. Thus, the WPC will help to ensure that the funds already invested by the GEF are most effectively utilized, and that the benefit from these funds is maximized.</p> <p>Further investment by the GEF towards protected areas through support of the WPC will:</p> <ol style="list-style-type: none">i. ensure that the GEF's original investments are used wisely (ex. Maintaining the ecological integrity of protected areas through the WPC Workshop on Management Effectiveness).ii. highlight the GEF's previous protected areas work on an international stageiii. provide a mechanism for analyzing and synthesizing the GEF's previous work, and integrating it into relevant international conventions. <p>Regarding the objectives of the project, the Vth World Parks Congress will examine the challenge and opportunities facing protected areas in coming decades.</p>	<p>Indicators:</p>
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<p>The goal is to secure the multiple values of the global system of protected areas through the application of our best science, information and experience. The Congress will explore and propose new and innovative policies, strategies, and practices for expanding the network of protected areas, and adapting them to a world of rapid change.</p> <p>Particularly, the objectives of this project are to support the participation of developing countries in the Parks Congress, through a variety of mechanisms including:</p> <ul style="list-style-type: none"> ! Convening of regional and national meetings ! Preparation of case studies ! Preparation of exhibits ! Training on information technology ! Forming a network of protected area managers ! Supporting participants from developing countries to participate in the Congress 	
<p><i>Project rationale and objectives:</i></p> <p><i>Enhancing human capacity to manage protected areas:</i></p> <ul style="list-style-type: none"> ! Trained parks managers from developing countries <p><i>Enhancing an enabling environment for protected areas at the national level:</i></p> <ul style="list-style-type: none"> ! Established network for protected area managers ! Dissemination of best practices in protected area management ! Commitment from leaders for better support to protected areas <p>! Opportunity to vigorously debate ‘frontier’ issues for PAs;</p> <p>! Provide tools for managers & decision-makers – ‘Managing PAs in the 21st Century’;</p> <p><i>Enhancing an enabling environment at the global level</i></p> <ul style="list-style-type: none"> ! Increase in global awareness – a ‘celebration’ of PAs at the beginning of the 21st Century’ ! Report on the state of the world’s PAs – a new and improved UN PA List; and a report on the ‘State of the World Parks’; ! Deliver global policy & recommendations on PAs; Deliver 10 & 100 year vision for PAs – The Durban Accord; ! Deliver specific guidance to the CBD on PAs – focus of COP7 in 2004; <p><i>Enhancing financial mechanisms for increasing support for protected areas</i></p> <ul style="list-style-type: none"> ! Develop Strategic Alliances between PAs and other sectors – ex. Tourism, forestry, water supply, mining ! Identify a range of initiatives for PAs in Africa, and establishing frameworks for financial legacies for PAs into the 21st Century 	<p>Indicators:</p> <p>As these are all concrete outcomes, their production is in itself an indicator of their successful delivery.</p> <ul style="list-style-type: none"> ! 200 managers trained <p>! PALNET and AfricNet electronic communication links established</p> <p>! UN List and ‘Managing Protected Areas’ manual published</p> <p>! Signed commitment via the Durban Accord</p> <p>! Agreement on action plan for way forward (‘Managing Protected Areas in the 21st Century’)</p> <p>! Inclusion in outputs such as the Durban Accord input from all stakeholders at the WPC</p> <p>! Global dissemination of “Managing Protected Areas”</p> <p>! PAs on political agenda of state and provincial governments</p> <p>! Global dissemination of the UN List and State of the Parks report</p> <p>! Global dissemination of the Durban Accord</p> <p>! Inclusion in COP 2004 of protected area issues</p> <p>! Signed alliances with these industries</p> <p>! Establishment of endowment fund for African PAs</p> <p>! Revision and recommitment to the 1968 African Convention on Nature and Natural Resources</p>

Annex 3. Financial Planning

Cofinancing

Co financing (Type/Source)	EA Financing (US\$)		Government (US\$)		Other* (US\$)		Total (US\$)		Total Disbursement (US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
	- Grants	650,000	326,000	1,000,000	2,692,060	3,522,000	3,006,604			5,172,000
- Loans/Concessional (compared to market rate)										
- Credits										
- Equity investments										
- In-kind support	300,000	2,500,000							300,000	2,500,000
- Other (*) registrations	480,000	750,000							480,000	750,000
Totals									5,952,000	9,274,664

* Other is referred to contributions mobilized for the project from other multilateral agencies, bilateral development cooperation agencies, NGOs, the

private sector and beneficiaries.

