Final Evaluation

United Nations Development Programme - Global Environment Facility Project

Demonstrating Biodiversity Conservation in Four Protected Areas of Russia's Kamchatka Krai. Phase 2.

August 2011

Implementing Agency:	**United Nations Development Programme**
Executing Agency:	**Ministry of Natural Resources, Russian Federation**
Operational Programme:	**4. Mountain Ecosystems**
Strategic Priority:	**1. Catalyzing Sustainability of Protected Areas**
GEF Project ID 2235	**UNDP PIMS ID 3346**

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1 Executive summary

1.1 Brief description of the project

1. 'Demonstrating Biodiversity Conservation in Four Protected Areas of Russia's Kamchatka Krai. Phase 2' (henceforth referred to as 'the project') is the second phase (lasting 5 years) of a 7-year intervention focusing on building the capacity of four existing protected areas in Russia's Kamchatka peninsula to protect globally important biodiversity within largely undisturbed high-latitude ecosystems and landscapes. The main threats to these areas were identified as poaching, unsustainable harvesting of natural resources, increasing impacts of recreation and tourism, pollution, fire and potential future mineral extraction. Underlying these threats has been a period of economic hardship, resulting in increased reliance on natural resource exploitation and, at the same time, reduced expenditure on biodiversity conservation. The total budget for the project was US$15.42m of which $5.5m came from GEF, under Operational Programme 4 (Mountain Ecosystems) and Biodiversity Strategic Priority 1 (Catalyzing Sustainability of Protected Areas). The remaining $9.92m came in the form of direct co-financing by the Canadian International Development Agency, parallel co-financing by NGOs and contributions in kind from implementation partners.

2. The Project was implemented according to UNDP's rules and procedures for National Execution (NEX). The implementing agency of the Project was UNDP; the Executing Agency was the Ministry of Natural Resources and the Environment for the Russian Federation, In fact at least half of the project activities were conducted in protected areas administered by the Ministry of Natural Resources of the Government of Kamchatka. Day to day management of implementation was conducted by a Project Implementation Unit based in Petropavlovsk Kamchatsky, under the guidance of a Project Steering Committee representing the executing and implementing agencies, the Krai Government and major local stakeholders.

3. Phase 1 of the project had lasted from 2002 to 2004. Phase 2 lasted from 2006 until 2010. Its goal was to '*help secure the global benefits of conserving biological diversity in all protected areas in the Kamchatka Oblast*'; the immediate objective was '*to demonstrate approaches for sustainable and replicable conservation of biodiversity in four existing protected areas as a model for a sustainable system of protected areas in Kamchatka.*' The approach taken by the project was to invest significantly in building capacity (enabling environment, institutional, material and individual) for management in four selected protected areas, representing a range of ecosystems, managing agencies and socio economic conditions. Programmes of livelihood support and awareness activities with a strong focus on community participation were planned to increase public support for the protected areas and to divert local people away from illegal and unsustainable livelihoods. Particular attention was paid to supporting indigenous groups using the natural resources of the protected areas. Future financial sustainability was to be ensured through development of a Trust Fund for protected areas in Kamchatka; through support for local environmentally sustainable enterprises; and through mobilisation of new sources of funding (mainly derived from predicted increases in recreation and tourism). The good practices established and lessons learned during the project were intended to be replicated in the remainder of the protected area system in Kamchatka and elsewhere in Russia.

1.2 Context and purpose of the evaluation

4. The evaluation was conducted in accordance with the requirements of UNDP for terminal evaluations of GEF Projects. Phase 1 of the project was subject to a separate (positive) evaluation. According to the Terms of Reference, the purpose of the present evaluation is to assess the relevance, performance and success of the project and to examine early signs of potential impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. It should also identify/document lessons learned and make recommendations that might improve design and implementation of other UNDP/GEF projects. The evaluation does not cover Phase 1 of the project, but does necessarily take into account activities and outputs from Phase 1 that were continued into Phase 2.

5. The author was appointed to conduct the evaluation in October 2010. An evaluation mission to Kamchatka, organised by the Project Implementation Unit and the UNDP Russia Country Office, took place between 10 and 25 November 2010. Preliminary conclusions were presented to members of the Project implementation Unit in Petropavlovsk on 23 November 2010 and to staff of the UNDP Country Office in Moscow on 25 November. The first draft was submitted on 15 January 2011. After taking into account comments and feedback the final version was submitted in August 2011.

1.3 Main conclusions, recommendations and lessons learned

6. Overall the Project is rated as ***Satisfactory*** (see Table 1). It has left the protected areas (PAs) of Kamchatka in a much improved state. Some significant challenges were not completely overcome by the project, but if responsible authorities and legacy institutions make good use of the capacities established and the increased funding generated for protected areas, progress to overcome these remaining challenges is possible and likely.

Table 1 Project Rating Summary.

Project Component or Objective	Rating
Highly Satisfactory, Satisfactory, Marginally Satisfactory, Marginally Unsatisfactory, Unsatisfactory, Highly Unsatisfactory	
Project Formulation	
Conceptualization/design	MS
Stakeholder participation	HS
Project Implementation	
Implementation Approach	**S**
Use of the logical framework	S
Adaptive management	HS
Use/establishment of information technologies	S
Operational relationships between the institutions involved	MU
Technical capacities	S
Monitoring and Evaluation	**MS**
Stakeholder Participation	**S**
Production and dissemination of information	S
Local resource users and NGOs participation	HS
Establishment of partnerships	S
Involvement and support of governmental institutions	MS
Project Results	
Overall Achievement of Objective and Outcomes.	**S**
Objective: To secure the globally significant values of four different existing protected areas by demonstrating replicable approaches for sustainable conservation of biodiversity.	S
Outcome 1: Protected area management capacity is strengthened.	S
Outcome 2: Local communities have adopted sustainable alternative livelihoods, abandoned unsustainable and illegal natural resource use and participate fully in conservation mechanisms	MS
Outcome 3: All stakeholders demonstrate increased awareness of biodiversity values, as well as willingness to change behaviour	MS
Outcome 4: The Protected Areas of Kamchatka Oblast (Krai) possess the means and mechanisms to achieve financial sustainability of operations	HS
Outcome 5: Lessons learned and best practices identified in the four demonstration PAs are replicated in other PAs in the Kamchatka Peninsula, as well as other PAs in Russia.	MS
Sustainability Ratings (Likely, Moderately Likely, Moderately Unlikely, Unlikely)	
Sustainability	**ML**
Financial sustainability	L
Institutional sustainability	L
Socio-economic sustainability	ML
Ecological sustainability	ML
Overall Project Achievement and Impact	**S**

7. As a result of the evaluation 22 recommendations are made relating to the development and implementation of future similar projects. These are summarised in Table 2.

Table 2 Recommendations arising from the evaluation.

Recommendations relating to project design

A. Project outcomes should be designed to be ambitious, but must be realistic and achievable.

B. Project plans should limit dependencies on objectives related to changing policy and legislation, and should actively seek high level support for such changes.

C. Logical frameworks should be subject to feasibility checks.

D. Projects should pay close attention to identifying indicators that are relevant, appropriate and practical.

E. Projects should make more use of the Pressure-State-Response Framework for monitoring and evaluation.

Recommendations related to management arrangements and implementation

F. Regional implementation partners should be formally included in project management structures.

G. Selection of project staff should take account of generic skills and other advantageous factors alongside technical expertise. Where teams are less experienced, projects should consider appointing long term expert mentors to support them.

H. A collaborative and mutually supportive approach between Executing Agency and Implementing entity benefits project implementation.

I. Protected areas and projects should aspire to become 'part of the community'.

J. The 'image' projected by Projects should promote national and/or local ownership and reflect the purpose of the project.

K. Partnerships and working relationships with all major partners and co-financers should be formally defined and actively managed throughout the project by the executing and implementing agencies.

Recommendations relating to Outcome 1: Protected areas capacity

L. Investment in essential equipment and infrastructure for protected areas should not be excluded from projects.

M. Projects should attempt to enable a full protected area management planning cycle to take place in the course of implementation.

N. Establishment of multi-agency cooperation in anti-poaching efforts should be replicated in other projects.

O. Projects should be cautious about setting up Protected Area Training Centres, and ought to learn from the good practice established in Kamchatka.

Recommendations relating to Outcome 2: Livelihoods

P. Particular care should be taken when designing interventions that link livelihoods support with reduction of illegal activity.

Q. Livelihoods of protected area communities should be diverse and not excessively dependent on tourism.

R. Projects encouraging tourism should address all relevant aspects of the tourism industry, not just provision of site facilities.

Recommendations relating to Outcome 3: Awareness and education

S. Awareness programmes should be clearly focused on project targets.

Recommendations related to Outcome 4: Sustainable financing

T. The work of the Small and Medium Enterprise Support Fund should be used as the basis for the design of similar programmes in other projects.

U. Loan and grant programmes established by projects should maintain strong links between benefits and desired environmental outcomes.

V. Information about the development of the sustainable financing mechanism developed through this project should be disseminated.

2 Introduction

2.1 Project background

8. The 1,500km long Kamchatka peninsula in the far east of Russia has an area of 472,000km^2 and is recognised as one of the world's great natural wildernesses. Kamchatka's unique values are not determined by species richness alone, but by a combination of ecological, geological and geographic attributes. Kamchatka's biodiversity includes a complete assemblage of typical species of northern latitudes, uniquely enriched as a result of several factors. Although joined to continental Russia, Kamchatka has been sufficiently isolated for processes of speciation to occur: 10 % of the flora is endemic to the peninsula and several unique faunal species and subspecies are present. The peninsula's long coast supports the immense marine biodiversity of the northern Pacific and creates a warmer terrestrial coastal zone, in contrast to the more continental climate of the interior. The area is subject to intense tectonic and volcanic activity and includes many active volcanoes, with associated features such as geysers and hot mineral springs, some of which support unique, specialised ecosystems. The diversity of altitudes and the climatic variations in Kamchatka support continuous sequences of ecosystems from mountains of over 3,000m high to the continental shelf. Kamchatka is also home to several indigenous groups with unique cultures and lifestyles ranging from nomadic reindeer herding to sedentary fishing. Despite enforced changes in the past century, many indigenous traditions and cultures persist today. These unique attributes have been recognised by the inclusion of Kamchatka in the WWF Global 200 list of the world's most important ecoregions and the inscription of six of Kamchatka's protected areas in the UNESCO World Heritage List.

9. Kamchatka's unique values have long been protected as a result of its isolation, harsh climate, low population and strategic military importance. In the last two decades much has changed. Economic hardship and social changes have encouraged an increased reliance on natural resources to support both individual livelihoods and the economy in general. Poaching, especially of salmon, has become a major component of the region's economy. Access restrictions have been lifted, opening up markets for buying and selling natural resources. National and international tourism have increased, bringing benefits, but also damaging popular sites. At the same time fewer financial resources have been available for protected areas and biodiversity conservation, reducing capacity for protection and management at a time when pressures have been increasing. Improved accessibility and communications have also brought about a growth in awareness of the unique natural values of Kamchatka and concern about its future, locally, nationally and internationally.

10. This project is the second phase of a planned 7-year intervention that started in 2002 with the intention of addressing these growing threats, focusing on increasing the capacity of protected areas in Kamchatka. Phase 1 lasted from 2002 to 2004. Phase 2 was very much built on the foundations of research, planning and capacity development established during Phase I.

2.2 Evaluation scope and methodology

2.2.1 Purpose of the evaluation and key issues addressed

11. According to the UNDP/GEF Monitoring and Evaluation Policy, all regular and medium-sized projects supported by the GEF should undergo a final evaluation upon completion of implementation. Final evaluations are intended to assess the relevance, performance and success of the project and should examine early signs of potential impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. They should also identify/document lessons learned and make recommendations that might improve design and implementation of other UNDP/GEF projects. The Terms of Reference for this evaluation define the following purposes:

- To assess overall performance against the Project objectives as set out in Project Document and other related documents.
- To assess the effectiveness and efficiency of the Project.
- To critically analyse the implementation and management arrangements of the Project.

- To assess the sustainability of the Project's interventions.
- To list and document initial lessons concerning Project design, implementation and management.
- To assess Project relevance to national priorities.

In addition the ToR require that: a) Project performance will be measured based on the project's Logical Framework which provides clear performance and impact indicators for project implementation along with their corresponding means of verification; and b) The Report of the Final Evaluation will be a stand-alone document that substantiates its recommendations and conclusions.

2.2.2 Structure and methodology

12. This evaluation was conducted in accordance with the Terms of Reference provided by UNDP (see Annexe 1), also taking into consideration the GEF Monitoring and Evaluation Policy and the UNDP/GEF Monitoring and Evaluation Policy. Further guidance was obtained through reading evaluation reports from other projects (as published on the website of the Global Environment Facility).

13. Before the evaluation mission the Project Implementation Unit (PIU) supplied an extensive set of documents generated in the course of the project, many of which are conveniently available on the project's website (see Annexe 5 for a full list of documents consulted). These were read and consulted before, during and after the mission. Further documentation subsequently requested was provided promptly by the Project Manager. Many important project outputs were available in the Russian language only and it was not possible to read all of these. The interpreter on the evaluation mission translated some crucial documents and 'Google Translate' was used to provide approximate translations of summaries and important sections of other documents. This was not ideal, but it was possible to understand the general meaning of these documents. The Project Manager proposed an itinerary and schedule of meetings for the mission, which were largely followed with some adaptations according to logistics and requests for additional meetings and consultations (see Annexe 3).

14. In general, meetings and discussions were conducted using an open and participatory approach rather than an interrogatory style. Meetings took place with individuals and small groups; more confidential one-to-one discussions were limited to sensitive topics. The general approach taken was first to ask the respondent(s) to describe their work in relation to the project and what they considered to be its strengths and weaknesses. Discussions were then made more specific through a series of follow up questions and discussions based on: (a) the specific outcomes, activities and indicators in the Project Document; (b) documentation and reports read in advance of the meeting; (c) issues raised as a result of earlier meetings; and (d) personal experience of the evaluator. During interviews particular attention was paid to the approaches and processes used to implement the project and to outputs, impacts, legacy and sustainability of the project. Most interviews took place through a highly professional and competent interpreter, whose work was praised by many respondents; inevitably however some information and nuances are lost in translation. Lists of questions were sent by email to international specialists whose inputs were considered important to the evaluation. In the course of writing the Evaluation Report, a large number of factual follow up questions were sent to the Project Manager, who provided prompt and detailed replies.

15. At the Project Steering Committee meeting on 19 November 2010 two questionnaires prepared by the evaluator were distributed to all participants. One of these was a rapid multiple choice questionnaire focusing on the impact to the project; the second was a more reflective questionnaire with a set of open questions encouraging personal reflections about the conduct and achievements of the project. These questionnaires were developed when it became apparent how many stakeholders has been invited to the meetings; they provided much useful information. The questionnaires and results are placed in Annexe 8.

16. The structure of the report follows closely that set out in the ToR. Following a query from the evaluator the rating system defined in the ToR was amended to comply more precisely with that in the GEF Guidelines for Monitoring and Evaluation. The rating categories and criteria used are shown in Annexe 2.

2.2.3 The outputs of the evaluation and how will they be used

17. According to the ToR: '*This Final Evaluation is initiated by UNDP Russia.....and aims to provide managers (at the Project Implementation Unit, UNDP Russia Country Office and UNDP/GEF levels) with a comprehensive overall assessment of the project and an opportunity to critically assess administrative and technical strategies, issues and constraints associated with large international and multi-partner initiatives. The evaluation will also collate and analyse lessons learn and best practices obtained during the period of the project implementation that can be further taken into consideration during development and implementation of other GEF projects in Russia and elsewhere*'.

3 The project and its development context

3.1 Project timeframe

18. The project is the second phase of a 2-phase intervention that started in 2002. Key dates and other information for both phases are shown in Table 3.

Table 3 Dates and milestones in Phase 1 and Phase 2 of the Project.

Data/Milestone/Event	Phase I	Phase 2
GEF Project ID	932	2235
UNDP PMIS ID	1285	3346
GEF CEO Endorsement	January 2002	29 April 2005
Project Document Signature	June 2002	14 June 2005
Date of First Disbursement		26-May 2006
Inception Report Published	n/a	October 2006
Mid Term Evaluation Report Published	n/a	August 2009
Final Evaluation	June 2004	November/December 2010
Original planned closing date	June 2004	14 June 2010
Actual closing date	July 2004	31 March 2011

3.2 Problems that the project seeks to address

19. The project was designed primarily to address weaknesses in the effectiveness and efficiency of management and protection of globally important biodiversity in four representative Protected Areas in Kamchatka, two of which are managed by federal authorities and two by regional authorities. The project was conceived to address five major threats, for which seven root causes were identified (see Table 4).

Table 4 Threats addressed by the project and their underlying causes.

Threats	Root Causes
• Poaching and harvesting of natural resources beyond sustainable levels. • Uncontrolled access and unorganized visitation. • Pollution. • Fire. • Mining activity near Bystrinsky Nature Park (potential future threat).	• Weak protected area management capacity (personnel, programmes, equipment, infrastructure, training). • Inadequate quality and management of information. • Absence of sustainable financing mechanisms. • Low awareness and advocacy of biodiversity values. • Lack of alternative livelihoods. • Absence of community involvement in PA management. • Inadequacies in the legal and policy framework .

3.3 Immediate and development objectives of the project

20. According to the Project Document the development objective of the project was to '*help secure the global benefits of conserving biological diversity in all protected areas in the Kamchatka Oblast'*. Its immediate objective was '*to demonstrate approaches for sustainable and replicable conservation of biodiversity in four existing protected areas as a model for a sustainable system of protected areas in Kamchatka*'.