Extract from Project Document – Summary framework re-formatted

9. Project rationale and objectives:	Indicators:
<p>...</p> <p>The goal is to secure the multiple values of the global system of protected areas through the application of our best science, information and experience.</p> <p>Particularly, the objectives of this project are to support the participation of developing countries in the Parks Congress, through a variety of mechanisms including:</p> <ul style="list-style-type: none"> - Convening of regional and national meetings - Preparation of case studies - Preparation of exhibits - Training on information technology - Forming a network of protected area managers - Supporting participants from developing countries to participate in the WPC 	<p>-</p>

10. Project outcomes	Core support elements/ Activities	Activities	Indicators – for outcomes, outputs and activities
Enhancing human capacity to manage protected areas:	Trained parks managers from developing countries	WPC training sessions including: plenary discussions; targeted workshops; interactive information technology training; cross-cut streams; symposia	<ul style="list-style-type: none"> • 200 managers trained • All plenaries, workshops and other programme elements successfully conducted. • Positive feedback from participants. • Media coverage about protected area issues, as well as about the Congress itself.
Enhancing an enabling environment for protected areas at the national level:	Established network for protected area managers	Creation of PALNET/ AfricNet	<ul style="list-style-type: none"> • PALNET and AfricNet electronic communication links established • Protected area managers in all participating developing countries electronically linked
	Dissemination of best practices in protected area management	Preparation of WPC proceedings based on all input into the WPC from all participants	<ul style="list-style-type: none"> • UN List and “Managing Protected Areas” manual published • Production of outputs representative of and including input from all regions and stakeholders.
	Commitment from leaders for better support to protected areas	Dissemination of WPC proceedings to stakeholders and beyond	<ul style="list-style-type: none"> • Signed commitment via the Durban Accord • Agreement on action plan for way forward (“Managing Protected Areas in the 21st Century”) • PAs on political agenda of state and provincial governments

	Opportunity to vigorously debate 'frontier' issues for PAs	Regional reviews and processes; Preparatory workshops to obtain regional input and prepare case studies to be presented at the WPC, and inclusion of this input into the WPC Programme	<ul style="list-style-type: none"> • Inclusion in outputs such as the Durban Accord input from all stakeholders at the WPC • At least 75 pre-Congress workshops held • Workshops conducted in each geographic region • At least 75 papers to be presented at the WPC, based on this input
	Provide tools for managers & decision-makers	'Managing PAs in the 21st Century'	<ul style="list-style-type: none"> • Global dissemination of "Managing Protected Areas"
Enhancing an enabling environment at the global level	Increase in global awareness - a 'celebration' of PAs at the beginning of the 21 st Century	Communication and promotion of Congress to stakeholders and beyond, via website, IUCN publications, list-servers, IUCN expert network, etc.	<ul style="list-style-type: none"> • PAs on political agenda of state and provincial governments • Regular maintenance of WPC website, as well as contributions to IUCN general site • Regular publication of WCPA newsletter, WPC newsletter, and contributions to World Conservation • Regular dissemination of WPC and PA information to WCPA list-server • Media coverage prior to the WPC • Successful publication of planned output documents
		Achieve globally represented participation in WPC, achieved through solicitation of nominations, then selection of nominees by International Steering Committee, then sending of invitations to participate.	<ul style="list-style-type: none"> • Acceptance by all candidates invited to participate. • Broad range of nominations sent, including to all geographic regions; from developed and developing countries; male/female; parks professionals and other stakeholders; government, private, and non-profit organizations; youth. • Approximately 500 participants from developing countries
	Report on the state of the world's PAs	New and improved UN PA List Report on the 'State of the World Parks'	<ul style="list-style-type: none"> • Global dissemination of the UN List and State of the Parks report
	Deliver global policy & recommendations on PAs	Deliver 10 & 100 year vision for PAs - The Durban Accord	<ul style="list-style-type: none"> • Global dissemination of the Durban Accord
	Deliver specific guidance to the CBD on PAs – focus of COP7 in 2004	Merging of outputs from WPC into other international fora including the CBD, Convention on Climate Change and the World Heritage Convention	<ul style="list-style-type: none"> • Inclusion in COP 2004 of protected area issues • Successful inclusion into CBD and World Heritage Convention, of output and recommendations from WPC.
Enhancing financial mechanisms for increasing support for protected areas	Develop Strategic Alliances between PAs and other sectors	– ex. tourism, forestry, water supply, mining	<ul style="list-style-type: none"> • Signed alliances with these industries
	Identify a range of initiatives for PAs in Africa, and establishing frameworks for financial legacies for PAs into the 21st Century	implementation of African Conservation Convention	<ul style="list-style-type: none"> • Establishment of endowment fund for African PAs • Revision and recommitment to the 1968 African Convention on Nature and Natural Resources

Preparatory Meetings supported by GEF Grant

Name of Regional Meeting	Region/Theme	Date
TILCEPA Regional Meeting, India	Indigenous and Local Communities	24-29 January 2003
Building Broader Support Scenarios Meeting	Global	April 2003
South East Asia Regional Forum, Philippines	South East Asia	1-5 April 2003
East Africa Preparatory Materials for WPC	East African Region	From 1 June 2003
South Asia Regional Forum, Bangladesh	South Asia	19-21 June 2003
Central American Regional Forum	Central America	June 2003
Southern African Regional Forum	Southern Africa	16-17 July 2003
Sustainable Finance Workshop	Global	24 July 2003
Mobile Communities and Protected Areas	Indigenous and Local Communities	6-7 September 2003
Post-Congress Retreat, Bossey	Global	26-28 November 2003

Programme of the Vth World Parks Congress

This Annex summarises the main activities achieved by the participants during the Vth WPC in Durban, from 8-17 September 2003. The summary is based on the draft record of Proceedings prepared by IUCN in October 2004.

The Congress programme comprised *Plenary Sessions* during the opening and concluding days of the meeting; four *Symposia* in two concurrent sessions during the first part of the Congress; seven *Workshop Streams* operating in parallel over the central three days; discussions on four *Cross-Cutting Themes*; two days for *Field Trips* and for ten *Short Course* training exercises. A WPC *Exhibition* and numerous *Special Events*, side meetings, receptions and performances were staged throughout the 10-day gathering.

Plenary Sessions

Plenary sessions were used to introduce the broad themes and special focus issues of the Congress, and to conclude the gathering and endorse the major Congress outputs.

Benefits Beyond Boundaries – the central theme of the Vth WPC.

Briefing for Workshop Streams – the main technical work programme for the Congress.

Global Partners for Protected Areas – introduced the debate on relationships between protected areas and two major economic sectors of tourism and extractive industries.

Protected Areas in Africa – heard the views of African elders and heads of state, celebrated African protected area successes and announced new African conservation initiatives.

Special Plenary Session – briefed participants on the current status of the primary Congress outputs, namely the Durban Accord and the Durban Action Plan, the Message to the Convention on Biological Diversity and WPC Recommendations.

Symposia

Presentations and panel discussions by leading international speakers debated the most pressing issues for protected areas in the 21st Century.

A. *Benefits to People*

the many values of protected areas; how values are described and characterised; support for protected areas in the context of globalisation, poverty eradication, health, urbanisation, peace and security, and climate change.

B. *Managing with Change*

possible responses to the challenges to protected areas from global change.

C. *Communities and Parks*

the importance of local communities and indigenous peoples in conservation and the importance of governments working cooperatively with other stakeholders.

D. *Working at Scale*

protected areas within their broader land and seascapes.

Workshop Streams

Seven series of parallel workshops explored common issues faced by protected areas throughout the world. They discussed case studies and innovative approaches, and identified and developed tools to address the issues.

Each Stream prepared specific Recommendations to be delivered by the Congress as a whole, identified significant Emerging Issues, and contributed to the drafting of the main Congress statement, the Durban Accord, the Durban Action Plan for protected areas work in the coming decade, and a Message to the Convention on Biological Diversity. Some Streams were used to launch additional prepared plans and publications.

Workshop Stream

I. *Linkages in the Landscape and Seascape*

ecological, economic, institutional, and cultural linkages with protected areas; a ‘recipe book’ for integrating protected area–landscape/ seascape linkages into land-use planning; techniques for ensuring that these linkages support protected area designation objectives, human needs, and maintenance of ecological services.

Panel Ia:	Climate change and nature: adapting for the future
Panel Ib:	Linkages design and restoration
Panel Ic:	The role of communities in sustaining linkages in the landscape and seascape
Session Id:	Planning the linkages in the landscape
Session Ie:	Protecting landscapes and seascapes – IUCN Categories V and VI, World Heritage Cultural Landscapes and other designations
Session If:	The ‘Freshwater Issue’ – the role of protected areas in integrated catchments management
Session Ig:	Benefits of marine protected area networks for fisheries and endangered species: experiences and innovation in scaling up to build networks
Session Ih:	Creating coexistence between humans and wildlife
Session Ii:	The international game board
Session Ij:	Landscape/seascape planning and management strategies: biodiversity conservation, protected areas and resource extraction
Publication:	THE DURBAN LINK Strengthening Protected Areas: Ten Target Areas for Action in the Next Decade
Publication:	Linkages in Practice: A Review of their Conservation Value, by Graham Bennett

II. *Building Broader Support for Protected Areas*

building broader support among many different interest groups
agreement on a ten-year multi-stakeholder initiative to build broader support for protected areas, including action at global, regional, national and site levels.