3.4 Main stakeholders

21. Despite its strong emphasis on stakeholder involvement the Project Document, surprisingly, does not include a specific, detailed list or assessment of the main stakeholders in the project (although many institutions and groups are mentioned as being stakeholders at various points in the text). The list of stakeholders in Table 5 is taken from the Terminal Evaluation from Phase 1 of the Project and remains the most relevant to the current project.

Table 5 Project Stakeholders.

Stakeholders at the regional level (within Kamchatka).	Stakeholders at the National level (within the Russian Federation)	Stakeholders at the global level.
• Regional government administration • Communities associated with the Parks • Indigenous peoples' organisations • Indigenous peoples within and adjacent to the Parks • Scientific community and institutions of higher learning • Schools and colleges • Local and regional NGOs • Regional tourism operators • Regional nature-based businesses and enterprises • General public, especially users of the four focal protected areas.	• Ministry of Natural Resources • Other government agencies benefiting from Park incomes or from use of natural resources • Scientific community and institutions of higher learning • National NGOs • National tourism operators • Other protected areas systems throughout the Federation • Other communities and indigenous peoples associated with protected areas throughout the Federation (who stand to gain from best lessons and practices) • Tourists and recreational visitors to Kamchatka	• All countries of the world with an interest or objective to conserve and manage globally-significant biodiversity • Other protected area (PA) systems throughout the world which can benefit from lessons and best practices • Other communities and indigenous peoples associated with other global protected areas who can benefit from demonstrations of alternative livelihoods and closer cooperation with PA systems

3.5 Results expected

The project was focused on four protected areas (see

22. Figure 1), selected to represent the range of ecosystems, protected area categories, administrative authorities and governance approaches in Kamchatka (see Table 6).

Table 6 Focal Protected Areas for the Project.

Name	Area (ha)	Type of Administration IUCN Category	Key Habitat & Species
Kronotsky State Biosphere Reserve (KSBR)	1,142,000	Federal Zapovednik IUCN Category I	East Kamchatka's natural processes and phenomena
South Kamchatka State Sanctuary (SKSS)	225,000	Federal Zakaznik IUCN Category IV	Coastal marine habitat in South Kamchatka
Bystrinsky Nature Park (BNP)	1,325,000	Regional Nature Park	Freshwater wetlands, temperate deciduous forest, volcanic landscapes
Nalychevo Nature Park (NNP)	287,155	Regional Nature Park	Mountain ecosystems of Central Kamchatka
Total (ha)	2,979,155		

23. The use of GEF resources was, according to the Project Document, intended to '*strengthen the protected areas' administrative and management capacity; enable the development of a more rational and supportive PA legal foundation; increase stakeholder biodiversity conservation awareness, commitment and participation in PA management; further promote alternative livelihoods building upon the progress achieved in the first phase so as to decrease pressure on the PAs' biodiversity and increase community involvement in conservation; increase efficiencies by improving collaboration between federally and regionally administered protected areas and among responsible authorities; leverage co-funding support to*

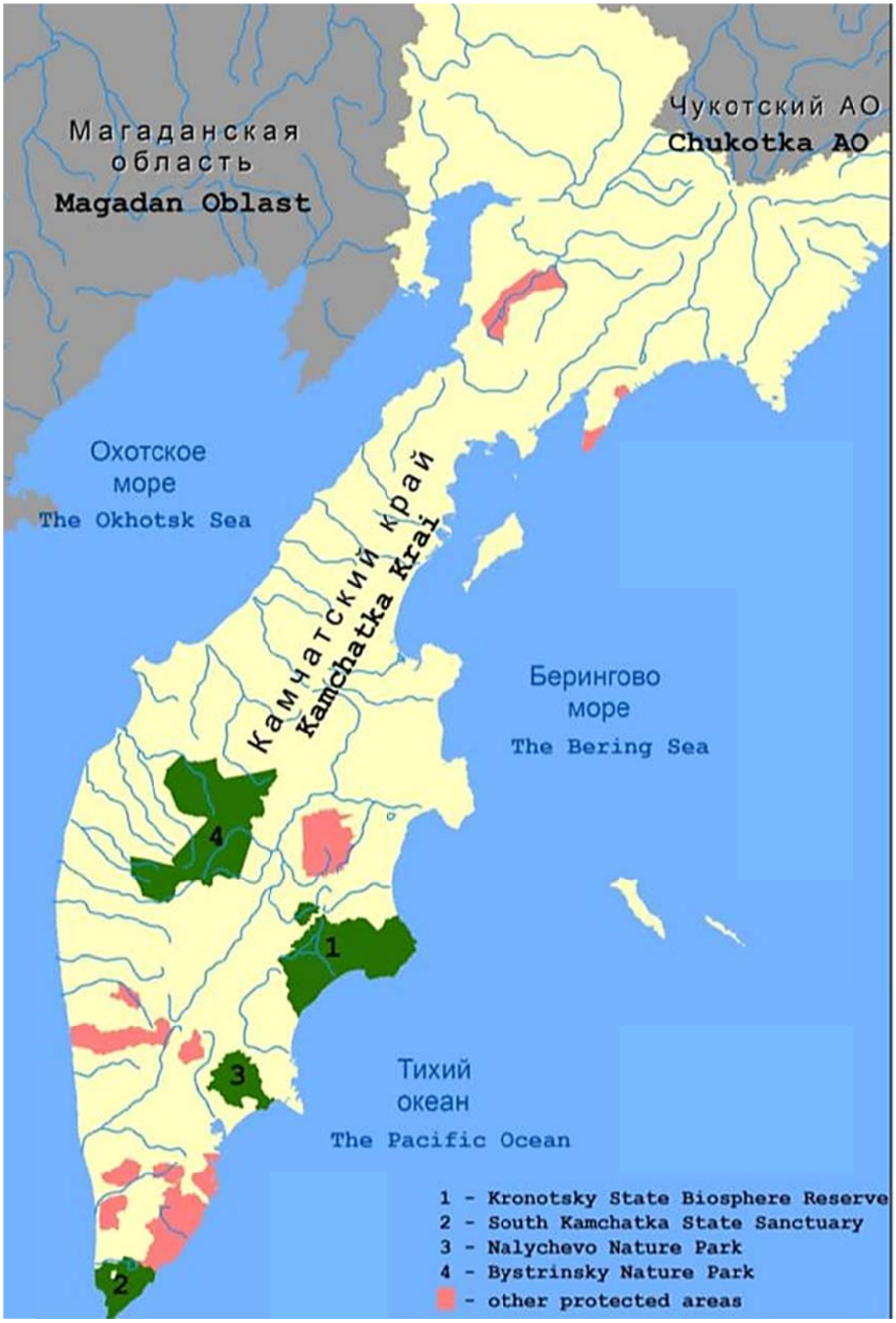
ensure the attainment and sustainability of project results; and disseminate best practices and lessons learned to other PAs in Kamchatka, Russia and elsewhere using government and NGO channels.'

24. Phase 1 of the Project had six intended outcomes. Phase 2 was designed with five outcomes combining three of those used in Phase 1 and adding one new outcome related to replication. The inception workshop for Phase 2 and the resulting inception report modified these five outcomes in order to make them more measurable and impact oriented (more 'SMART' in project parlance). Table 7 below shows the 'evolution' of the project outcomes from Phase I, through Phase 2 (original and revised versions).

Table 7 'Evolution' of Outcomes from Phase 1 thorough Phase 2 of the project.

Phase I	Phase 2 Original Log frame	Phase 2 Revised Log frame	Number of indi-cators
Purpose To demonstrate approaches to sustainable conservation of biodiversity in four existing protected areas (PAs)	**Immediate Objective** To demonstrate approaches for sustainable and replicable conservation of biodiversity in four existing protected areas as a model for a sustainable system of protected areas in Kamchatka.		4
Objective 1: PA management capacity is strengthened.	Outcome 1: PAs are effectively managed.	Outcome 1: PA management capacity is strengthened.	4
Objective 6: Information on the PAs' biodiversity values and uses is upgraded and its use in decision-making management is strengthened	*(Activities related to Outcome 6 of Phase 1 were incorporated into Outcome 1 of Phase 2.)*		
Objective 4: Institutional adjustments remove barriers to effective PA management and biodiversity conservation	*(Activities related to Outcome 4 of Phase 1 were incorporated into Outcome 1 of Phase 2)*		
Objective 2: Alternative livelihoods and enabling mechanisms for local populations are developed and local communities actively participate in PA conservation and operations.	Outcome 2: Local communities benefit from sustainable alternative livelihoods and are actively involved in biodiversity conservation.	Outcome 2: Local communities have adopted sustainable alternative livelihoods, abandoned unsustainable and illegal natural resource use and participate fully in conservation mechanisms.	5
Objective 6: Biodiversity conservation awareness and advocacy of stakeholders is strengthened.	Outcome 3: Biodiversity awareness and advocacy is heightened among all stakeholders.	Outcome 3: All stakeholders demonstrate increased awareness of biodiversity values, as well as willingness to change behaviour.	4
Objective 3: Sustainable financing mechanisms are developed to provide for recurrent and incremental PA operational costs (3)	Outcome 4: Sustainable financing mechanisms support conservation and promote biodiversity-friendly alternative livelihoods in and around the PA system.	Outcome 4: The PAs of Kamchatka Oblast possess the means and mechanisms to achieve financial sustainability of operations.	4
	Outcome 5: PA systems and other stakeholders throughout Kamchatka and the Russian Federation systematically apply and utilize lessons learned and best practices generated by the project.	Outcome 5: Lessons learned and best practices identified in the four demonstration PAs are replicated in other PAs in the Kamchatka Peninsula, as well as in other PAs in Russia.	2

Figure 1 Map of the Kamchatka peninsula showing the four focal protected areas of the project



4 Findings

4.1 Project formulation

4.1.1 Conceptualization and design

25. Project conceptualisation and design are evaluated as **Marginally Satisfactory.** The fundamental logic and strategic framework are sound, but the overall approach is rather formulaic and the logical framework (logframe) underdeveloped. Some significant improvements resulted from the inception workshop, but the some outcomes remained unrealistic and the logical links between outcomes, indicative activities and indicators are, for some outcomes, weak.

26. The project was designed to build upon the foundations established during Phase I. Accordingly, its overall goal and strategy were derived from those established in the first Phase, but were modified in line with lessons learned from Phase 1 and (to some extent) the recommendations of its final evaluation. The logframe is clearly linked to problems identified in the Project Document and the general context for implementation. The underlying logic of the project is that the threats to biodiversity in the four focal protected areas could be addressed by actions based on improving the enabling environment, increasing capacity, raising awareness and stimulating local economies in ways that reduce dependence on unsustainable and illegal resource exploitation. This is a logical and often-used 'formula' for protected area projects, based on established international experience and accepted best practice. The common weaknesses of such designs relate to assumptions about awareness and livelihood support: it cannot be taken for granted that increased awareness automatically leads to positive changes in behaviour, or that offering alternative livelihoods and increasing household incomes will necessarily lead to a reduction in wildlife and environmental crime. The logframe and project plan must be designed to ensure that these assumptions will be met and appropriate indicators are used.

27. In its original form the logframe appears to be underdeveloped and is rather formulaic; the outcomes are quite general and many of the indicators imprecise. It would have benefitted from another round of review and improvement. Some of its weaknesses were recognised at the inception workshop, resulting in a set of modified, more result-oriented outcomes (see Table 7) and improved indicators. However even this improved version is problematic. A detailed critical commentary on the revised logical framework, its outcomes, indicative activities and indicators is presented in Annexe 7. In summary: the outcomes are not 'SMART', although for some (1, 4, 5) the combination of indicative activities, and indicators provide a reasonable basis for measuring the extent to which they were achieved. Outcome 2 is desirable, but highly unrealistic; no heterogeneous community, such as that in Bystrinksy Nature Park, is likely to 'abandon' illegal activities and 'participate fully' in conservation mechanisms. In the words of the evaluator of the components of the project funded by the Canadian International Development Agency (CIDA), this outcome was "*designed to fail"*. The indicators for Outcome 2 are not adequate to measure the desired results. Outcome 3 is also unrealistic. The indicative activities are focused on target groups rather than themes or messages and the indicators relate mainly to visibility rather than changes in behaviour.

28. Given the wilderness qualities of Kamchatka, it might have been more appropriate to adopt an 'ecosystem approach' rather than focus on four separate protected areas, especially since many protected area boundaries are aligned with administrative boundaries and natural features rather than ecosystem boundaries. Two factors mitigate this criticism. First, the project should be considered in the context of the period in which it was developed, when the 'ecosystem' and 'landscape' approaches were less well recognised. Second, such large protected areas (totalling 3 million ha. with two sites over 1 million ha.) could already be considered to be consistent with an ecosystem approach, even within imperfect boundaries.

29. It is unclear why the project area did not coincide precisely with the Volcanoes of Kamchatka Natural World Heritage Site (by including South Kamchatka Nature Park (486,000ha) and Kluchevskoy Nature Park (376,000ha)). Regional Authorities would have liked the project to have included all four Regional Nature Parks from the start. This might have enabled the introduction of urgently required management activities at

the two additional sites and could also have also served to make best use of the opportunities provided by the World Heritage status of the area. Instead, the project focused its interventions on two of the Nature Parks, while encouraging local replication of its achievements in the other two. This approach was determined to some extent by the need for a 'fair' and therefore mutually acceptable division of project investment in federal and regional protected areas and has been largely vindicated by the decision of the Kamchatka Krai MNR to amalgamate all four Regional Nature Parks into one management unit in 2010, effectively extending the impact of the project to the entire World Heritage Site.

4.1.2 Country-ownership/drivenness.

30. The Russian Federation ratified the Convention on Biological Diversity on 5 April, 1995 and has also signed and ratified the following international conventions with direct relevance to the project: Convention on the International Trade in Endangered Species (CITES), Ramsar Convention on Wetlands of International Importance, Convention on the Conservation of Natural and Cultural Heritage, Convention on the Conservation of Migratory Species of Wild Animals.

31. The project conforms to the provisions of the Russian National Strategy for Biodiversity Conservation (2001) in terms of its stated principles for conservation of biodiversity at the species, population, ecosystem, territorial and biosphere levels. The project also reflects the socio economic principles established in the National Strategy and contributes to its aspirations for development of legal, social, economic, management, research and educational mechanisms for biodiversity conservation. The Strategy includes the Kamchatka peninsula in its list of '*Unique natural complexes, centres of endemism and regions of great value of conservation of global and national biodiversity*'. The Thematic Report of the Russian Federation on Protected Areas to the CBD dated 18 August 2003 testifies to a strong commitment to the maintenance, extension and improved management of Russia's system of protected areas.

32. The Volcanoes of Kamchatka World Heritage Site was inscribed on the World Heritage List at the 20th session of the Committee (Merida, 1996) as one of the most outstanding volcanic regions in the world. The property was inscribed as a serial property, comprising five different protected areas, (Kronotsky State Biosphere Reserve (KSBR), South Kamchatka State Sanctuary (SKSS), Bystrinsky Nature Park (BNP), Nalychevo Nature Park (NNP) and South Kamchatka Nature Park (SKNP). In 2001 the Committee extended the serial property with a sixth component (Kluchevskoy Nature Park: KNP). Four of these six protected areas were included in the project area (KSBR, SKSS, BNP and NNP).

33. Russia has established a clear legal basis for the establishment and management of protected areas. At the federal level the most relevant laws are the Federal Laws 'On Environmental Protection' (1991: updated in 2002) and 'On Specially Protected Natural Areas' (1995). In Kamchatka, Regional Law 121 'On Specially Protected Areas of the Kamchatka region' (1997; amended in 2006) regulates the establishment, organization, protection and utilization of specially protected natural areas. Around 28 % of Kamchatka has been designated as protected areas, with the intention (according to Regional Law 121) to increase this to 31%. The project brief was endorsed by the Federal Government and by the Kamchatka Oblast Administration.

34. During Phase 1 of the UNDP/GEF Project an 'Ecological Charter of Kamchatka' was prepared and signed by all levels of government in Kamchatka. The Charter represents a social contract on the part of all signatories to support and promote biodiversity conservation in Kamchatka. It presents biodiversity conservation objectives, lists principles, specifies obligations, and describes mechanisms to be used in conserving biodiversity. Particular attention is given to protected areas.

35. In the lifetime of the Project, there were a number of shifts in mechanisms of governance, institutional structures and responsibilities and the distribution of legal mandates for natural resource management between Federal and Regional Levels. In Kamchatka the Regional State Committee for Environmental Protection was abolished by Presidential Decree on 17 May, 2000 and its functions amalgamated within the Ministry of Natural Resources. The responsibilities of the former Natural Resources Committee (Kamchatka Oblast and Koryaksky Autonomous Okrug) were absorbed within the Krai level Ministry of Natural

Resources, through which Protected Areas are now managed. Several interviewees considered that Kamchatka Krai has in recent years downgraded the priority of biodiversity conservation and protected areas in comparison with policies for natural resource exploitation.

4.1.3 Stakeholder participation (in development of the project)

36. The level of stakeholder involvement in Project Design is evaluated as **Highly Satisfactory.** The Project Document describes a lengthy and extensive process of consultation and participation that took place during project preparation, building on a successful approach adopted during Phase 1 of engaging a wide range of stakeholders in implementation. A very wide range of stakeholders are mentioned, including

'federal government at the national and regional levels, relevant branches of the regional Administration, non-governmental organizations, representatives of communities and indigenous peoples' organizations, academics, the research community, the mass media, and the public at large.' In addition the process included: *'The administration and staff of the two federal PAs were directly involved throughout the project development process, as were representatives of the federal Forest Service, that now has also been absorbed by the MNR. The process also involved the Kamchatka Oblast Administration, including the Governor of Kamchatka Oblast and two vice-governor, all segments of the Administration, and the Kamchatka Nature Parks Directorate, the Hunting Management Agency, the fisheries management agency (KamchatRybvod), and the academic and research community.'*

Altogether, more than 600 individuals are reported to have participated in the project development process through a wide range of mechanisms:

- One to one discussions and meetings.
- Three meetings of the Project Steering Committee.
- Three 'well attended stakeholder meetings' held in Kamchatka.
- Meetings with the *Kamchatka Oblast Administration, including the Governor of Kamchatka Oblast and two vice-governors.*
- Three consultations with local communities and indigenous peoples.
- Information gathering and analysis by teams of regional experts.
- Assessment of the results and evaluations arising from Phase 1.
- Consultations with international agencies and NGOs with special interests and /or existing programmes in Kamchatka UNESCO, WWF, CIDA, NSF and the University of Alaska, and WCS.

4.1.4 Replication approach

37. The final evaluation from Phase 1 specifically recommended that Phase 2 should include activities to enable the identification and dissemination of lessons learned and the replication of good practice developed during the project implementation. In response to this, replication was specifically included in the Project Logical Framework through Outcome 5. The implementation of Outcome 5 and its effectiveness are specifically addressed and evaluated in detail in Section 4.4 (Results).

4.1.5 Cost-effectiveness

38. With an investment from GEF of $5.5m and an overall projected budget (including co financing) of $15.42m, the project has achieved a ratio of financing to co-financing of almost 1 to 2. In terms of the duration of the project, the area covered by its activities, the high communication costs and the generally high costs in Kamchatka, the overall GEF investment of around $1m per year provides, in theory, good value for money. Ultimately the cost effectiveness can be judged only against the success of achieving the desired outcomes, which is considered in Section 4.4(Results). The Final Report of CIDA evaluation of the project considered that the project was under-resourced, basing this assessment on a calculation of hectares of protected area per dollar invested, but providing no comparative benchmarks for an ideal investment per hectare. It is almost impossible to determine protected area management effectiveness according to an

area/investment ratio because costs of conservation vary widely according to the nature and severity of the threats, the size and number of protected area local communities, the practical costs of the solutions and the prevailing economic climate.

4.1.6 UNDP comparative advantage

39. As the implementing agency for Phase 1 of the Project, which was evaluated as having provided '*impressive delivery'*, it was entirely logical and appropriate that UNDP should take responsibility for implementing Phase 2. At the time of project development, UNDP was also developing another GEF Project in Kamchatka (*Conservation and Sustainable Use of Wild Salmonid Biological Diversity in Russia's Kamchatka Peninsula, Phase I*: approved in 2003), which built on the experience gained during Phase 1 and in turn provided opportunities to create links and develop synergies between the two new projects. Furthermore, the nature of the Project, with its strong component of development of sustainable livelihoods linked to conservation of biodiversity is directly applicable to the goals of the Energy and Environment Programme of UNDP in Russia.

4.1.7 Linkages between the project and other interventions within the sector

40. Phase 1 of the Project was the first GEF project in Kamchatka, and Phase 2 builds directly on the foundations established by Phase I. Phase 2 was also developed in parallel with the GEF/UNDP Project '*Conservation and Sustainable Use of Wild Salmonid Biological Diversity in Russia's Kamchatka Peninsula, Phase I*', enabling some synergies between the two projects.

4.1.8 Management arrangements

41. The project was implemented according to UNDP's rules and procedures for National Execution (NEX). The arrangements for implementation and management were clearly set out in the Project Document and largely remained consistent with what was planned.

Implementing agency

UNDP, as implementing agency, is accountable to the GEF and other donors for proper use of project resources and therefore for monitoring, supervision and evaluation of the project. This responsibility has been exercised by, or under the direction and/or supervision of the UNDP Country Office (CO) in Moscow. According to the Project Document these responsibilities are as follows: '*The UNDP CO will continue to monitor the project's implementation and achievement of outcomes and will ensure the proper use of UNDP/GEF funds. Financial transactions, reporting and auditing will be carried out in compliance with the national regulations and UNDP rules and procedures for national execution. The UNDP CO will ensure its functions related to the day-to-day management and monitoring of the project operations through the UNDP/GEF Programme Co-ordinator based in Moscow and the Project Manager based in the UNDP Project Office in Kamchatka. The UNDP CO will continue to support the project's implementation by maintaining the project budget and project expenditures and providing other assistance to project execution activities upon request of the National Executing Agency. The UNDP CO will provide these services in accordance with the "Letter of Agreement between UNDP and the Government for the Provision of Support Services". At the same time, the UNDP CO will invest heavily into building local and national capacities for project execution with the intention of minimizing its involvement in project execution by the end of the project for the purpose of the project's sustainability'*.

42. The UNDP/GEF Regional Coordination Office in Bratislava provided implementation guidance and technical support to the UNDP Country Office. The Regional Office also provided oversight through scrutiny and feedback of the inception report, evaluations, annual project implementation reports and financial management. A representative from the Regional Office participated in the Inception Workshop and in one Project supervision mission.

Executing Agency

43. The Executing Agency is the Ministry of Natural Resources and the Environment for the Russian Federation (MNR), which has the following responsibilities within the Project: '*certifying expenditures under approved budgets and work plans; tracking and reporting on procurement and outputs; coordinating the financing from UNDP/GEF with that from other sources; approval of Terms of Reference for contractors and required tender documentation; chairing the Project Steering Committee (National Project Director)*'. A National Project Director (NPD), designated by the MNR, is responsible for '*for ensuring the proper implementation of the project on behalf of the MNR….and) is responsible for management, reporting, accounting, monitoring and evaluation of the project, and for proper management and audit of project resources'*. The NPD is the Chair of the Project Steering Committee. There were two NPDs during the project. In addition, the project appointed a Deputy National Project Director between 2007 and 2010 to provide more continuity of technical support and guidance for the project, particularly in the absence of a technical specialist in the position of project manager.

The Project Steering Committee

44. The main instrument for coordinating the project-related activities of these partners was the Project Steering Committee (PSC). According to the Project Document, the PSC '*will continue to provide overall guidance and support to project implementation activitie*s'. The PSC was convened in 2006 under the chairmanship of the National Project Director with ten members, representing the primary stakeholders of the project, and with detailed Terms of Reference. Six steering committee meetings were held, in July 2006, February 2007, February 2008, February 2009, June 2010 and November 2010. The National Project Director (or Deputy) and representatives from the UNDP Country Office were present at all meetings. Each meeting produced minutes and a set of agreed resolutions, which were published on the project website. Members of the PIU commented that they found the PSC useful and that the meetings were quite active, with some useful discussions. However, the Mid Term Evaluator attended the meeting of February 2009 and commented on a perceived lack of ownership and a failure to come up with concrete resolutions to issues raised. The author attended the PSC meeting in November 2010, which comprised mainly votes of thanks and presentations about the achievements of the project, with little time for discussion. This may have been a consequence of it being the final meeting.

The Project Implementation Unit

45. The Project Implementation Unit (PIU) was established in Petropavlovsk in 2006. All appointments were made following a competitive recruitment process. Under the leadership of a project manager and deputy, two main sections were established: an administrative section comprising an accountant, administrator and IT specialist and a technical section comprising specialists assuming responsibility for delivery of the project outcomes.

46. A significant challenge has been the turnover of project managers. The first manager (and manager of Phase I) left to pursue other opportunities in June 2006. He was replaced in October 2006 by a new manager, who left in March 2009 for family reasons. For the remainder of the project it was decided not to appoint a new manager for three main reasons: (i) the appointment process would have taken considerable time; (ii) there was a limited chance that a suitable candidate could be found who would accept such a short term appointment; and (iii) any new appointee would have had little time to develop an understanding of the project and to have any significant impact. Therefore, the existing deputy manager was reassigned to the position of 'project coordinator'. Some managerial responsibilities were distributed among other senior project staff and a more collegiate approach to management was adopted for the final 18 months. This was a pragmatic and entirely appropriate decision.

47. Composition of the remainder of the PIU remained more or less unchanged throughout the project (and indeed from the start of Phase I), developing a strong, mutually supportive team with a common understanding of what the project was trying to achieve and how its various components interacted. The team was recruited locally in Kamchatka, and there has been some criticism that several of those appointed were

insufficiently qualified and experienced. To some extent local recruitment was the only option, as the terms and conditions of the contracts offered were not attractive to specialist personnel from central Russia. The appointment and development of this talented team, with strong local connections, engendered a real sense of ownership of and long term commitment to the project, which underpinned many of its achievements.

48. Some stakeholders have commented that the project should have had a much smaller management and administrative team, contracting out implementation of the various components to existing, locally based organisations with appropriate technical expertise (i.e. NGOs and academic institutions). The counterargument is that the required breadth and depth of technical expertise did not exist in Kamchatka, and that the project was right to invest in building the capacity of a strong core team (with all the efficiencies and synergies that could potentially create), making use of existing local capacities where they were available through task-specific contracts. The considerable achievements of the PIU (detailed in subsequent sections of this report) suggest that this was the correct approach. Establishing a stable implementation team enabled an integrated 'holistic' approach to project implementation that would not have existed had implementation of the major components been contracted out. A large number of task-specific contracts were issued, creating opportunities for local experts to contribute to and benefit from the project, subject to a well-regulated procurement process. In the experience of this evaluator, when the majority of the project components are contracted out to external organisations, the implementers tend to prioritise their own agendas and needs over those of the project, and integration and collaboration between components is weakened.

The Government of Kamchatka Krai

49. Several interviewees criticised the lack of official inclusion of the Government of Kamchatka Krai (GKK) in the project management structure, other than through representation on the PSC. The GKK has direct management responsibility for two of the four focal protected areas, comprising more than 50% of the affected territory and probably had the greatest need of project support. The Federal Protected Areas, despite having their own significant challenges, were at the start of the project far more advanced in terms of capacity and management effectiveness than the Regional Nature Parks (as evidenced by the baseline METT scores). Given this, it would have been appropriate to recognise from the start the pivotal role of the GKK in the project in a more formal way. This could have been achieved through the creation of the position of Regional Project Director to act as a formal liaison between project and local government. Although the KOA endorsed the Project at its start, a more detailed formal agreement of cooperation should also have been agreed at the start of the project. This was complicated by the formation of the GKK, with which a formal agreement was signed only in March 2009.

4.2 Project implementation

4.2.1 Project implementation approach

50. Overall the approach to implementation is evaluated as **Satisfactory.** Despite deficiencies in the logical framework, a delayed launch and numerous challenges and unforeseen changes in personnel and the enabling environment, implementation has generally been effective and efficient.

Timing

51. A 22-month delay between completion of Phase 1 and inception of Phase 2 led to a loss of momentum in the project, which is likely to have limited its impact. The damage was, however, mitigated by the continued commitment of the PIU during the hiatus between the two phases.

Use of the logical framework

52. The project has, in general, faithfully pursued the outcomes set out in the logical framework, leading to a rating of **Satisfactory** for this element**.** Annual work plans were developed based on the logical framework, and the team has worked in a structured and organised way to implement the required and agreed actions. The logframe was reviewed and revised following the inception workshop; updated outcomes and indicators were presented in the Inception Report and subsequently adopted by the PIU (See Table 7.) The

main purpose of these changes was to strengthen the outcomes and to make them more specific and 'SMART' and to include a set of indicators that were more impact-oriented. The Mid Term Evaluation recommended some amendments to the logframe regarding improvements in the links between outcomes, outputs and indicators. As a result one indicator was adjusted, but the UNDP responded that '*in view of the limited time of the project, upon consultations with UNDP, (we) may reserve the opportunity to leave indicators as they are to avoid the situation when baseline values and end-of-project values are the same'*.

Adaptive management

53. This element is rated as **Highly Satisfactory.** The adaptive approach has been one of the strengths of the project and a main reason for its successes. Adaptive strategies were demonstrated in several ways. The Project has had to cope with numerous changes including personnel, partners, legislation, systems of governance and administration and mandates for management of protected areas and natural resources. It has also reached a number of 'dead ends' in trying to achieve certain required outcomes. In almost every case, an effective solution, alternative or 'work around' has been found and implemented. Some conspicuous examples are outlined below.

- The identification, development and implementation of an alternative sustainable financing mechanism when it became apparent that the Trust Fund was not a feasible option.
- Repeated attempts to find alternative routes to implement the legal changes required for effective project implementation.
- Reorganisation of the PIU and adoption of a collegiate management approach following the departure of the Project Manager in 2009.
- Establishment of Anti-Poaching Brigades involving a range of Law Enforcement Agencies when it proved impossible (within the project timescale) to enable Natural Park Rangers to legally acquire powers.to issue citations.

Project partners and beneficiaries have also employed adaptive approaches:

- Adapting to shortages of technical staff in Bystrinksy Nature Park by the use of national and international volunteers to improve capacity for GIS and other technical tasks.
- The adaptation and improvement by the protected area teams of the species and management information databases prepared by the project for the protected areas.
- Preparation of a second round of management plans, taking account of the lessons learned from implementation of the first set of plans developed during Phase I.

Use of information technologies

54. The project generally made good use of information technologies, both internally and in its operational work. This element is rated as **Satisfactory.**

55. Staff were provided with adequate computer equipment, software and peripherals. A server and network were installed in the project office, supported by a full time IT technician. More attention could have been paid to backing up and cataloguing of documents and work. While the central server was backed up, individual staff kept a lot of their work on their own laptops, with no clear policy for backing up.

56. The Project has established an official website (www.unkam.ru) in Russian and English. This is a simple, information site, describing the project, introducing its staff and providing access to downloadable project outputs and links to the sites of other project partners. The site has been regularly updated and will remain on line for two years after the project has ended. The project has distributed an e-newsletter to an extensive mailing list. A much more lively and engaging website has been developed with support from the project by the Kamchatka Krai Protected Areas Association (www.wildkamchatka.ru), describing itself as a portal for Kamchatka's Protected Areas. This is accessible in Russian, English and German and acts as a useful source of information and as a portal for professionals, the general public and tourists.

57. The Project has maintained a partial electronic archive of its work and outputs (project documentation, internal reports, technical reports, other documents and emails). Other materials have not been centrally archived, for example electronic proofs of publications and information boards, designs, maps and GIS data, photographs, libraries of reference materials, outputs and publications from other projects.

58. The Project also encouraged its partners to develop and improve their use of information technology. Species and management information databases were prepared for the beneficiary protected areas. These were modified by staff at those sites to suit their own needs and are still being used. Use of GIS by the focal protected area administrations has been actively encouraged. Hardware and software were purchased and training provided, and specialist GIS staff engaged. GIS is being actively used at Kronotsky Zapovednik and Nalychevo Nature Park, not just for making maps but also to support monitoring and decision making regarding species conservation, visitor management and law enforcement. Bystrinsky Park has increased its own GIS capacity through the work of volunteers. More use might have been made of remote sensing data, which are particularly useful for such large areas.

Operational relationships between institutions involved

59. Although local relations between the PIU and implementation partners were generally good, there were some clear deficiencies in important relationships that could have been solved by clearer agreements of cooperation and more active relationship management. This element is rated as **Marginally Unsatisfactory.**

60. The formal means of governing these relationships with partners has been the Project Steering Committee, meetings of which were attended by all key stakeholders. Informally, members of the PIU worked hard to develop and maintain good working relations with project partners and beneficiaries. During all visits and meetings conducted during the evaluation mission, members of the PIU were clearly on good personal and professional terms with partners, many of whom expressed appreciation of the work of the project and the PIU.

61. It is reported that CIDA was dissatisfied with the level of communication and updates on progress provided by the UNDP Office in Moscow. This issue was a contributing factor to CIDA deciding to cease funding the programme in Kamchatka. CIDA was also concerned about the lack of recognition of their contribution by regional and national authorities. In contrast CIDA was pleased with the level of direct communications with the Small and Medium Enterprise Fund and with the quality of the work of the fund.

62. The project would have benefitted from more specific written agreements with co-financing partners, WWF Russia and the Wildlife Conservation Society (WCS). Little mention is made of WCS in any project documentation and it is not clear how they were involved. The WWF programme in Kamchatka did cooperate with the project informally, but there was no formal partnership agreement and but given the amount of their stated co-financing, more could have been done to ensure a coordinated approach.

63. There was a partial breakdown in relations with the administration of Bystrinsky Nature Park during 2007/8. From the perspective of the Park Administration, Federal Protected Areas were being unfairly favoured in terms of the distribution of project resources. From the perspective of the project, the BNP Administration was not making good use of resources provided and was failing to make satisfactory progress on implementing agreed activities. Several interviewees mentioned a personality clash between the project manager and the Nature Park manager. The result was that the project manager (with the support of the National Project Director) suspended procurement of equipment and infrastructure for Bystrinsky between 2007 and 2008. This issue was raised by the manager of BNP at the Steering Committee meeting of February 2008. As a result a resolution was found and the suspension lifted, but in the meantime relationships were soured and implementation progress at the BNP set back. While disputes between implementer and beneficiary are almost inevitable from time to time, taking the step of suspending support is a radical sanction, normally associated only with gross misconduct or financial impropriety, which was never suggested in this case. The problem should have been resolved in a more constructive way.

64. Many of those consulted mentioned an apparent decline in the commitment and sense of ownership of the GKK, particularly in its willingness at higher levels to cooperate with the project, although day to day

relations between the project and staff of the beneficiary regional protected areas have remained generally good. During the evaluation mission an apparent 'distancing' of the GKK from the project was evident on several occasions. This change in attitude has been attributed to a number of factors. First, changes in regional administrative arrangements eliminated the agency that was most closely involved in developing the project, diminishing the sense of ownership in the 'inheriting' agency. Second, there was some resistance in the GKK towards hosting a federally implemented project that had such a strong regional focus, fuelled by a perceived unfair distribution of project benefits in favour of the Federal Protected Areas. Third, relations between the new Regional MNR and the project were originally founded on a good working relationship between the project manager and the then Minister; this relationship were lost when the former resigned and the latter retired. Several interviewees commented that this 'cooling' of relations was not just related to the project, and a similar change ins approach had been noted towards other perceived 'external' and 'international' interventions and projects. It is beyond the scope of this report to determine the reasons for this change, but some problems might have been avoided if this project had not been considered to be 'external' or 'international'.