Session IIa	Building cultural support for protected areas
Session IIb	Working with neighbours: protected areas and local and indigenous communities
Session IIc	Supporting protected areas in times of violent conflict
Session IIId	The urban imperative: urban outreach strategies for protected area agencies
Session IIe	Building support from ‘new constituencies’
Session IIIf	Building political support for protected areas
Session IIg	Communications as a means of building support for protected areas

III. *Governance of Protected Areas – New Ways of Working Together*

Plenary	Governance of protected areas: a topic whose time has come
Session IIIa	Protected areas: model examples
Session IIIb	International designations and global governance
Session IIIc	Protecting marine biodiversity beyond national jurisdiction
Session IIId	Customary law and governance
Session IIIe	Territories and resources conserved by indigenous and local communities – Community Conserved Areas
Session IIIf	Mobile peoples and conservation
Session IIIg	Transboundary protected areas
Session IIIh	Non-governmental organisations and protected area governance
Session IIIi	Private protected areas
Session IIIj	Globalisation and decentralisation: the role of legal frameworks
Session IIIk	Territories and resources conserved by indigenous and local communities in partnership with governments and other stakeholders – co-managed protected areas
Session IIIkC	Co-managed protected areas: from conflict to collaboration
Session IIIkD	Co-managed protected areas: social, institutional and environmental linkages
Session IIIl	Integrating MPA management with coastal and ocean governance
Session IIIm	The role of MPAs in sustainable fisheries
Session IIIn	Community empowerment for conservation
Session IIIo	Governance requirements of large-scale protected area structures and systems
Other outputs	a Private Protected Area Action Plan

<p>Establishment of the World Alliance of Mobile Indigenous Peoples to promote mobility as a strategy for conservation</p> <p>Executive Summary of the Ten-Year Strategy to Promote the Development of a Global Representative System of High-Seas Marine Protected Area Networks</p> <p>Proposal to expand the existing coalition on High Seas MPAs</p> <p>Draft principles and guidelines on 'Integrating Marine Protected Area Management with Coastal and Ocean Governance'</p>

IV. Developing the Capacity to Manage Protected Areas

Session IVa	Developing capacity for site-level planning, management and monitoring, including stakeholder participation
Session IVb	Systems level policy, legal, communication and participation instruments
Session IVc	Systems level planning, institutional strengthening and interinstitutional coordination
Session IVd	Human resources development and institutional management
Session IVe	Learning, skills development and training
Session IVg	Developing capacity through networks
Other outputs	recommendations regarding the proposed 'Protected Areas Learning Network' (PALNet)

V. Evaluating Management Effectiveness

Session Va	Meeting the needs of indigenous and local communities in management effectiveness evaluations
Session Vb	Learning from experiences in monitoring and evaluation of management effectiveness
Session Vc	Assessing operational, economic and social aspects of management
Session Vd	Management of protected areas in arid environments: constraints and prospects
Session Ve	Regional experiences in management effectiveness evaluation
Session Vf	Assessing ecological integrity
Session Vg	Evaluating management effectiveness in marine protected areas
Session Vh	Assessing the IUCN Protected Area Management Categories system
Session Vi	Threats to biodiversity and ecological integrity of protected areas from unsustainable hunting for subsistence and trade
Session Vj	Invasive alien species
Session Vk	Managing protected areas in the face of climate change
Session Vl	Protected area management standards and certification
Session Vm	Using evaluation for better management
Session Vn	Protected area category certification

VI. Building a Secure Financial Future

Session	Institutional arrangements for financing protected areas
Session IVa	Government structures for financing protected areas
Session IVb	Donor support for protected areas
Session IVc	Private sector investments
Session VI d	Trusts and endowment funds
Session VIe	World Heritage status appeal to donors: a tool to strengthen sustainable financing mechanisms
Session VIf	Building a complex portfolio to sustainably finance marine protected area networks
Session VIG	Role of communities in sustainable financing of protected areas
Session VIh	Marketing the ecosystem services of your park
Session VIi	Tourism-based revenue generation
Session VIi	Financial issues and tourism
Session VIj	Role of private sector partnerships in supporting protected areas
Session VIk	Forging effective partnerships with oil and gas companies for protected area conservation
Session VII	Conservation incentive agreements
Session VI m	Debt relief and conservation finance
Session VI n	Conservation finance capacity building programme
Session VI p	Business planning
Session VI r	Regional case studies

VII. Building Comprehensive Protected Area Systems

Plenary	3
Breakout	3
Subsessions	21

Cross-cutting Themes

Three cross-cutting themes were also followed and used to prepare specific Recommendations, identify Emerging Issues and contribute to the Durban Accord, Durban Action Plan, and the Message to the CBD.