Technical capacities

65. Members of the PIU more than adequately compensated for some gaps in individual capacity through commitment, willingness to learn and teamwork. The project paid close attention to capacity development for all partners. A higher level of technical advice on socio economic and awareness components would have been beneficial. This element is rated as **Satisfactory.**

66. Despite the turnover of project managers, the PIU has developed into a stable, cohesive and effective team. Even before the departure of the project manager and reorganisation and distribution of management responsibilities in early 2009 the PIU has had a generally collaborative 'institutional culture', enabling and encouraging the contributions and participation of the project team. Weekly team meetings have ensured good coordination and sharing of information and ideas. By the time the manager left in 2009, the team was experienced, confident and self-reliant; the collegiate approach adopted for the remainder of the project was both appropriate and effective. The appointment of one of the team as 'Project Coordinator' was not without difficulties. By default he was treated as the project manager, and the distribution of management tasks between the core team was not always as intended. It would also have been preferable for the team leader to have had a deeper technical knowledge of biodiversity conservation and protected area management, but the team was largely able to rely on its accumulated experience, and the Deputy National Project Director played an important role in helping maintain the technical quality and focus of the work of the project.

67. All members of the PIU are local people and have demonstrated strong ownership and personal interest in the project and its goals. They have understood the importance of building and maintaining partnerships and working relations with each other and with stakeholders. There has generally been a positive response to the many challenges the project has faced. The team has developed its own 'can do' culture, repeatedly developing innovative solutions to challenging problems and working through periods of difficulty. This attitude is perhaps typical of 'frontier communities' in harsh environments where self-reliance is important. This evaluator has never previously encountered project team members who say that they were *glad* to have unrealistic goals because it made them work harder and more creatively! While not necessarily agreeing with the logic of this statement, the underlying attitude deserves respect and admiration. Overall, this type of attitude and approach outweighed any technical shortcomings in the team and has been one of the most significant factors contributing to the successes of the project.

68. In terms of capacity, most members of the PIU acquired GEF Project experience from Phase 1 and were familiar with most of the required procedures for project management and administration. The UNDP Country Office provided guidance, backstopping and day-to-day support for the team as required, but according to the MTE Report '*PIU members were not given specific training by UNDP in their various administration and finance roles, they learnt as they went along'*. Evidence from this evaluation shows however that although the team would have liked even more training, adequate attention was paid to developing their administrative capacity. Internal training sessions were held on topics such as team

building, report writing, project documentation and GEF priorities. The project manager attended a training workshop for UND/GEF project managers in Moscow and a regional UNDP workshop in Bratislava. Members of the PIU were encouraged to learn English, enabled to attend national roundtables, workshops and conferences organised by other UNDP projects and able to attend the courses provided by the project.

69. As explained in paragraph 47, several members of the PIU were not, upon recruitment, technical 'experts' in the fields for which they were responsible, although some had gained technical experience through Phase 1. Recruitment of less qualified, but talented local staff with good local knowledge and connections and a strong sense of ownership and commitment proved to be more practical and effective than bringing in experts from outside Kamchatka. It is testament to the growth in capacity and confidence of the PIU that at least three past and present members have taken up or will be taking up posts in local organisations established under the project, and others are planning to continue in work related to conservation, environment and development in Kamchatka. Nevertheless, the PIU and the project would have benefitted from more investment in building their technical capacities.

70. Capacity development of project partners and beneficiaries has been an important component of the project: more than 70 training events were supported, the majority of them targeted at protected area staff. The establishment and launching of a Protected Areas Training Centre provides a means to continue and expand the training provision, not just for PA staff, but also for partners in the public, non-governmental and private sectors. The project training programme is described in detail in section 4.4 (Outcome 1).

71. The project has served to increase significantly the capacities of staff of the UNDP Country Office in terms of project development and management and of technical understanding of biodiversity, protected areas and associated rural development. Skills and knowledge acquired through the project were used to develop a suite of new projects in Russia and administrative and management systems developed during the Kamchatka project were transferred to these new projects.

72. The project has benefited from access to international expertise (mainly from Canada), especially in its earlier stages. This has helped with the preparation of protected area management plans, the development of tourism and the design of the Small and Medium Enterprise Support Fund. In its latter stages the project has reduced its use of international experts. Generally this approach has been justified as capacities in Russia are high compared to many GEF beneficiary countries, but activities under Outcome 2 would have likely been more successful with access to international expertise from countries with much greater experience in socio economic development linked to biodiversity conservation. Overall the project might have benefitted from the occasional interventions of an expert international' mentor' who could provide detailed and up-to-date professional advice.

4.2.2 Monitoring and evaluation

73. Monitoring and evaluation (M&E) of the project is evaluated as **Marginally Satisfactory.** M&E has been well conducted in terms of compliance with reporting requirements, but has been hampered by deficiencies in both outcomes and indicators and by the lack of a comprehensive monitoring plan. It is unfortunate that the recommendations of the Final Evaluation of Phase 1 to develop a more comprehensive system of M&E before that phase ended, as Phase 2 would then have inherited an 'up and running system' with established baselines.

74. The GEF Monitoring and Evaluation Policy requires the project to meet minimum requirements for design and implementation of the project M&E Plan. An M&E plan for the project was prepared, in the form of a table of the main means of reporting project progress (without budget). It does not include the 'Impact Measurement Template' specified in the UNDP guidance, is not explicitly cross referenced to the logframe and or its associated indicators and means of verification and does not have a specific budget attached to it. Shortcomings in project design and indicators (as described in previous sections) inevitably reduced the effectiveness of the monitoring programme. In response to these comments the UNDP CO has explained that it is not their usual practice to allocate a specific budget to monitoring and that monitoring costs are

integrated into work plans and activity budgets. Furthermore the CO has explained that the main tool of monitoring is the PIR, which is directly linked to the indicators in the logframe.

75. Formal recording and reporting of project progress has occurred at a number of levels and in line with the M&E plan. Quarterly progress reports were submitted to UNDP using a standard format, recording activities in the previous quarter, highlighting planned activities for the forthcoming quarter and highlighting any major issues affecting delivery. Annual Project Implementation Reports (PIRs) were submitted to UNDP using the (evolving) standard format. These included quantified assessments of the agreed indicators as well as all of the other required elements. The UNDP Country Office reviewed the PIRs and provided the required feedback, response plans and assessments. Thematic reports were produced by consultants contracted by the project and by project staff.

76. Annual meetings of the Project Steering Committee (PSC) provided oversight of project progress and implementation. Each meeting generated a set of minutes, including 'resolutions' setting out main points and agreed actions. Members of the UNDP CO and the NPD (or Deputy) attended all PSC meetings. The Tripartite Review (TPR) meetings envisaged in the M&E plan did not occur, but according to current UNDP guidance TPR meetings are not obligatory. Project staff considered that meetings of the PSC were analogous to TPR meetings.

77. The project has been subject to three external independent evaluations, the mid-term evaluation (February 2009), the final evaluation conducted on behalf of CIDA, using a very similar methodology to that employed by UNDP (April/May 2009); and the present final evaluation. The UNDO CO prepared and implemented responses to the recommendations of the mid term evaluation.

78. The PIU has worked diligently to obtain data for each specified indicator in the logframe. Generally comparable, quantified data were presented in each PIR, which greatly facilitated tracking of progress towards each outcome (subject to the limitations of the indicators). adequate means were made available to gather the required information, for example through engagement of consultants to conduct public opinion surveys (Outcome 3), through development of species monitoring methodologies, through training and equipping protected area staff to conduct, record and analyse population censuses of indicators species according to these methodologies (Outcome 1). No specific budget was prepared for these monitoring activities: costs were absorbed by the budgets of the relevant project components. Attendance of Moscow-based staff at PSC meetings was expensive due to travel costs, but essential. The monitoring did have some shortcomings. Use of aerial surveys to census reindeer proved expensive and unsustainable, and could not be completed in the final year. The data on public awareness and opinions (Outcome 2) were gathered using different methods each time and are therefore not comparable. The limitations in the indicators meant that the project sometimes underreported important achievements: for example, in the impact of livelihood support and anti-poaching efforts (see Section 4.4). Many of these problems would have been avoided with a more detailed and budgeted M&E plan.

79. Less formal means of tracking project progress have played an important role. Week to week progress was reviewed at the regular Monday management team meetings. Country Office staff kept themselves well informed about the project and its progress, without attempting to micromanage, through very regular contact by phone and email. This oversight has generally been conducted with a 'light touch' and has been considered supportive rather than intrusive.

4.2.3 Stakeholder participation

80. Overall, stakeholder participation in the project is evaluated as **Satisfactory.** The project overcame initial misunderstandings as to its functions and motives to establish itself as both a partner and catalyst for conservation efforts in Kamchatka. A more detailed participation plan would have been useful at the start of the project, but the project has actively engaged with all the main stakeholders. Ensuring the full participation of the GKK in the project was an increasing challenge. The establishment of the Community Councils for Protected Areas has been an exemplary innovation.

81. The Project Document envisages a partnership approach to project implementation and identifies the main 'implementing agents' to be involved in the five main outcomes (see Table 8). Preparation of a comprehensive stakeholder assessment and participation plan at the start of the project would have been beneficial, but despite this the PIU has a good understanding of who the stakeholders are and has employed a range of means to enable their participation.

Table 8 Project implementation partners for its five areas of activity.

Activity Area	Implementing Agents
Protected area management	MNR (NRC), KOA (GKK), KNPD, local communities, research institutes, NGOs
Alternative livelihoods and community-based conservation	MNR (NRC), KOA (GKK), NGOs, local community organizations
Conservation awareness and advocacy	NGOs, KOA (GKK), research institutes, media
Sustainable financing mechanisms	MNR (NRC), KOA (GKK), NGOs, bilateral donors, private sector
Best practices and lessons learned	MNR (NRC), KOA (GKK), KNPD, NGOs

Production and dissemination of information

82. This element is rated as **Satisfactory.** Close attention was paid to making information available to stakeholders and more widely disseminated through the project website. Lack of a consistent project image may have restricted a local sense of ownership.

83. The project worked in an open and transparent way. The website includes a library of documents (in Russian and English where available) related to the project including the project document, evaluation reports, minutes of meetings and technical reports. More widely, information about the project was disseminated to stakeholders mainly through activities conducted under Outcome 3. Media used to disseminate information include the project newspaper, the e-newsletter, newspaper articles radio broadcasts and participation in public events.

84. The project has maintained a generally high profile and all those consulted were well aware of its existence and main purposes. A Moscow-based company was engaged early on to develop a 'brand' and 'image' for the project. A set of modern and imaginatively designed logos was produced for each focal protected area and for the project as a whole. However, little consultation was carried out with the relevant parks, none of which have adopted the new logos. The project logo developed by the consultants in 2004 and included the UNDP logo, but not that of GEF. The PIU was not permitted to use the MNR logo because its use was considered to imply official endorsement of a publication on which it appeared (although the MNR logo *is* prominent on the project website). As a result the project's image was presented through an inconsistent combination of logos, acknowledgements and styles. The UNDP CO recognised these inconsistencies and as a result the image was made more appropriate and consistent in official project publications. More attention could have been paid to ensuring that third party publications funded by the project included the correct image and acknowledgements.

Local resource users' and NGOs' participation

85. Mechanisms were established for participation, through innovative community councils, community activities at protected areas, involvement with indigenous peoples' groups and the Small and Medium Enterprise Support Fund. Accordingly this element is rated as **Highly Satisfactory.**

86. The main means for participation of local stakeholders and resource users at the protected area level has been the Local Community Councils established for both Nalychevo and Bystrinsky Nature Parks, which have met regularly since 2004. This is an exemplary achievement - one to which many projects aspire, but which few achieve. Further details on the functioning of the Councils are given in the evaluation of results in Section 4.4 (Outcome 2).

87. Formal contact with major NGOs has been through the Project Steering Committee, while NGO representatives also participated in the Community Councils for NNP and BNP. The NGO 'LACH' (Kamchatka Indigenous Peoples information Centre) was subcontracted to deliver activities related to the

implementation of the majority of Outcome 2 and the Kamchatka Ecotourism Association also conducted contracts for the project. Local NGOS were encouraged to apply for 'mini-grants' for activities supporting both BNP and NNP. Members of the PIU have maintained good contacts with the local NGO community.

Establishment of partnerships

88. Productive partnerships were established with most groups in the environmental sector in Kamchatka, but partnerships with co-financing NGOs and agencies would have benefitted from formal agreements and closer liaison. This latter issue has been discussed and rated under the section 'Operational relationships between the institutions involved'. The rating of this element is based therefore on the quality of local partnerships and is **Satisfactory.**

89. The project developed good links with a wide range of partners, both locally and further afield. In the early stages, productive international links were developed through involvement of CIDA as a project co-financer. As the project progressed it focused more on national and local partnerships, developing a good network of collaborative contacts in Kamchatka and central Russia. Effective local partnerships have been established with through collaborations with local academic institutions, through close engagement with the tourism sector and with organisations representing indigenous peoples in Kamchatka and more widely in Russia. Establishing Community Councils for the two Nature Parks has brought representatives of local groups into the project, encouraging partnership and cooperation. The attitude of the members of the PIU has been instrumental in ensuring stakeholder participation: they have worked hard to build good relations with both individuals and organisations and were observed to work in an open and participatory way.

90. Involvement of governmental institutions has been variable, leading to an evaluation of **Marginally satisfactory** for this element. The main challenge has been the balance between the federal and regional elements of the project. The effective involvement of federal Institutions is reported to have improved significantly. The National Project Director has been instrumental in this change, and the Deputy National Project Director has provided an important, more technically focused link between Government, project and protected areas. Participation of the Regional Authorities has deteriorated in the final period of the project, as described in paragraph 64. This is reasons largely beyond the control of the PIU, which has continued to provide opportunities for collaboration and to encourage the GKK to participate. Despite these issues, relations and collaboration with those working in the regional protected areas themselves have remained, on the whole, constructive.

4.2.4 Risk management

91. The Project Document includes a narrative section entitled 'Risks and Sustainability (including financial sustainability), which focuses on concerns about financial sustainability and the viability of the planned Trust Fund. An annexed 'Results Measurement Table' includes a column on 'Risks or Assumptions' associated with the performance indicators. The amended logical framework developed at the inception workshop includes a column entitled 'Assumptions', simplified from that in the Project Document, but these do not take into consideration some very fundamental assumptions that underpin this project For example the assumption from the project document that '*Villagers will substitute income sources if provided with opportunity*' has, inexplicably, been removed: this assumption is critical to the success of Outcome 2. The Inception Report includes a section entitled 'Risks' in a new categorisation: Financial (3 Risks), Legislative (1 Risk), Institutional (1 Risk) and Other (1 Risk).

92. The only risk reported as critical in the Annual Project Reports (APRs) and Project Implementation Reports (PIRs) for 2006-2010 is the lack of capital for the Trust Fund. This risk was successfully mitigated, as described elsewhere in this report. In the PIR for 2008 the UNDP Regional Technical Adviser commented that '*We would like to recommend the project team to monitor the risks which the project is facing more closely, even if some of them are not reported as critical risks, such as the one which might be posed by the geological exploration in Bystrinsky Nature Park, and the regulatory risk associated with the territories of traditional land use. For example, the threat to biodiversity as a result of the potential future mining has been clearly identified in the initial project design, however as it is not monitored as part of the indicators*

we would like to ensure that it is not forgotten as a threat and risk mitigation strategy is continuously updated'. It is not clear to what extent this recommendation was followed, as the PIR/APRs supplied only appear to record risks that are categorised as 'critical'.

4.3 Project finances

4.3.1 Financial planning and expenditure

Project expenditure (GEF)

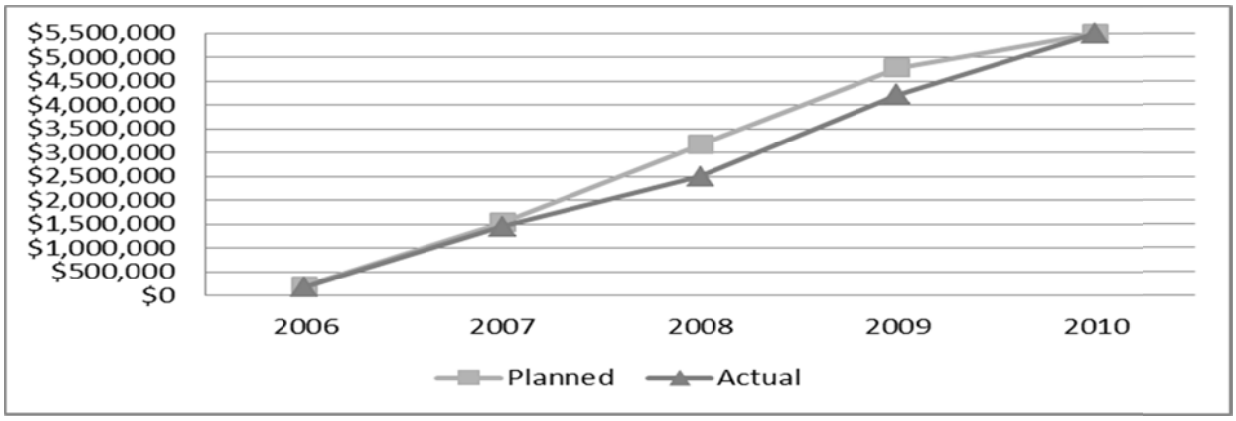
93. Table 9 summarises Project expenditure for each component in comparison with the original budget. There were some significant differences, most notably an 18% overspend on Project Management, a 16% underspend on Outcome 2 (Alternative Livelihoods) and a 44% underspend on Outcome 5 (Replication). The reasons given by the project for these differences are shown in the 'Comments' columns.