Communities and Equity

Marine

World Heritage

	Indigenous Forum
	Community Park
Other outputs	Information package on World Heritage Convention/UNF partnership programme
	Several publications relating to World Heritage-related issues
	“World Heritage Convention: Effectiveness 1992–2002 and Lessons for Governance”. by Jim Thorsell
	World Heritage Centre special publication: “World Heritage at the Vth World Parks Congress”.

Congress Exhibition

95 exhibitors

many regional displays of approaches to PA issues

a ‘Community Kraal’ for indigenous and community people to discuss and share experiences on PA issues
the Protected Areas Learning Network (PALNet) demonstration centre, showcasing innovative information management for protected areas.

IUCN publications distribution and information centre

Republic of South Africa exhibit of PA achievements and challenges for the future

theatre stage, photographic exhibitions, poster spaces, delegate facilities, eating areas, and social spaces for delegates to network.

Special events and side meetings

28 ‘Special Events’, ceremonies, celebrations, performances, receptions, launches of new initiatives and publications

>100 side meetings on a diverse range of protected area issues.

Field trips

field trips took 800 Congress participants to four protected areas within KwaZulu-Natal.

Short courses

10 ‘Short courses’, held concurrently with the two days of field trips were attended by total of 208 participants
the courses provided training in governance, managing for ecological integrity, business planning, economic evaluation, conservation finance tools, human-wildlife interactions, PA systems planning, and participatory communication.

ANNEX V

Summary Financial Report, Final Evaluation

GEF Support Project to the Vth World Parks Congress

July 2003 to January 2005

figures in USD

Expenditure Item	Original Budget (ProDoc)	Revised budget	Expenditure 31.01.2005	Legal commitments	Balance of allocation
<i>Steering Committee travel</i>	90,000				
<i>Sub-contracts</i>	570,000				
2101 Regional case studies		70,000	74,315.67		-4,315.67
2102 "Managing PAs in the C21st"		30,000	24,151.25		5,848.75
2103 Durban Accord		31,000	30,886.07		113.93
2104 CBD PA PoW		57,000	63,056.13		-6,056.13
2105 Network of PA managers		39,000	42,094.96		-3,094.96
2106 Best practice guidelines		137,000	122,858.47		14,141.53
2107 Congress proceedings		115,000	108,036.30		6,963.70
2108 PA category system		20,000	19,550.19		449.81
3101 Preparatory regional workshops		120,000	119,318.32		681.68
<i>Training</i>	125,000				
3102 Training on info technology		39,000	38,652.88		347.12
3301 Sponsorship to attend Congress	82,800	145,000	144,861.47		138.53
<i>Miscellaneous</i>	132,200				
5201 Dissemination and publications		166,000	169,552.48		-3,552.48
5202 WPC website		25,000	26,495.49		-1,495.49
5203 Financial audit		6,000	0.00	6,722.69	-722.69
GRAND TOTALS	1,000,000	1,000,000	983,829.68	6,722.69	9,447.63

Cash statement in USD

Income received from UNEP June 2003	800,000.00
Income received from UNEP January 2005	100,000.00
Expenditure to 30.09.2003	-316,784.29
Expenditure to 31.12.2004	-210,698.86
Expenditure to 30.06.2004	-91,318.48
Expenditure to 30.09.2004	-57,482.90
Expenditure to 30.11.2004	-96,866.62
Adjustments	-6,763.96
Expenditure to 31.01.2005	-203,914.56
Cash balance at 31.01.2005	-83,829.68
Less legal commitments for project audit	-6,722.69
Final cash balance after commitments	-90,552.37

ANNEX VI**VI.a Fund Raising Targets and Achievements**

Target Source	Target (USD)	% of total	Achieved (USD)	% of total
Governments, bilateral and multilateral agencies	1,122,000	22	1,707,454	28
Government Parks agencies	1,000,000	19	2,692,060	45
Foundations, USA and other	1,400,000	27	1,156,000	19
Corporate Sponsorships	1,000,000	19	143,150	2
IUCN Members, NGOs	500,000	10	213,000	4
IUCN Commissions	150,000	3		0
IUCN special funds			113,000	2
Sub-Totals	5,172,000	100	6,024,664	100