Table 9 Comparison of GEF Project Budget and Final Expenditure.

Outcome	Original Budget		Predicted final expenditure (Dec 2010)		Differences		Comments by the PIU and CO
	$	%	$	%	$	change	
1 PA capacity	$2,128,000.00	38.7%	$2,099,962.82	38%	$28,037.18	-1%	
2 Alternative livelihoods	$392,000.00	7.1%	$328,650.26	6%	$63,349.74	-16%	Saving mainly due to reduced use of international consultants. It was decided that sufficient international specialists were hired during Phase 1 to provide a foundation for local implementation. This outcome was largely funded by CIDA and the SMESF, which provided a sustainable, revolving financing instrument for alternative livelihood activities, thereby reducing reliance on GEF funding.
3 Awareness & advocacy	$492,000.00	9%	$460,519.14	8%	$31,480.86	-6%	
4 Financing mechanisms	$1,500,000.00	27.3%	$1,503,390.94	27%	$3,390.94	0%	
5 Replication	$90,000.00	1.6%	$50,575.66	1%	$39,424.34	-44%	Most replication activities were conducted and thus financed in the framework of other outcomes.
6 Project management	$898,000.00	16.3%	$1,056,901.18	19%	$158,901.18	+18%	Additional administrative costs were incurred due to extension of the project from Q1 2010 to Q4 2010. The project was also required to rent an office dues to changes in the Oblast administration
TOTAL	**$5,500,000.00**	**100%**	**$5,500,000.00**	**100**	**0**	**0**	

94. The 'Delivery Rate' of Project expenditure was, generally, in line with that predicted in the Project Document (see Figure 2). Expenditure fell away slightly in in Years 3 and 4 (possibly linked to changes in project manager and the suspension of procurement for Bystrinsky Nature Park), but the underspend has been made up in Year 5 and the project is expected to have completed all expenditure according to plan.

Figure 2 'Delivery Rate'. Expenditure of GEF Funds during the project



Co-financing

95. Table 10 summarises the planned and actual co-financing the project The CIDA support took the form of direct co-financing over both Phase 1 and Phase 2 of a suite of agreed activities, focusing on Outcomes 2 and 4, but including some support for other outcomes (see Table 11). These funds were channelled through the UNDP Country Office. Expenditure was integrated into overall project expenditure on each component, according to the co-financing agreement. The PIU 'flagged' all expenditure to be assigned to the CIDA support so that it could be separately accounted for.

Table 10 Summary of project co-financing (figures provided by the PIU).

Co financing (Type/Source)	IA own Financing (million US$)		Government (million US$)		Other* (million US$)		Total (million US$)		Total Disbursement (million US$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants	-	-	-	-	-	-	-	-	-	-
Loans/Concessional (compared to market rate)	-	-	-	-	-	-	-	-	-	-
Credits	-	-	-	-	-	-	-	-	-	-
Equity investments	-	-	-	-	-	-	-	-	-	-
In-kind support	-	-	-	-	-	-	-	-	-	-
Other										
CIDA	-	-	1.87	1.87			1.87	1.87	1.87	1.87
NGOs	-	-			0.92	0.21	0.92	0.21	0.92	0.21
Russian Government (Federal & Regional)	-	-	4.13	5.38			4.13	5.38	4.13	5.38
International donors contribution to Trust Fund & Small and Medium Enterprise Fund	-	-	-	-	3.0	2.1	3.0	2.1	3.0	2.1
TOTALS			**6.0**	**7.25**	**3.92**	**2.31**	**9.92**	**9.56**	**9.92**	**9.56**

Table 11 CIDA investment per outcome, Phase 1 and Phase 2 combined (CIDA Project Final Evaluation).

Outcome	Total	% of total
1. Protected Area Management Capacity	$97,159	2.7%
2. Alternative Livelihoods	$591,400	16.6%
3. Stakeholder Awareness	$149,579	4.2%
4. Sustainable Finance	$2,258,980	63.3%
5. Replication Mechanisms	$297,524	8.3%
6. Project Management	$174,159	4.9%
Total all outcomes	**$3,568,800**	**100.0%**

96. Government co-financing was in the form of 'in-kind support' based on the budgets of the four focal Protected Areas. Budgets for these sites were increased during the project and, accordingly, the co-financing contribution increased.

97. NGO co-financing is somewhat unclear. The Project Document mentions a figure of $920,000 and includes pledges from two NGOs for parallel financing of activities relevant to the goals of the project. The Wildlife Conservation Society (WCS) committed $300,000 (mainly connected with bear research), and the World Wide Fund for Nature (WWF-Russia) committed €240,000 (equivalent to approximately $312,000). It is not clear where the remainder of the $920,000 was to come from. No expenditure or activities by WCS have been reported. The project reports expenditure of $210,000 from WWF on jointly funded activities. An enquiry to WWF in Moscow during the evaluation mission indicated protected area related expenditure in Kamchatka of $938,800 between 2005 and 2008 (see Table 12). It would have been preferable if there had been clearer joint plans with the NGOs providing parallel co-financing for activities and expenditure.

98. With respect to the item in Table 10 entitled '*International donors' contribution to Trust Fund & Small and Medium Enterprise Fund'*, the original intention was to secure investments in the planned Trust Fund from international and national donors. Securing $3m of co-financing would have triggered the release of a matching $1.5 million investment from GEF funds. Despite extensive efforts it was not possible to secure the required co-financing. An alternative means was therefore designed to provide sustainable financing for protected areas in Kamchatka, through an investment into the Small and Medium Enterprise Fund *'Sodruzhestvo'*, established under the project, which would then direct a proportion of its profits to supporting protected areas in Kamchatka, through the newly formed Kamchatka Protected Areas Association. The $2.1m 'active capital' of *Sodruzhestvo* was accepted by GEF as valid co-financing, allowing the additional $1.5m be released. This innovative and effective solution s described and evaluated in more detail in Section 4.4.

Table 12 Reported expenditure by WWF on terrestrial protected areas in Kamchatka 2005-2010.

(Source: Unaudited figures supplied by WWF Russia, Moscow Office).

Programme		Amount (US$)
1 Establishing new PAs		$ -
2 Existing PAs	Existing PAs support	$454,000.00 -
	Anti-poaching brigades support	$104,000.00 -
3 GAP-analysis and development of prospective schemes for PAs management in Kamchatka		$46,300.00 -
4 Improvement of federal and regional legislation on PAs		$60,000.00 -
5 Elaboration of general principles of Kamchatka's PAs development		$7,500.00 -
6 Communication expenses		$267,000.00 -
Total		**$938,800.00 -**

Leveraged financing

99. The project can take some credit for stimulating major increases in financing of both federal and regional protected areas in Kamchatka in terms of budget increases, a major new federal programme for developing ecotourism in KSBR and incentives for ecotourism development in the regional protected areas. These funding improvements are detailed in the evaluation of Outcome 4. Official economic figures from Bystrinsky District have shown an impressive growth in the local economy. The investments through the Project in terms of grants and loans through the SMESF must have contributed significantly to this growth, both directly and in terms of multiplier effects.

Cost effectiveness

100. Application of required rules and procedures has helped to ensure that, in general, good value for money has been obtained. Kamchatka is expensive, and the existence of monopolies or limited number of suppliers for some goods and services tends to push price upwards. The administrative team has been generally cost conscious. Most required outputs were delivered in a timely manner (as shown by the good delivery rate). Where delivery of the planned outcome was not possible in the manner prescribed, alternative means were normally found.

Sustainability

101. There is a high chance that the accomplishments of the project will be sustained by the beneficiaries as a result of enhanced capacity (individual and institutional), increased government funding and the development of a means of providing additional support to protected areas thought the sustainable financing mechanism developed as an alternative to the Trust Fund. Since one of the main outcomes of the Project is financial sustainability, this is described and evaluated in more detail in Section 4.4.

4.3.2 Financial and administrative procedures

Budget procedure

102. Annual work plans prepared by component team leaders in August of each year were collated by the project manager into a single coordinated work plan. Each team leader was then required to prepare a draft budget for the work plan (based on the project budget). These budgets were collated into an overall budget for the next year. In general this procedure worked well, improving in the course of the project as the capacity and experience of the PIU grew. The procedure also benefitted from the engagement of a professional accountant to oversee financial management.

Procurement

103. Procurement of goods and services was conducted according to the requirements of UNDP. Procurement processes were examined by the project auditors each year and were considered to have been conducted correctly. During the evaluation mission, project administration staff provided examples of dossiers for procurement of materials, equipment and services. Procurement was complicated at times by a lack of suitable suppliers in Kamchatka, making it difficult to obtain an adequate number of bids. Administrative staff dealt with this by extending bidding deadlines and ensuring that all potential suppliers knew about bidding opportunities. Where a suitable number of bidders could still not be attracted, potential suppliers who did not wish to bid were requested to put that fact in writing. In some cases (e.g. fuel, communications and helicopter hire) there was only one supplier in Kamchatka. When an adequate amount of evidence had been obtained by the Project Administrative staff, UNDP staff in Moscow were supportive in allowing exceptions to be made to normal procedures, subject to a justified waiver.

Disbursement

104. Disbursement procedures were quite complex due to a combination of UNDP procedures and Russian regulations. Russian Law does not allow a project to be a legal entity and therefore the project administration could not be a fund holder, managing its own budget. Disbursement took place either directly from UNDP Moscow (for large payments) or indirectly from UNDP Moscow via the Foundation for Kamchatka Preservation (FSK), a legally established NGO (for smaller and recurrent payments).

105. UNDP Moscow made quarterly cash advances to FSK, based on estimates of expenditure for the next quarter and on proof of disbursement of at least 80% of the previous advance. Expenditures of up to $5,000 against the agreed budget could be authorised by the project manager; expenditures of between $5,000 and $30,000 could be authorised by the Deputy National Project Director and expenditures above $30,000 could be authorised by the National Project Director.

106. All accounting was conducted in Moscow by the UNDP office, using the Atlas System. The Project engaged a professional accountant to act as its Finance Officer, enabling a professional and efficient local financial management, record keeping and control. The PIU would have liked to have had access to the Atlas System, but this was not permitted.

107. The average turn-around time for disbursement requests was around one month. Delays in disbursement were at times a source of frustration for the PIU, and occasionally hampered project delivery and required staff to cover expenses from their own pockets. Staff at UNDP Moscow were sympathetic to problems and were supportive in trying to resolve them. The situation improved once the Project

Administrative team had developed a rigorous system for liquidating previous advances and justifying new ones. They would have benefitted from support in developing this system at the very start of the project.

Risk management

108. The only financial risk identified in Project Implementation Reports (2006-2009) is the continued lack of capitalisation of the planned Trust Fund. This issue was eventually resolved through development of an alternative means for sustainable financing of the Protected Areas (described on detail in Section 4)

Audit and inspection

109. Project accounts were audited annually in Moscow. Auditors visited the project in Kamchatka once for three days. Annual audit reports highlighted very few problems or irregularities, and those that were identified were rapidly addressed and resolved (see Table 13). FSK submits annual accounts to the Krai Department of Justice and, as a Russian NGO, is audited annually. Its auditors reportedly accepted the project audit reports prepared for UNDP. FSK had also been subject (during Phase I) to a full inspection by Krai Authorities in 2003 and a tax audit in 2004.

Table 13 Issues arising from Annual Project Audits.

Audit date	Issue identified	Notes	Response
31 December 2006	1. Delay in start of the project	Caused low delivery in Year 1	Delay due to circumstances beyond control of Project
31 December 2007	1. Unreasonable expenditures for purchase of the bus PAZ 3206-6—50 in the amount of US$ 45882.59	A bus purchased at the request of KSBR was rejected by the beneficiary due to dissatisfaction with its specification.	Bus transferred to ownership of NNP. Tightening of review of procurement requests from beneficiaries
	2. Improper use of ATLAS for reflecting transactions	Three errors in correct coding of expenditures.	Noted and rectified for future use of ATLAS
	3. Irregular physical verification of inventory	Annual inventory not physically checked	Amended procedure adopted for future inventory reports
	4. Lack of Funds for Kamchatka Trust Fund		Project adopted alternative route for sustainable financing
31 December 2008	None		
31 December 2009	None		

Execution and implementation modalities

110. The UNDP Country Office provided a good level of guidance and support for the PIU. Members of the country office team demonstrated a good knowledge and understanding of the project and its activities, developed good working relations with the PIU and were in very regular contact by email and telephone. They gave very much the impression of being team members rather than just administrators. They did not consider the large distance between Moscow and Petropavlovsk a significant problem, due to the availability of good communications. Indeed some members of the PIU regarded the distance in a positive way, as it encouraged local self-reliance and solving of problems locally.

4.4 Results

4.4.1 Achievement of objectives/attainment of outcomes

111. Evaluation of the project based purely on indicators in the logframe is somewhat problematic, because, as previously explained, many of the indicators do not relate directly to the outcomes or the indicative activities. The ratings shown in the summary tables in this section are based on the indicators as provided, but the overall evaluations also take into account further indicators collated by the evaluator using information gathered during the mission and also an assessment of the extent to which each component has achieved the stated outcome.

Project Goal: To demonstrate approaches for sustainable and replicable conservation of biodiversity in four existing protected areas as a model for a sustainable system of protected areas in Kamchatka

112. Attainment of the project goal is evaluated as ***Satisfactory*** (see Table 14.) Overall, the capacity and effectiveness of the four focal protected areas have been demonstrably improved in the majority of ways anticipated by the project. Elements of some achievements have been replicated both regionally and nationally. Identified major threats identified have been reduced and although some species populations have declined in the course of the project, the evidence suggests that they are now recovering. The overall 'effective protected area' in Kamchatka has increased, although this was not an objective of the project.

Table 14 Summary of results based on indicators for the project goal

Indicators	(sub-indicators)	Baseline measure	Target	Final measure	Rating
1. Reduction in identified threats in the four PAs:	(a) Fires - area - # fire incidents	 1,240 ha 19 incidents	Fire area not increased Number of fire incidents not increased	 1,170ha 10 incidents	**S**
	(b) Pollution - water pollution - area of sites polluted by solid waste	# sources of water pollution 1,386 ha	No water pollution Polluted sites cleaned; accessible solid waste removed except fuel barrels left by the military ca 200 ha	Zero	**HS**
	(c) Area of damaged/degraded habitat	1,024 hectares	Area of damaged lands not increased	264 BNP 350 KSBR 0 NNP	**HS**
2. Populations for key species	Brown Bear	1752		1,750	**MU**
	Sable	3500		3,550	
	Snow sheep	882		630	
	Reindeer	2700		1,700	
	Steller's Eagle	60prs Ca 455 wintering		45prs Ca 600 wintering	
	Arctic Falcon	30prs ca 60 wintering		30prs ca 50 wintering	
3. Number of PAs applying project's best practices and methodologies		4	6	**11**	Not evaluated
4. Number and area of project PAs		4 PA total area 2,979,155 ha	Number and area of PAs not decreased	2,984,640.37 ha (NNP and BNP) +862,000 ha (SKNP and KNP) + potentially 850,00ha (KSBR buffer zone).	**HS**

Reduction in threats

113. Fire was not considered a major threat by those consulted during the mission; incidents are relatively rare and one respondent estimated that around half the incidents were natural fires, which, it could be argued, should be left unchecked unless they directly threaten human life or infrastructure. Use of (free) satellite

based fire monitoring data in combination with GIS would have provided more detailed data and would have enabled comparison of results inside and outside protected areas.

114. As a threat, pollution was probably overestimated in the design of the project. The main problem has been the remains of various mineral exploration camps in KSBR and associated solid waste (mainly fuel barrels), affecting a few hundred hectares. While these sites are unsightly and undesirable, they have posed little direct threat to its biodiversity. A lot of material has been removed by using helicopters (at considerable expense), and the rest is reportedly decaying quite fast.

115. In comparison with the overall project area, the area affected by land degradation is very small. Positive and successful steps have been taken to limit and channel vehicle access and limit damage by visitors in NNP. Attempts to limit access by off-road vehicles in BNP has met with some success. Areas in KSBR and elsewhere affected by events such as mudslides should not be considered as degraded but as subject to natural processes which should be left unmanaged unless directly threatening life or major infrastructure.

116. It is inexplicable why poaching of terrestrial animals and fish, and illegal wood cutting were not included as indicators.

Populations of key species

117. The species used as indicators are appropriate, but salmon should not have been removed by the inception report from the original indicators listed in the project document. Salmon are the prime quarry for poachers and a major keystone species for Kamchatka. Surveys in a selected sample of rivers would have provided important information and also helped with planning of anti-poaching activities. The project has worked well to develop, test and implement methodologies for census of the populations of the required key species and the support provided has been appreciated by protected areas staff, especially at KSBR. In general the methodologies developed appear to be reliable and replicable, although repeating reindeer surveys has not been possible because of the costs of helicopter hire.

118. It is possible that species populations were intended in the logframe to act as a direct indicator of poaching pressure (thereby explaining why poaching was not included as a threat). If so this was a mistake. Results derived from species censuses can be explained by a large number of factors, such as the survey methods used, inconsistencies in conducting surveys from year to year, human error, variations in local conditions (food, weather) affecting location of individuals, natural mortality and fluctuations in populations due to disease, weather or diet and, of course, human activity such as poaching. Population trends are also very hard to identify over just a few years of surveys unless changes are very dramatic.

119. Despite these limitations ongoing population monitoring is very important and should be continued. The monitoring has provided far more reliable population data than was previously available and has already revealed some sudden declines, notably of snow sheep in SKSS which have led to rapid conservation action. However it is also very difficult to ascribe any observed changes to any specific activities (or lack of activities) by the project. Ideally species monitoring should be designed around a question or hypothesis. Population counts should have been part of to a Pressure-State-Response framework in order to establish clearer links between threats, interventions and impacts. This approach is further elaborated in the recommendations.