GEF Support Project to IUCN Vth World Parks Congress

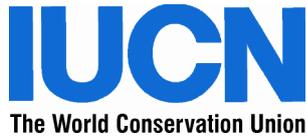
Registrations	480,000	750,000
Gifts-in-kind	300,000	2,500,000
Totals	5,952,000	9,274,664

VI.b Cash Donations

Donor agency (multiple grants combined)	USD
GEF	1,000,000
US National Park Service	446,000
Dutch Government	408,000
Italian Ministry of the Environment	402,500
Macarthur Foundation	325,000
Ford Foundation	295,000
USAID	285,000
NOAA	219,000
United Nations Foundation	200,000
InWEnt, Capacity Building International, Germany	187,000
French Ministry of Foreign Affairs	171,700
GTZ	170,000
UNESCO – World Heritage Centre	146,000
Spain – OAPN	143,000
US Fish and Wildlife Service	125,000
US Voluntary Contribution 2002 and 2003	118,500
IUCN 3IC	113,000
Santa Monica Mountains Conservancy	110,000
UNEP- WCMC	100,000
Parks Australia	100,000
OPEC Fund for International Development	100,000
Parks Canada	85,000
British Petroleum	78,750
International Tropical Timber Organization	67,500
UK Department for Environment, Food and Rural Affairs	56,626
Italian Government DGIS	50,000
Swiss Development Cooperation	46,000
Finland, Ministry for Foreign Affairs	35,000
Council of Agriculture, Taiwan	35,000
WWF International	35,000
Shell Oil	32,400
World Bank	30,000
CI	30,000
Nationwide Building Society UK	25,000
Countryside Agency UK	24,750
Agence intergouvernementale de la Francophonie	21,060
Swiss Federal Office of the Environment, Forests and Landscape	21,000
ICMM	20,000
Nature Conservation Bureau, The Environment Agency of Japan	19,200
CIDA, Canada	18,000
BLFUW, Austria	17,000
Directorate of Nature, Norway	11,678
Augusto Dammert	10,000
J.M. Kaplan Fund	10,000
PROFONANPE - Peruvian Protected Areas Fund	10,000
TNC	10,000
Parks Victoria, Australia	9,000
Andreas Stihl Foundation	9,000
German Federal Agency for Nature Conservation	8,000
Canon	7,000
UNDP Peru	5,000
USDA Forest Service	5,000
Quebec Labrador Foundation	5,000
Turner Foundation	5,000
WRI	5,000
University of Aquila	1,500
University of Toronto	1,500
Total	6,024,664

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IUCN Comments and responses to the draft and final evaluation reports.

Mr. Peter Hunnam
 259 Lambert Road,
 Indooroopilly, Brisbane
QUEENSLAND 4068
 Australia

Ref PPA/PDS/pds

23 June 2005

Dear Peter,

Re: Support for the World Parks Congress (WPC), Project No. GF/2740 – 03 – 4645
PMS: GF/1040-03-01

Thank you for the opportunity to comment on the draft evaluation of the above project. I apologise for the delay in getting feedback to you as we have been collating input from a number of individuals both IUCN staff and World Commission on Protected Areas members. This has taken some time to compile but we hope this input will assist you in finalizing the report.

Firstly we want to congratulate you on the way in which you have synthesized the considerable amount of information around this complex project which involved a great number of stakeholders and multiple contributions at different levels leading up to and following the event itself. Given the limitations you faced in doing this evaluation as a desk study, you have covered a large amount of ground very well.

We have based our review of the draft on standard evaluation practice for reviewing evaluation reports. First, we have identified basic factual errors that are inevitable for reviewers who have to cover large amount of material quickly, especially without the benefit of field visits for triangulation of data and information. We have marked a small number of factual errors in the draft in track changes.

Secondly, we reviewed your report to see if we are able to follow the chain of evidence and logic from your data collection and analysis to your findings and conclusions. In a limited number of areas we have raised some questions where we do not see the evidence that leads to your conclusions.

And third, we have identified areas where we feel the available evidence and data could lead to other conclusions, other than the ones that you have reached.

The attached copy of the draft identifies in track changes mode the factual errors and provides the correct figures where applicable (footnoted so you can cite sources). It further identifies comments and editorial suggestions where we felt there was a disconnect between the data, evidence, and the conclusions.

While you have identified some important and key issues we feel the evaluation would have benefited from the additional value of interviews and field visits. These would have assisted you in deepening your evaluative analysis, as well as providing an opportunity for you to visit IUCN, Gland to speak to key staff involved in the project.

There are four areas in which we have difficulty seeing how you reached your conclusions, given the available data and evidence. These are noted a number of times throughout the document and lead to conclusions & recommendations. They are as follows:

1. On planning we acknowledge that the early Staging Plan document was not updated, however, we disagree that the WPC was not extensively planned. This was carried out through the evolution of the WPC Programme including detailed Workshop Stream Plans and through output development. Clear objectives were set for the WPC and products were delivered to address them.
2. We note your analysis of the participation data including country breakdown and the conclusions you have drawn from this in particular suggesting a skewed profile, limited impact and concerns over sustainability. We do not believe the data and evidence supports this conclusion for the following reasons:
 - The fact that the WPC was never developed as an intergovernmental meeting with country delegations means that participants attended for a range of reasons not just to represent national interests.
 - The country data reflected country of residence not the geographical area within which participants work. Many international organisations headquartered in the US or Europe show up as country representatives whereas their work is global.
 - The WPC Delegate Survey reveals a much more even regional spread of respondents when asked which regions they normally work within (see regional spread graph attached).
 - The delegate survey also showed less than one third of participants were WCPA members and the Universalia Evaluation shows of all affiliation categories only 62% described themselves as PA professionals (page 3). This suggests that the audience for the WPC was not limited to those already working in PAs.
 - There were many national, state and provincial level government representatives at the WPC (41% working at national level; 19% at provincial & 17% at local) suggesting a solid transfer of learning at these levels.
 - Our approach to geographical balance was done at a regional level not by country and showed regional representation against pre established targets showed +/- 4% variation. North America and Europe showed higher participation than targeted partly due to international organisations being headquartered there as noted above.
3. On the issue of the multi-stakeholder process and representation we question the validity of evaluating the WPC against an intergovernmental model that IUCN was never intended to be, given the nature of IUCN's members and constituency of NGOs and governments. There is no basis to assume that IUCN operates as an intergovernmental forum – either in the IUCN Statutes or in any of the planning documents of IUCN's global forums such as the WPC. Therefore we feel that it is inappropriate to evaluate the WPC as an intergovernmental forum and to reach the conclusions that you have in your report. (Ref Lessons – Multi-stakeholder processes, page 22). In fact one of the comparative advantages of IUCN is that it is not an intergovernmental forum subject to the same rigid rules and procedures. We are further concerned that the evaluation recommends the function of the WPC be played down as we feel this belies the evidence of the importance that all stakeholders place on the event as the only global gathering on PAs. This is firmly supported in other reviews. We contend that the event plays a critical role in focussing world attention on PAs, the issues they face and the contribution they make to biodiversity conservation, development and livelihoods. We believe there is ample evidence that the event catalyses action at global, regional, national and local levels.
4. Rating criteria: while we appreciate that you are required to use UNEP's standard project assessment ratings, we feel that several of these criteria are not readily applicable to the evaluation of an event as compared with a field project of several years duration. Given that there is little or no data/evidence against which to evaluate impact and sustainability we question whether these fields should be used at all. On replicability, we wonder if your scoring may have been influenced by your view of the ideal distribution of funding across developing, developed countries, compared with the ability of IUCN to plan and fund another WPC.

Given that IUCN went on to plan and fund the World Conservation Congress a year after the WPC with a similar budget and even wider scope we believe there is compelling evidence to suggest these events are quite replicable. The question of whether we should be doing them with the same model, scale and frequency is another issue, and one that IUCN is exploring in its work on global and regional governance structures and models.

5. In light of our above issues and concerns, we would ask you to reconsider your findings, conclusions and corresponding recommendations. (1, 2, 4)

Thank you again for the opportunity to comment. If you have any questions on the material please feel free to contact me.