Replication of the project's best practices and methodologies

120. The element is addressed more specifically under Outcome 5 of the project. The indicator used here is weak as it does not define what best practices and methodologies were meant or the extent to which PAs are expected to have adopted or implemented them. Consequently it is not possible to provide a useful evaluation. A more measurable indicator might have been number of PAs implementing an approved management plan.

Number and area of project protected areas

121. This figure is a standard requirement for GEF reporting, but in this case the project did not aim to increase the area and a decrease in the total was not identified as a major threat, although there was a concern that a proposed mine on the borders of BNP could lead to boundary changes. It is very encouraging therefore that the project has potentially catalysed an increase in the 'effective protected area' of Kamchatka. The creation of the Volcanoes of Kamchatka Nature Park by merging BNP and NNP with South Kamchatka Nature Park and Kluchevskoy Nature Park increases the territory of effective protected areas in Kamchatka by 862,000 ha. Furthermore the results of surveys of snow sheep and reindeer have led to a proposal (with a reportedly good chance of approval) of the addition of a protection zone of 850,000ha. to KSBR.

Outcome 1: Protected area management capacity is strengthened.

Summary of results and assessment

122. The results from Outcome 1 are summarised in Table 15. All those consulted agreed that the project has made a significant contribution to 'putting the protected areas of Kamchatka on the map'. All four focal protected areas have benefitted from substantial investments in material capacity, modest increases in staff numbers and enhanced individual capacity. Management plans were prepared and implemented, research and survey programmes introduced, protection improved, tourism benefits increased and impacts controlled. METT scores for all sites have improved above target. NNP and KSBR/SKSS have succeeded in converting improved capacity to improved performance and can now be considered to be fully functional, effectively managed protected areas. Bystrinsky Nature Park has achieved less by comparison, but its baseline starting point was far behind the other sites, the challenges it faced were much more complex, staffing numbers were inadequate and effective management is hampered by lack of direct management authority over much of the sites. For reasons explained in Paragraph 63, there were avoidable delays in deployment of resources from the project. As the weakest of the three sites, Bystrinksy should have received more attention from the project. Accordingly this outcome is evaluated as **Satisfactory.**

Table 15 Summary of results based on indicators for Outcome 1.
(See Annexe 6 for further details and Annexe 7 for comments on outcomes and indicators)

Indicative Actions	Indicators	Baseline measure	Target	Final measure	Rating
1.1 Essential infrastructure and equipment is acquired 1.2 PA Administration and staffing is strengthened to effective levels 1.3 Biodiversity information and its use in decision-making is improved and monitoring programmes are instituted 1.4 Pollution at degraded sites is removed 1.5 New Management Plans and annual Operational Plans are prepared and implemented 1.6 The legal and regulatory base of the PAs is improved	**Individual PA METT Scores**				
	Nalychevo Nature Park	44	55	70	HS
	Bystrinsky Nature Park	39	53	62	
	Kronotsky State Nature Reserve + South Kamchatka Sanctuary	45	56	71	
	PA staff number and skills increased above baseline Average staff service record in each PA/ compliance with MP staffing requirements				
	Nalychevo Nature Park	5 yrs/8 staff	7.5yrs/30 staff	4 yrs/37 staff	S
	Bystrinsky Nature Park	1.5yrs/2 staff	1.5yrs/13 staff		
	Kronotsky State Nature Reserve + South Kamchatka Sanctuary	7.5yrs/63 staff	7.5yrs/68 staff	6 yrs/68 staff	
	Number of PAs using a unified GIS for decision making	0	4	4	S
	Legal Changes				
	Amendments to administrative code of KO;	0	Amendments submitted/passed	4 submitted, none passed	MU
	Decision of GKK on establishment of administrative commissions	None	Decision developed	No adopted	
	Amendments to Regional Law on PAs		Finalised and submitted	Submitted, none passed	
	Amendments to Federal Law on PAs	0	Developed and submitted	Submitted, none passed	
	Number of documents pertaining to legislation and policy	0	4	4	
Budget	Planned:$2,128,000 (39% of total)	Actual: $2,099,962.82 (38% of total)			

Legal components

123. The project made major efforts to bring about the legal changes envisaged in the Project Document, appointing a legal specialist as the head of the protected areas component. Despite these efforts few of the planned changes were conclusively achieved. Russian Federal Law is difficult to change without major lobbying power in Moscow, while amending regional legislation has been complicated by the overlaps and contradictions between regional and federal law and by changes in regional governance. One interviewee commented that the legal component should not have been included in the project; another that its legal goals were impossible. These are overly negative views, however. While no major legal changes were enacted, many of the amended laws and regulations are currently 'in the system' and work is continuing towards their eventual adoption.

124. Efforts to change the administrative codes at federal and regional level so that (regional) protection staff in Nature Parks have powers to issue citations to violators were unsuccessful. The initiative was lost among the legal changes arising from the creation of the Kamchatka Oblast. However, Federal Authorities are aware of the problem and have not given up advocating the changes. WWF are also continuing to work on this issue.

125. Resolving the overlapping or unclear mandates for land and resource management in the Regional Nature Parks has been partially successful. The Administration of NNP has achieved a significant success in making use of 'legal window of opportunity' to obtain a lease from the Federal Forestry Fund giving them permanent use rights of around two-thirds of the territory. Despite encouragement from the project, the administration of BNP did not take the opportunity to lease land under a similar arrangement. A range of reasons were given for this, from personality clashes to complications involving indigenous peoples rights, but it must be considered a major missed opportunity. Encouragingly, the regional MNR still considers that it may still be possible to revive the possibility of a lease.

126. A package of amendments to the federal Law on Protected Areas concerning reporting, monitoring, regulation of tourism and mechanism for self-financing was developed in collaboration with the MNR with support from WWF and Greenpeace. This has not yet been approved, but WWF continues to advocate the package. It is now being considered at the State Duma, and the MNR is still confident that it will eventually be approved, albeit likely in a further amended form.

Overall management effectiveness

127. The Management Effectiveness Tracking Tool (METT) has proved useful in tracking and comparing overall progress of the pilot areas. All sites have exceeded their targets and two have achieved a very creditable score of more than 70. The project engaged an independent specialist to verify the METT scores for 2010 and his results were very close to those previously proposed. The Mid Term Evaluator considered that the scores of BNP were too high, a view which this evaluator shares. This is probably the result of a tendency to round up marginal decisions rather and round them down, which would (in personal experience) be the better option because it allows more room for improvement.

Management planning, monitoring and decision making

128. Five-year management plans were prepared for all four focal protected areas during Phase 1 of the project. The plans were developed largely by the protected areas staff, with training and technical support from a specialist from Canada. Some interviewees suggested the plans should have been developed by outside experts, not protected area staff, but in the experience of this evaluator, major involvement of PA staff in management planning greatly increases the chances of implementation. The plans contain all the elements expected from an 'international standard' management plan. The Project had a near-unique opportunity to support an entire cycle of protected area management planning, as a new round of 5-year plans were prepared by the protected areas staff in 2010 for NNP and KSBR. Both NNP and KSBR reported that around 70% of the first management plans was implemented; for BNP the figure is nearer 25%(mainly elements concerning tourism and recreation). Measuring implementation of the management plans prepared during Phase 1 would have been an ideal indicator for Phase 2 and should have been used. The plans

included budgets based on implementing the actions prescribed in them, whereas previously budgets had been formulated as plans for spending the finances allocated. This is an important change, adopting for the first time a strategic approach to resourcing these protected areas, providing a real estimation of the costs of adequate management, and enabling identification of the 'funding gap' between what is required and what is available. NNP estimates its funding gap to be around 30% of the budget, creating a realistic target for fund raising.

129. The protected areas were successful in linking programmes of monitoring, analysis and adaptive management to management planning. The database developed by project consultants for species records has been adapted to make it easier to use. Plans for monitoring indicator species were implemented and regular censuses conducted. GIS has been used to prepare maps and to support analysis and decision making, not just for species records, but also for tourism planning, visitor management and protection activities. This work has been characterised by good cooperation between the federal and regional protected areas. Some examples of particular good practice should be highlighted. In KSBR surveys of reindeer and snow sheep showed that both species spent a significant part of the year outside the protected area; consequently a 'protection zone' of 800,000ha has been formally proposed to provide year round protection to these species. Reserve staff and officials of MNR expressed confidence that this will be approved. In SKSS surveys have revealed a dramatic reduction in the population of snow sheep. Additional law enforcement measures have now reversed this trend. The work of recently established anti-poaching brigades has been georeferenced and entered into a GIS, so that poaching trends can be analysed and resources deployed more effectively. BNP has made less progress in this work, due to lack of personnel and delays in procurement of essential equipment. Nonetheless, the volunteers recruited by the park have been using GIS for mapping and recording biological records.

Development of material capacity

130. The project has made major capital investments to support the work of all four focal Protected Areas. This was probably the aspect of the project that was most appreciated by protected areas staff. Investments were made in vehicles (boats, snowmobiles, off road vehicles), field equipment and infrastructure. New HQ facilities were created for NNP and BNP and the HQ of KSBR has been refurbished. Protected Areas staff considered that these investments have made their sites more effective, professional and efficient. For reasons explained in paragraph 63, many investments in BNP were delayed until the last two years, reducing the impact of the project.

Development of institutional capacity

131. All focal protected areas have increased their staff over the course of the project, and the costs of new staff initially supported by the project were absorbed by the administering agency. The overall increase in numbers is quite modest, but generally meets or exceeds the targets in the logframe. The main shortage is in protection rangers, whose numbers are still insufficient to make any serious impact on organised poaching gangs (particularly salmon poachers), despite significant improvements in effectiveness. BNP has lagged behind in development of technical capacity, but the Park administration has taken the innovative approach of attracting funded volunteers from Russia and beyond to support the technical work of this Nature Park.

Development of individual capacity

132. Considerable investment has been made in training staff from the protected areas and establishing a means for sustaining capacity development for these staff and other stakeholders. Many interviewees expressed particular appreciation for the training programme. Training needs were identified through a study conducted in Phase 1 and through a training needs assessment conducted by the Kamchatka Protected Areas Training Centre. The programme has not only benefitted protected areas staff, but also a range of stakeholders. Altogether, 49 training and other capacity development events were held, with a total attendance of more than 1,000 trainees and a total delivery of more than 3,500 trainee days. In order to ensure continuity of the training programme the project has supported the establishment of a Training Centre, currently based at the Volcanoes of Kamchatka Nature Park HQ at Yelizovo. The Centre has two

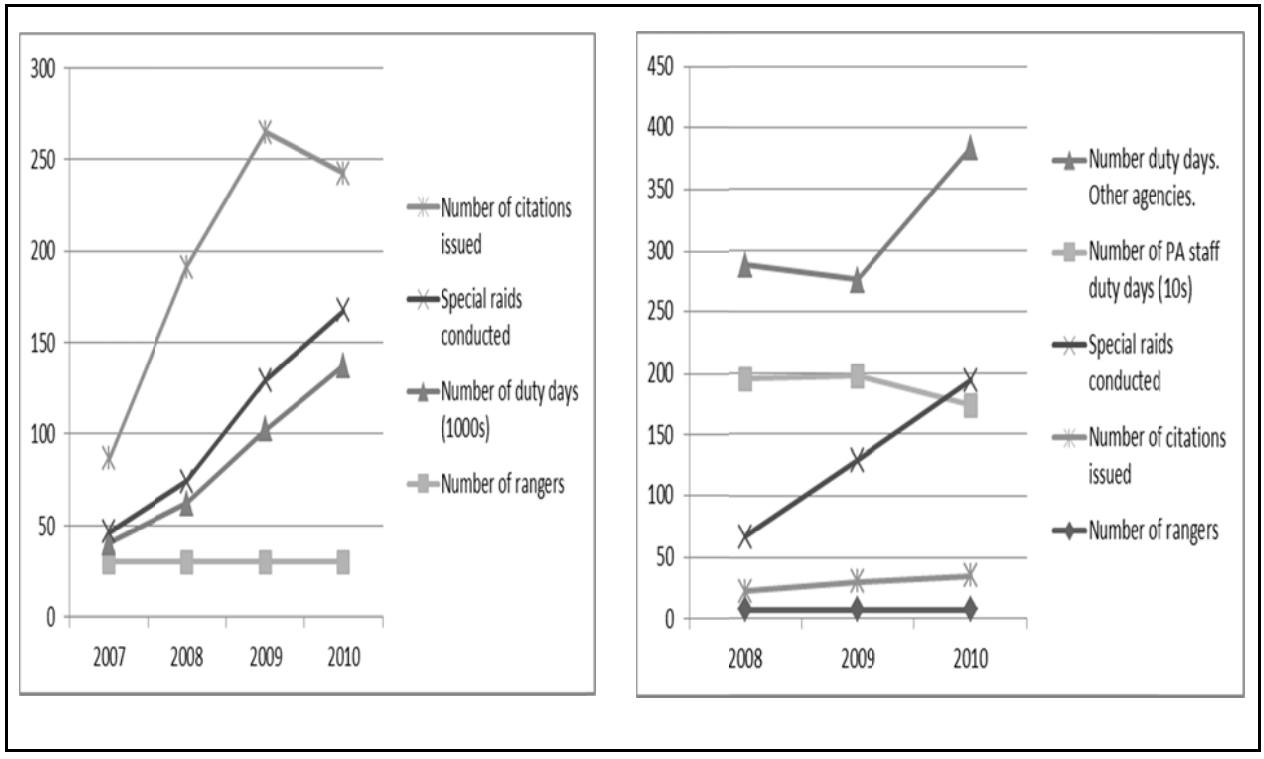
staff, who have adopted a professional approach to identifying training needs and designing and delivering training courses. Personal experience suggests that sustaining PA training centres is very difficult once a project is finished, especially in remote regions. The Training Centre team are aware of this challenge, and have secured support from the Kamchatka Protected Areas Association that will support basic staff costs and overheads and a small number of training events each year. There is also a market for paid training for tour guides. Other events will be dependent on fund raising by the training centre staff.

Protection and law enforcement

133. Protected area adminstrations have expressed satisfaction with the investment in infrastructure and equipment required to make protection teams more mobile and effective. The failure to secure the right to issue citations for the rangers of the Regional Nature Parks was a disappointment, but the responsible authorities have worked around this impediment by establishing a joint anti-poaching brigade with participation from protection and law enforcement staff from a range of agencies. This brigade is professionally managed and led, paying close attention paid to planning and adopting a determined approach to operations. It has already had some significant successes. However a single brigade is completely inadequate to provide effective protection over such a vast area. The new Kamchatka Protected Areas Association through the sustainable financing programme established under Outcome 4 is planning to support operations for a second unit in the future.

134. The weak indicators in the project document have led to inadequate tracking and measurement by the project of the effectiveness of protection operations. At the request of the author, project-supported protection units have provided more detailed, impact oriented data on anti-poaching activities. These are are summarised in Figure 3.

Figure 3 Anti-poaching statistics from KSBR (Left) and NNR (Right)
Graphs created from figures provided by the Protected Areas



135. The results from KSBR are very encouraging. Although the number of rangers has not changed, the anti-poaching effort (indicated by number of duty days and numbers of raids) has increased more than three-fold, a result of improved management and provision of essential equipment. With increased anti-poaching efforts, the number of citations has increased more than three-fold between 2007 and 2009, and then decreased, probably indicating that poachers are being deterred. The results from NNP are less clear cut, but

the overall effort has increased, supplemented by the anti-poaching brigades and there has been a modest increased in the number of citations. Although no figures were provided from BNP, the manager considered that the poaching problem had been stabilized, but was not yet improving. To date, however, relatively few raids had been conducted in BNP by the anti-poaching brigade.

Merger of the Nature Parks

136. In 2010 the GKK merged the management of all four Nature Parks in the Krai (including the two project sites) into a single administration, creating the Volcanoes of Kamchatka Nature Park, divided into northern and southern management units. Several interviewees were concerned about this change, worrying that it would dilute the investments and the staffing in the two project sites and therefore reduce overall capacity and effectiveness. There was also a concern that centralised management would reduce the important senses of local management and ownership achieved through the Community Councils. Others argued that the merger would achieve economies of scale, focusing technical expertise at the central administrative HQ (in Yelizovo) while also extending activities to two virtually unmanaged sites. The change goes part of the way to realising a widely expressed view that the four sites should be merged into a federally-administered National Nature Park. From the point of view of the project, this change should be considered as a positive development, extending the effective protected area and realising the objective of replication. The new central administration should be recommended to ensure the continuation of local ownership and management.

137. The Administration of the new Volcanoes of Kamchatka Regional Nature Park has started work on preparation of a management plan for the four sites, dividing them into Northern and Southern clusters. This plan is reportedly based on the plans previously prepared for the individual Nature Parks before they were amalgamated. A system of zonation has also been proposed for all the protected areas, which, if approved, would be a major step forward in clarifying use rights and ensuring adequate consideration of biodiversity conservation in BNP as it attempts to create a proper 'core zone' from the amalgamated 'no take zones' of the various hunting concessions and also clarifies zones for recreation and traditional use. Regrettably, there was no consultation with the project or with the Community Councils over the new management plan and zonation, and little discussion with the site managers, both of whom have gained extensive experience of management planning through the work of the project. The proposed zones are published on the GKK website, but no one consulted was aware of this and the map is very hard to locate.