Yours sincerely



Peter Shadie
 Senior Programme Officer
 IUCN Programme on Protected Areas

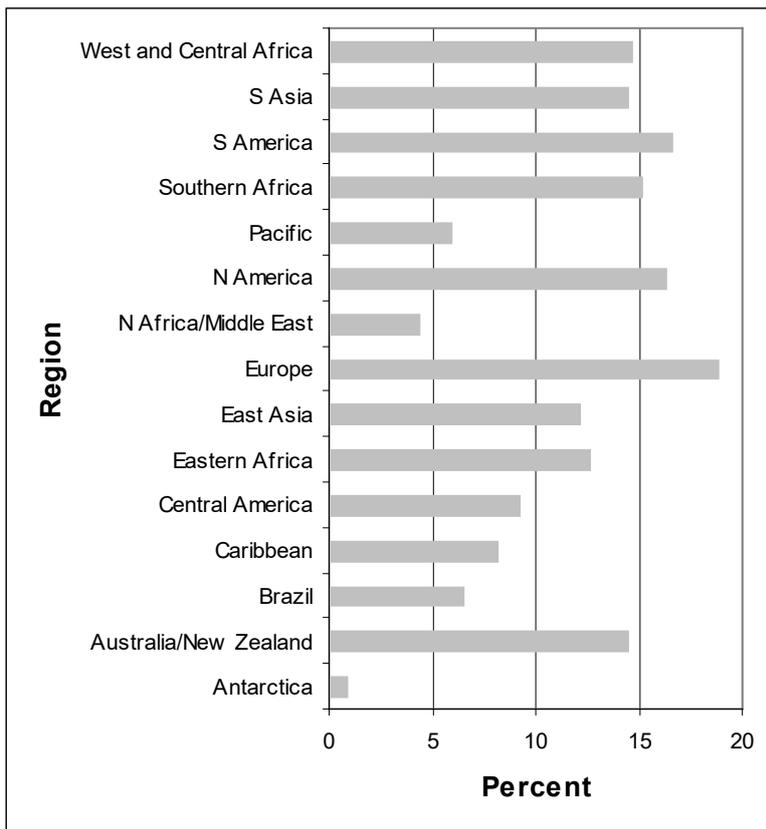


Figure 1. Work region (n=942)
 From 'WPC Delegate Survey' page 4.



Ms. Susanne Bech
 Evaluation and Oversight Unit
 UNEP/Division of GEF Coordination
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 Kenya

Ref PPA/PDS/pds

23 August 2005

Dear Susanne,

Re: Support for the World Parks Congress (WPC), Project No. GF/2740 – 03 – 4645
PMS: GF/1040-03-01

I refer to our previous correspondence on the evaluation of the above project. As you know IUCN submitted comments and concerns to UNEP's consultant evaluator, Peter Hunnam, in our letter of 23 June 2005 (copy attached). You forwarded us the 'final draft report' on 05 July, 2005 along with explanatory notes from Peter and I subsequently asked if there would be a further iteration of the report to allow IUCN to submit any further comments. As some time has now passed and we have not had a response on this I suggest bringing the evaluation to a close by placing on record some of IUCN's outstanding concerns. This is consistent with Peter Hunnam's own suggestion at point 5 of his July memo (copy attached).

We will not restate the principle concerns voiced in our June letter which we feel were clearly made. Whilst we are pleased that some changes have been made to the document we feel, in general, that our concerns have not been adequately addressed in the final draft of the report. Consequently we would ask that our concerns of 23 June 2005 remain annexed to the draft.

We appreciate the rationale behind the conclusions of the evaluation, however, we remain concerned that there has been little or no concession given to the limitations of the evaluation methodology, nor any qualifying statements throughout the document to temper the conclusions reached. For example the conclusions in Peter Hunnam's July 05 memo that planning was 'not rigorous, the wording of objectives was not clear and indicators were not well developed' is based on the level of planning documentation he reviewed. For example the detailed Workshop Stream planning papers which were developed for the Congress were not seen by the evaluator. Similarly we continue to challenge the far-reaching conclusion that participation at the Congress was skewed. In our letter of 23 June 2005 we outlined a number of reasons why we disputed this conclusion including the problem with participation data reflecting country of residence not the country where participants work on protected areas.

We are also concerned that a number of conclusions in the report are somewhat subjective and judgemental representing the evaluator's opinion rather than the feedback from Congress participants found in participant surveys and IUCN's evaluation. For instance the conclusion that the function of the WPC should be played down belies the catalytic impact of an event such as this. In fact there is clear evidence that the WPC did significantly influence a 'more strategic framework of international assistance towards conservation and sustainable development' through the subsequent CBD processes on protected areas.

In addition we contend there are some inconsistencies in the document itself. For example the rating in Table 1 given to Monitoring & Evaluation on page 5 is 'moderately satisfactory', the lowest category assigned, yet the statement at point 9 on page 7 notes that a 'significant feature of the Vth WPC was a thorough approach to monitoring & evaluation...'

We are not sure if the gaps on abbreviations and acronyms noted in Peter's report have been addressed so we are attaching a revised complete list of these.

In conclusion we have appreciated the opportunity to comment on the evaluative process for this project and we would request that our concerns and comments be placed on record. If you have any questions on the points raised above I would be happy to elaborate.

Yours sincerely

A handwritten signature in black ink, consisting of a series of connected loops and a final circular flourish, followed by a period.

Peter Shadie
Senior Programme Officer