Outcome 2: Local communities have adopted sustainable alternative livelihoods, abandoned unsustainable and illegal natural resource use and participate fully in conservation mechanisms

Summary of results and assessment

138. The results from Outcome 1 are summarised in Table 15. Evaluation of this outcome is complicated by its unrealistic aspirations (highlighted by many of those interviewed during the evaluation mission), inadequate or inappropriate indicators (as already described) and relatively small project budget allocation (although in reality the budget has been significantly supplemented by relevant elements from other projects and by the inputs through the Small and Medium Enterprise Support Fund). A wide range of efforts were made to promote alternative livelihoods, especially in the tourism sector, through provision of facilities and infrastructure, training, marketing and support for tourism enterprises. This has undoubtedly contributed to a significant improvement of local economic conditions, most obviously in Esso and the Bystrinsky District. Efforts to improve livelihoods of local indigenous peoples based on sustainable resource use were less successful. It has not been possible to bring about changes in policies, or in some cases implementation of existing policies regarding indigenous resource use rights, although Indigenous peoples' organisations expressed appreciation for the efforts of the project and will continue to lobby for change. Overall, and despite many imaginative and successful initiatives by the project and its partners, it cannot be demonstrated that local communities have '*abandoned unsustainable and illegal natural resource use and participate fully*

in conservation mechanisms' Accordingly the outcome can only be evaluated as **Marginally satisfactory**, but this should not detract from the dedication and hard work of those involved in this component.

Table 16 Summary of results based on indicators for Outcome 2.
(See Annexe 6 for further details and Annexe 7 for comments on outcomes and indicators)

Indicative Actions	Indicators	Baseline measure	Target	Final measure	Rating
2.1 Sustainable use of NTFPs in PAs is developed for economic benefit 2.2 Local populations are involved in tourism and PA protection 2.3 Traditional resource knowledge and uses are supported 2.4 Co-management and community based conservation mechanisms are established 2.5 Ecotourism promotion and marketing programme is implemented	**9. Number of poaching incidents identified through a survey among local communities and tourists**	?	Decrease of 50% from baseline	0	Not evaluated
	10. Rehabilitation of representative NTFP species: Golden root (*Rhodiola rosea*) (NNP, BNP). Number of plants per m^2				
	BNP	8	Baseline + 30%	9.1/m^2	S
	KSBR			Population 'healthy'	
	11. Number of jobs created as alternative livelihoods				
	Tourism	16	Baseline + 30%	30	S
	NTFP harvesting and processing in Bystrinsky district	9		15	
	12. Number of local communities engaged in monitoring programs				
	BNP	9	Min 18	13	MS
	NNP	0	Min 3	3	
	13 Number of operational PA co-management agreements	0	3	2 (non binding)	S
Budget	Planned: $392,000 (7.1% of total)	Actual: $328,650.26 (6% of total)			

Non timber forest products

139. In 2008 the project commissioned a company to prepare 'Non Timber Forest Product Management Plans' for both BNP and NNP. The report from the contractor draws two main conclusions. First, detailed studies of NTFP availability and productivity and sustainable harvesting capacities in the two protected areas should be conducted by state institutions, not through the management plan study. This main reason given was that insufficient time was available for the project to conduct this work and the report advised UNDP to abandon this activity. Second, NTFP management and marketing should be conducted on a regional basis, not solely at the two Reserves. The remainder of the study comprises a plan for the development of a major regional business for NTFPs in Kamchatka, none of which has subsequently been implemented.

140. This 'up scaling' of the plan, while perhaps logical to the consultants, was inappropriate to the scale and needs of the project. Much useful grassroots work involving local stakeholders could have been done; for example collecting basic data from the reserves on species in use, current harvesting methods and rates, uses and markets, constraints and opportunities. There has been a rapid growth of tourism (and therefore markets) in the two Parks and the project has made available grants and loans for small and medium business development, but only 1% of these loans have been for processing of NTFPs (see Outcome 4). Local NTFP plans, developed by a participatory process and focusing on developing and supplying local markets and on supporting local entrepreneurs to develop businesses, would have been much more productive.

Alternative livelihoods and traditional resource use

141. The main focus has been on supporting local indigenous peoples to develop sustainable enterprises. The local Indigenous Peoples' Information Centre (LACH) was subcontracted to deliver this component of the project between 2008 and 2010. Since many traditional practices had been abandoned or forgotten in the Bystrinsky area, the project initially supported a series of study visits and exchanges with other indigenous groups (in Canada and Russia), which have more developed natural resource use and harvesting enterprises. The most useful exchanges were related to fish skin processing and handicrafts and to reindeer herding. The Russian visits and exchanges were considered to be more useful than the visit to Canada, where significant differences in governance and legislation made useful comparisons between the two countries difficult.

142. As a result of these visits and of the grants and loans provided through the project a number of local NTFP enterprises were established for processing and marketing of honey, pine nuts, herbal teas, bone

carving and a range of souvenirs for the tourism market. Reindeer herding has undergone a small revival; numbers have increased and some small private herds were established, but some issues remain to be resolved, notably access to pastures and restrictions on the slaughter of reindeer from non-private herds for domestic use. One interviewee commented that it would have been very useful for government officials to have accompanied the study tour to Yamal on reindeer herding. Regional authorities elsewhere in Russia apparently provide far more support for indigenous peoples' enterprises than is provided in Kamchatka.

Indigenous peoples' access to land and resources

143. Despite the efforts of the project and its partners in the indigenous peoples' organisations, little progress has been made in securing improved access and use rights to natural resources. An ideal sustainable source of income for indigenous groups would have been ownership of one or two of the hunting concessions in Bystrinsky Nature Park. Two families made bids for concessions in 2006, but these were rejected, apparently due to technical faults in the documentation (disputed by the proponents). Consequently indigenous groups chose not to participate in the public auction of sports hunting rights in 2010, as they did not have the resources to do so and considered that they did they had any realistic chance of success. As a result, all 29 hunting lots in BNP will be managed for 25 years by outside interests. Local people may have opportunities for employment as guards or guides in the hunting areas. Indigenous peoples do retain some legal rights for traditional hunting, fishing and trapping within hunting concessions; two interviewees suggested that some indigenous groups were abusing these rights and over harvesting. Attempts to gain exclusive right for land use in Bystrinsky Rayon under legislation passed 10 years ago have also failed.

144. Some of those consulted claimed that their traditional reindeer pastures were being excluded from the territory of BNP, but this claim was denied by an official from the GKK and no evidence of it was seen in new plans of zonation prepared for the area. Indigenous groups are being charged a very high rent for their pastures of 7 Kopecks per hectare, (compared with 1 Kopeck per hectare in Chukota). Lobbying at the regional and national levels has not succeeded in changing this.

145. The overall impression from consultations is that, in comparison with other regions with significant indigenous populations in Siberia, the Kamchatka Krai provides little support for developing the livelihoods of indigenous peoples and that the project has not been able to change this, although it has provided significant direct support of its own. This has been a major disappointment, but those consulted did not blame the project for this situation. The project has served to strengthen and encourage indigenous peoples' organisations, who continue to lobby for changes.

Co-management and community councils

146. The Project Document envisages development of co-management agreements between protected areas and local communities. While no formal agreements on co-management were signed, innovative and effective Community Councils have been established for both Nalychevo and Bystrinsky Nature Parks. Initially, protected area managers were reluctant to support establishment of such Councils, but the project has been able to persuade them of the value of local consultation and participation. During the evaluation mission two meetings were attended (one for each Nature Park) and they were well attended and active. All of those consulted recognised the importance of the Councils as a means of developing a constituency of support for Protected Areas, promoting local ownership, enabling transparency of information and decision making, mobilising community action and resolving current and potential conflicts. The Councils have also been empowered to award small grants (funded by the project), enabling local people to conduct activities that support the aims of the protected area and the project. The amalgamation of Kamchatka Nature Parks and the ending of the project have led to concerns that these Councils might be discontinued or may lose their important local focus and sense of ownership. At meetings attended during the evaluation mission, members of the Councils for both BNP and NNP expressed a wish to continue their work. Ideally the Councils should be formally incorporated into the governance structure of the new amalgamated Nature Park or Heads of Municipal Government should require that they are maintained.

Livelihoods from tourism and recreation

147. The project has placed a strong emphasis on development of tourism and recreation. This has in many ways been the most visible aspect of the project and the one most stakeholders have identified with. As well as Outcome 2, investments and activities related to tourism feature prominently under three other outcomes: infrastructure development and monitoring under Outcome 1; education, interpretation and awareness under Outcome 3; and financial sustainability under Outcome 4. Outcome 2 focuses on development of tourism-based livelihoods and on the promotion and marketing of ecological tourism in Kamchatka.

148. Development of recreation and tourism has been driven by ecotourism plans developed for all four protected areas during Phase I. The emphasis has been on enabling a range of appropriate outdoor activities and facilities for visitors, linking well designed networks of trails with a range of accommodation opportunities, often including a strong educational component. The focus of tourism development in NNP was sensibly moved from the central area of the more accessible and popular Avacha Pass; apparently this change was in response to advice from the NNP Community Council. Steps were taken to restrict motorised access in NNP and BNP and to use zonation to focus visitor activities in defined areas. Protected areas staff have benefited from training programmes provided by the project and have demonstrated a knowledgeable and professional approach to recreation provision and visitor management. Local communities have been enabled to participate in tourism development through the micro grants.

149. Establishment of tourism related livelihoods has been enabled through the grants and credit provided through the project, although surprisingly only 1% of loans provided through the project were for tourism and hospitality businesses (the majority of loans were for enterprises supplying services, transportation and retails goods for visitors. See Outcome 4). Local stakeholders and entrepreneurs have also benefitted from training, including courses in nature guiding, hospitality, tourism business development, trail design and fishing tourism. Notable achievements supported by the project have included the establishment of two successful ethno cultural tourist camps in BNP. The Menedek camp provides a range of visitor experiences based on the culture of the Even ethnic group. Created in 2004, it has now become an official municipal ethno cultural centre with 11 full time employees and more than 50 part time or seasonal staff. Two thousand people visited the camp in 2010. Menedek was awarded second place in a Russian national competition for ethno cultural centres in 2010. The privately operated Chau-Chiv camp focuses on the culture of the Koriak ethnic group.

150. The project has engaged with the existing tourism sector in Kamchatka. Seminars and workshops have served to educate tourism businesses about responsible, nature based tourism and to promote to them the opportunities created in the protected areas. The project has worked in particular with the Kamchatka Ecotourism Society (KES) to encourage adoption by the tourism sector of a set of principles for ecological tourism in the region. The KES has attempted to develop system of certification for responsible tour companies and to encourage companies to invest in protection and maintenance of important landscapes and protected areas. To date however only around 6-10 of 100 tour companies in Kamchatka are actively involved in the KES. The limiting factor is that KES is voluntarily run by interested individuals and does not have a permanent staff to pursue its objectives more actively. The project might have considered providing more support for this initiative, possibly through the Association of Protected Areas, which has a clear interest in promoting responsible nature-based tourism in the Parks.

151. The project has been very active in marketing tourism opportunities in Kamchatka including campaigns, publication of a comprehensive annual guide for visitors, ('Kamchatka Explorer', which is now self-financing), development of a brand (“Kamchatka, Wild and Wonderful”) and creation of a website (kamchatkatourism.ru) and elaboration of marketing plans for the four focal protected areas. A well-designed and well-executed visitor survey was conducted among departing passengers at the airport from 2007 to 2008, providing useful information about visitor profiles, activities, opinions and expenditures. Information on visitor expenditure has been particularly useful in persuading regional authorities of the value of tourism to the economy of Kamchatka.

152. Despite these efforts to promote tourism in Kamchatka, visitor numbers have decreased. Kamchatka is an expensive place to visit, the global economic crisis has had a negative effect on national and international tourism, domestic air fares have increased significantly and a mudslide in KSBR has reduced the perceived attractiveness of the Geyser Valley. Nevertheless, the project has had a major positive effect on tourism in Kamchatka, putting the region in an excellent position to benefit from the new investments in tourism in protected areas.

Overall economic impact of the livelihoods programme

153. It might have been more appropriate to have included some of the indicators from Outcome 4 under this outcome, because the majority of the grants and loans provided by the Small and Medium Enterprise Support Fund were to support local livelihoods. During the evaluation mission members of the PIU were requested to obtain further information about changes in the economy of Esso and Bystrinsky District during the project. The figures subsequently obtained show a very significant growth: the local economy has more than doubled in size since 2003, overall employment has doubled and unemployment has halved. In the same period, the project provided small grants totalling more than 11.7 million roubles and loans exceeding 35 million roubles. When taking into account the revolving nature of the fund, over $11 million of loans have been released. It is a reliable assumption therefore that a significant part of this growth has been stimulated directly or indirectly by the project.

Table 17 Extract from 'Index of socio-economic development of Bystrinsky district 2003-2009. Source: Federal Statistic Service for Kamchatka Krai. Catalogue #– 1.1.8. www.kamstat.ru

Index designation	2003	2009
Average total staffing number in all organizations	950	1944
Number of registered unemployed	134	68
Number of legal entities – private sector	119	171
Money spent on construction	320 thous. roubles	11,738 thous. roubles
Investments in fixed capital	7,237 thous. roubles	16,814 thous. roubles
Retail sales – private sector	8,741 thous. roubles	16,777 thous. roubles
Catering – private sector	868 thous. roubles	4,280 thous. roubles
All services purchased by the public (incl. consumer services)	10,598 thous. rubles	34,750 thous. rubles
Consumer services	123 thous. rubles	939 thous. rubles
Income of local budget	107.4 thous. roubles	270.9 thous. roubles

Impact of the livelihoods programme on threats

154. The project has struggled to demonstrate whether the improvement of livelihoods and the growth of economic activity around the protected areas have led to a 'switching' by local people from illegal, destructive livelihoods to legal, sustainable ones. Given that this change in behaviour was central to the success of this outcome, more attention should have been paid early in the planning and inception stages of the project to devising ways to measure its success. Results from Outcome 1 show that the level of poaching has either stabilised or been reduced, but it is hard to determine to what extent this has been a result of improved law enforcement or voluntary changes in behaviour. The main indicator used for measuring the success of this approach has been the number of poaching incidents reported by local people, but while some poaching incidents were reported, threats by local poaching gangs reportedly deterred communities from making further reports. The work of the Community Councils and use of local media by individuals in the community attempted to sway public opinion against poaching and there is some anecdotal evidence that some people have desisted from poaching. Since the tourism season coincides with the main poaching season, it is credible that people have had less time to devote to poaching, and the creation of the Menedek ethno cultural camp has blocked an access route regularly used by poachers. The most concrete evidence of a positive behaviour change was provided from the head of a company that offers guided fishing tours in Kamchatka, who stated that 10 fishing guides employed by his company were former poachers, and that the same probably applied to guides working for other similar companies.

155. Expenditure under this outcome was over $60,000 less than planned, which is surprising given its complexity and challenging targets. One reason given for the underspend was a decision to discontinue using

international consultants for this component. While the desire to focus on national capacity is understandable, there is considerable global experience in community development related to environmental goals. Achievement of the outcome would have almost certainly benefitted from appropriate outside expertise. The underspend is also explained by the fact that other project components were making contributions to Outcome 2 and that the SMESF generated significant funding to support the activities under Outcome 2.

Outcome 3: All stakeholders demonstrate increased awareness of biodiversity values, as well as willingness to change behaviour.

Summary of results and assessment

156. The results from Outcome 3 are summarised in Table 15. The project has run a dynamic programme of awareness activities based around increasing appreciation of Kamchatka's natural heritage and protected areas, including an imaginative schools programme, use of a range of printed, electronic media and broadcast media and special events. Three protected areas were equipped with well-designed visitor centres. The two nature parks have used these not just for visitor education, but also as a focus for increasing community support. The awareness programme has mainly used 'soft approaches' that are intended to increase appreciation, rather than advocacy-based approaches and campaigns aimed at bringing about measurable change. It would have benefitted from a more strategic, impact-oriented approach, with a much closer focus on addressing threats. The indicators used (which are themselves flawed) do not show any appreciable change in attitudes and are not designed to measure changes in 'willingness' to change behaviour. Overall, the awareness outcome is evaluated as **Marginally satisfactory,**

Table 18 Summary of results based on indicators for Outcome 3.
(See Annexe 6 for further details and Annexe 7 for comments on outcomes and indicators)

Indicative Activities	Indicators	Baseline measure	target	Final measure	
3.1 Awareness raising programmes for schools are developed and implemented 3.2 Awareness raising programmes for PAs are developed and implemented 3.3 Public environmental events are held 3.4 Awareness raising programmes for society at large are developed and implemented	**14. Awareness levels among all stakeholders about PA functions and biodiversity conservation objectives**				
	% considering conservation issues very important	70%	10% over baseline	72%	MU
	% considering conservation issues important	23%		17%	
	% considering conservation issues not very important	2%		5% (6% do not know)	
	15. Coverage of biodiversity conservation issues in media				
	Zapovednaya Territoria newspaper circulation	500	50% above baseline	750	S
	Electronic bulletin – no. of email addresses subscribed	250		400	
	Radio show	2 x per month		0	
	Website visitation	9 new visitors per day		22	
	16. Attendance of important conservation-oriented public events (Kamchatka ecological decade), PA visitor centres/museums				
	KSBR visitors/ participants in events	1,300/ 3,000	50% above baseline	1,150/ 4,100	S
	Nalychevo Nature Park	3,000 total		1800/7520	
	Bystrinsky Nature Park	0/ 100		700/ 500	
	17 Number of schools that adopted conservation curricula	2	>10	32	HS

Budget	Planned: $492,000 (9% of total)	Actual: $460,519.14 (8% of total)	

Schools programme

157. The project has been very active working with schools. The main approach has been to develop modules that can be integrated into the school curriculum and to prepare a range of supporting material for schools delivering the modules. Teachers were trained to use the project materials. Staff at a school visited during the evaluation mission were appreciative of the materials produced and provided. Print runs were quite limited, however, and supplies have now run out. Regional authorities have reportedly agreed to support some reprints.

Public media and publications

158. Good use has been made of local radio to present a range of information about both the project and ecological issues in Kamchatka. Initially the project made use of the local press to disseminate its messages, but found it more effective to publish its own popular newspaper, *Zapovednaya Territoriya* which includes a range of a range of stories and features relevant to the work of the project. The newspaper has been expanded to include features from other UNDP/GEF protected areas projects in Russia. The awareness component has produced a wide range of well-designed publications aimed at promoting the project and generating awareness and support for the conservation of biodiversity in Kamchatka. These include posters, videos, books and leaflets. Good use has been made of electronic media, through a project e-newsletter and the very attractive website of the Kamchatka Protected Areas Association. Some more technical and scientific materials have also been published for the scientific community.

Awareness at protected areas

159. Major investments have been made in establishing visitor information centres for the focal protected areas. The centre for BNP at Esso village is an imaginatively designed facility, adopting a low cost approach that uses a range of modern interpretative techniques to engage and inform visitors and local people. The facility for NNP at Yelizovo is a more conventional, but well thought out centre, again aimed not just at visitors, but also at the local community. It was not possible for the author to visit the centre at the Avacha Pass inside at NNP at the Avacha pass due to heavy snow, but apparently this has a good range of displays as well. Education staff at both NNP and BNP are conducting imaginative programmes of community education and awareness for local children and adults. The refurbished and redesigned museum for KSBR is also situated in Yelizovo. It is not yet completed, but is likely to be a much more 'state of the art' high tech facility, financed with Federal funds. This facility will provide a pre-visit orientation for all helicopter trips to KSBR and will also be open to local people and schools. The administration of the Petropavlovsk–Kamchatsksy airport (also situated near Yelizovo) was asked to host a display about the protected area in the arrival area, but this imaginative proposal was rejected.

160. It is questionable whether it has been an appropriate investment to establish two visitor centres in the small town at Yelizovo and another centre just a few kilometres away in the Avacha Pass. The three facilities will serve just a few thousand users per year. The two centres in Yelizovo are not very convenient for access by independent travellers, who make up a growing proportion of visitors to Kamchatka and the NNP centre is not even open at weekends when the demand by visitors is greatest. Meanwhile, apart from a small display provided by WWF, there is no recent information about the project or protected areas in the main Museum in Petropavlovsk. The need for these centres has been defended by the fact that they serve different target groups and benefit two different organisations. However, a much more appropriate and economical solution might have been to create a single Volcanoes of Kamchatka World Heritage Centre in Petropavlovsk as a 'one stop shop' for all visitors and a hub for transportation to the sites. This idea was reportedly discussed early on in the project, but the various parties could not agree over it. This was a missed opportunity that should have been pursued more actively.

Overall approach and impact

161. The awareness programme has focused largely on 'soft', 'appreciative' approaches aimed at protected areas users, young people and the wider public. The main messages communicated are concerned with increasing general appreciation of Kamchatka's natural heritage and understanding of the need for protected areas. The two main messages of the programme were described as follows: (a) If you live on earth you use the resources, but you have to use them wisely; (b) There are some areas that have to have special protection.

162. To that extent, the awareness programme has undoubtedly done a lot to increase the profile of biodiversity and natural heritage in Kamchatka and has certainly reached a large proportion of the stakeholders and communities around the focal protected areas. Much less attention has been paid, however, to developing and communicating 'harder' messages aimed at increasing understanding of the threats facing the protected areas and bringing about the 'willingness to change behaviour' envisaged in the project document. Some coverage of problematic issues such as poaching was included in radio broadcasts and the *Zapovednaya Territoriya* newspaper, but there were no concerted issue-based public campaigns on threats identified in the project document such as poaching, or the impact of tourism. Nor were there any campaigns integrated with the objectives of the other project outcomes. None of the displays seen in the visitor centres focused on environmental problems and what citizens and visitors could do to address them, and neither protected area had developed a single highly visible code of conduct for visitors (although some guidance on conduct was included in some publications).

163. In response to this issue, project staff have explained that they adopted an approach of assist the protected areas in their own awareness programmes, rather than imposing the project's agenda. Awareness and advocacy campaigns aimed at decision makers in order to support policy and legal changes were considered to be job of the project manager not the awareness programme. This should be considered a misunderstanding of the purpose of awareness programmes. The first phase of the project did reportedly include more direct awareness raising activities including round table meetings with mining companies, media and indigenous peoples. It is not clear why such activities were not continued under Phase 2.

164. Ultimately, while the awareness programme has undoubtedly has had a beneficial effect in raising general awareness and appreciation, it has not been possible to prove whether it has changed either attitudes or behaviour. The indicator used to measure public awareness and support did not change significantly throughout the project, but the measurements of that indicator are meaningless since they were made using completely different methodologies. Consequently, there is no evidence of any change in attitude. Other indicators relate to distribution and dissemination of awareness materials and attendance at events and visitor centres and do not measure the effect of the awareness programmes. The entire awareness programme could have been more focused and impact-oriented and would have benefitted from a much more strategic, planned approach based around identifying key themes and messages linked to the objectives the project, specifying target groups, identifying measurable indicators and selecting appropriate media.

Outcome 4: The protected areas of Kamchatka Oblast (Krai) possess the means and mechanisms to achieve financial sustainability of operations.

Summary of results and assessment

165. The results from Outcome 4 are summarised in Table 19. The Small Grants Programme has been successfully implemented and the microcredit programme of the Small and Medium Enterprise Support Fund (SMESF) has far exceeded all its targets for supporting entrepreneurship in communities around Kamchatka's protected areas. While it was not possible to establish the Trust Fund envisaged in the project Document, a highly innovative alternative means has been found to provide sustainable financing for protected areas. The $1.5m of project funds earmarked for the Trust Fund have instead been invested in the microcredit programme of the SMESF. This should provide a return of at least $200,000 per year for up to 25 years, channelled into supporting protected areas through the newly established Association of Protected Areas. The project has also been instrumental in stimulating significant new investments in Kamchatka's

Protected Areas by federal and regional authorities. Although funding is still not at ideal level (especially for protection work), overall the project leaves Kamchatka's protected areas in a much improved financial state. Consequently this outcome is evaluated as **Highly Satisfactory.**

Table 19 Summary of results based on indicators for Outcome 4.
(See Annexe 6 for further details and Annexe 7 for comments on outcomes and indicators)

Indicative Actions	Indicators	Baseline measure	Target	Final measure	Rating
4.1 The Small-Medium Enterprise Fund and Small Grants Programme continue to support the development of alternative livelihoods for local communities and community based biodiversity conservation initiatives 4.2 The Kamchatka Biodiversity Conservation Trust Fund is established 4.3 PA revenue generating mechanisms are designed and institutionalized 4.4 Public-private partnerships supporting revenue generation and sustainability of the PAs are demonstrated	**4.1 Kamchatka Biodiversity Conservation Trust Fund**				
	KBCTF capitalization	0	US$4.5m (including 1.5m GEF investment)	US$3.6m (including 1.5m GEF investment)	HS
	KBCTF financing of PA biodiversity conservation programmes	0	$200,000 pa	Min $200,000 pa for 25 yrs. Est $6 million	
	4.2 Ratio of budget(B) and non-budget (NB) funding of PAs				
	NNP	Ratio 5:1 B: 4m RR NB: 0.8m RR	PA budgets supplemented by other non-budgetary sources by Yr3. Recurrent costs of PA management do not require additional donor support by end of Yr 4	VKNP: Ratio 18:1 B: 12.744m RR NB: 0.704m RR	HS
	BNP	Ratio 2:1 B: 0.262m RR NB: 0.116m RR			
	KSBR	Ratio 5:1 B: 4.202m RR NB: 2.901m RR		Ratio 23:1 B:39.819m RR NB:1.741m RR	
	4.3 Additional staff/posts in regional nature parks covered by Administration	5	100% of additional staff salaries	100% covered	HS
	4.4. Small-Medium Enterprise Fund and Small Grants Programme				
	(i) number of loans issued	182 US$1,575,794	400 US$3,600,000	1023 US$11,459,633	HS
	(ii) Number of small grants issued	38 US$68,260	48 US$110,000	114 US$239,484	
	(iii) Number new jobs	50	64	150	
	(iv) SMESF financial self-sufficiency including subsidy adjustments	123.5%	130%	213%	
	(v) Portfolio at Risk (>30 days)	0.66%	0.7%	0.35%	
	(vi) % Principal delinquent (end of period)	0.7%	1%	0.15%	
Budget	Planned: $1,500,000 (27% of total)	Actual: $1,503,390.94 (27% of total)			

Small Grant Programme and Small and Medium Enterprise Support Fund (SMESF)

166. As mentioned in the Mid Term Evaluation Report, those elements of this outcome related to the small grants and the microcredit programme would have more appropriately been included in Outcome 2, as they are mainly focused on promoting livelihoods. There is however some logic in grouping all the activities conducted under the work of the Small and Medium Enterprise Support Fund under one outcome.

167. The SMESF was conceived during Phase I, making use of experience of a similar fund established in Khabarovsk under an international project. The Fund was established as a legal entity in October 2003 under the name '*Sodruzhestvo*'. The intention was to combine grants for the development of small enterprises with follow up loans to support consolidation and expansion of successful enterprises. Funding for the programme has come came through the CIDA co-financing of the project ($2,258,980 over Phase 1 and Phase 2). The

first office was in Esso (near to BNP), and as the fund has grown further offices have opened in Myrkovsky District (near to KSBR), in Petropavlovsk (near to NNP) and recently in Uist Blsheystky Rayon, a focal site in the (now completed) UNDP/GEF Salmonid Project. *Sodruzhestvo* has a Board of Trustees a governing board and employs a manager, five credit analysts and shares its accountant with the Protected Areas Project. *Sodruzhestvo* became self-sufficient in 2006.

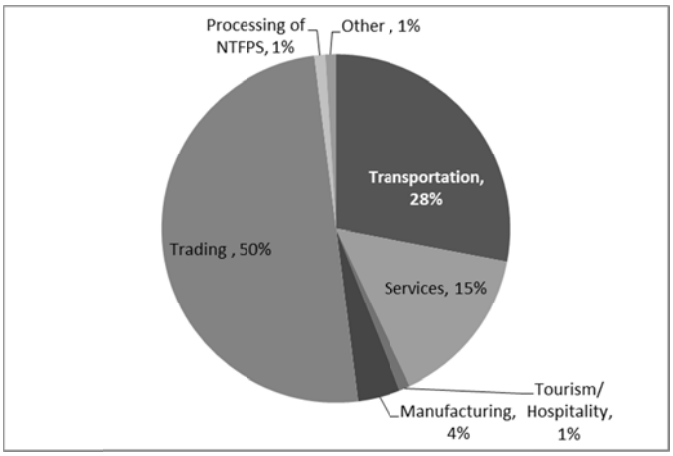
168. The grant programme was phased out during Phase 2 of the project. Grants were restricted to micro grants made awarded through the Community Councils to stakeholders for activities supporting the aims of the project in its focal protected areas.

169. The main focus during Phase 2 has been provision of microcredit, which as shown in Table 19 has grown more than 5-fold in the course of the project. Targets of numbers of loans, and overall amounts of lending were substantially exceeded and risk factors are far below those expected. Provision of loans has been supported with a range of advice for clients on business development and financial planning, delivered through training, seminars and publications. *Sodruzhestvo* has worked effectively alongside official authorities, often providing follow up loans for new businesses successfully established with finance from Regional Employment Agencies. *Sodruzhestvo* has received widespread recognition of its achievements, receiving multiple awards and now offering advice to similar initiatives elsewhere in Russia.

170. *Sodruzhestvo* has a policy of only supporting enterprises that are not directly harmful to the environment. A questionnaire was used to test the environmental impact of proposed enterprises and the fund promotes green messages and sponsors environmental events. Use of the environmental questionnaire has been discontinued, and credit analysts now exercise their own judgment about the environmental impacts of proposed enterprises. This would seem a retrograde step: it would be a mistake to lose the link established under the project between the benefits the fund brings and the quality of Kamchatka's environment.

171. Figure 4 shows the distribution of loans across different business sectors. As mentioned under Outcome 2, the investment in NTFP processing is disappointingly low, as is investment in tourism and hospitality facilities. Indeed it appears that the majority of loans have not been directly related to the protected areas or to the objectives of the project, although they have undoubtedly benefitted the local economy. Development of businesses more closely linked to the objectives of the project might have been more substantial if there had been a more developed plan for NTFP enterprise development under the livelihoods programme. It would be a pity if *Sodruzhestvo* lost its environmental focus altogether, but as an economic enterprise it has to follow the market and, as explained below, future protected area funding is dependent on its profitability.

Figure 4 Distribution of loans across business sectors



Development of the Trust Fund

172. The role of the Trust Fund was to provide a sustainable source of funds for the protected area in Kamchatka after the end of the project. The GEF had committed to an investment of $1.5m into the Trust Fund, but only if a further $3m was committed from other sources. Phase 1 of the project developed the legal and administrative framework for the proposed fund and a consultant was engaged to seek national and international investors. From the start however the process proved difficult: all project reports highlight the failure to secure investments as a major risk. Changes in Russian law made establishment of the fund very complicated. Potential international donors did not consider Russia or Kamchatka as priorities, were concerned about tax liabilities or were not able to use their resources for Trust Funds. Within Russia, tax relief on charitable donations was not available and the culture of corporate philanthropic giving was underdeveloped. Consequently no investors were found. Furthermore the financial crisis and the failure of investment markets reduced the likelihood of a viable return from investments (based on the advice of investment funds, pension funds and fund managers). Consequently the Trust Fund initiative was abandoned in 2008. Some of those consulted during the evaluation considered that the Trust Fund idea was unrealistic and should have been abandoned earlier, but those views might have only come with the benefit of hindsight. When the project was designed, Trust Funds were a much favoured means of financial support for biodiversity conservation and the concept was supported by the Russian authorities. Once included in the project there was an obligation to explore every option and at that time there was no apparent alternative to the Trust Fund.

Development of a new means for sustainable financing

173. Through a remarkable piece of lateral thinking an innovative solution was found to the Trust Fund problems in 2008. Instead of investing $1.5m from GEF into a Trust Fund, the same amount was invested in *Sodruzhestvo*, supplementing the $2.2m accumulated active capital of *Sodruzhestvo*, which was accepted by UNDP as being analogous to co-financing. This investment would enable *Sodruzhestvo* to expand its portfolio of loans and therefore its profitability. *Sodruzhestvo* would then repay the investment by returning an agreed share of its credit revenues into a support fund for Kamchatka's Protected Areas for a period of 25 years, Initially the annual return would be 6% ,around 6m roubles per year (approx. $200,000) based in current forecasts. The rate of return decreases in stages over 25 years to 0.5%, but is forecast to increase in real terms as the turnover and profitability of *Sodruzhestvo* grows. Eventually arrangement is forecast to generate at least $6m of funding for protected areas in Kamchatka.

174. The funds for protected areas generated by *Sodruzhestvo* will be managed by the Kamchatka Krai Protected Areas Association (KKPAA), a regional non-profit organisation legally established in 2007 at the initiative of the project. KKPAA has a set of by-laws, a board with 6 members, an (unpaid) chairman and a paid executive director and part time accountant. The Association has prepared a general strategy document, focusing on providing support to protected areas both directly and indirectly through activities that support the entire protected areas system. Many of the initiatives developed by the project will be continued through the on-going work of the Association. KKPAA has a legal agreement with *Sodruzhestvo* over the financing system and is represented on the management board of *Sodruzhestvo*. *Sodruzhestvo* maintains a right to suspend payments in the case of mismanagement, but is not represented on the Board of KKPAA. KKPAA is also committed to seeking further funds and projects to support its aims. The agreement between *Sodruzhestvo* and KKPAA includes an agreed plan for disbursement of the funds, which is summarized in Table 20.

Table 20 Agreed allocation of funding through the Kamchatka Krai Protected Areas Association.

Activities	Proportion of expenditure
Joint events	10%
Grants for local communities	10%
Support for the Protected Areas training centre	10%
Ecological education	15%
Direct finance to the protected areas	40%
Operational costs, salaries of Executive Director and Accountant	15%

Protected area funding

175. The project should take some of the credit for stimulating major increases in federal and regional funding for protected areas in Kamchatka, leading to a reduction in dependence on non-budget funding (see Table 19). It should be noted that the figure for final GKK expenditure on protected areas in the table (12.7 million roubles) differs significantly from that provided by a representative of the administration during the mission (32 million roubles). At the same time dependence on 'non budget' income has reduced, but both KSBR and the new amalgamated Volcanoes of Kamchatka Nature Park intend to increase substantially their non-budget income through further development of recreation and tourism. This development will be stimulated by two important new funding initiatives. At the Federal Level, KSBR will benefit from an enhanced investment of 500 million roubles (approximately US$16.5m) as one of seven national pilot sites for the development of ecotourism in Zapovedniks. This grant was largely the result of a successful visit by Prime Minister Putin in 2010. The project's investments in capacity development, operational support, equipment and infrastructure were acknowledged by some as a contributing factor to this decision. The Krai Administration increased its direct funding of Protected Areas from around 6 million roubles in 2000 to 32 million roubles in 2010, and the project certainly stimulated this increase to a significant extent. The GKK has, in response to the federal initiative launched its own project of support for ecotourism in protected areas totalling a further 6 million roubles over two years. According to the former manager of NNP (now manager of the Southern cluster of VKNP), the predicted income for NNP would fund approximately 70% of the activities in the management plan, leaving a funding gap of 30% to fill. Financial support provided through the KKPAA will help fill some of this 30% funding gap and it is intended that increases in tourism income will fill the remaining needs.

Outcome 5. Lessons learned and best practices identified in the four demonstration PAs are replicated in other PAs in the Kamchatka Peninsula, as well as in other PAs in Russia.

Summary of results and assessment

176. The results from Outcome 4 are summarised in Table 21. The project documented and disseminated good practice through publishing a number of manuals and guides. So far these practices have yet to be formally or systematically adopted in Russia, but some successful approaches have been extended to other protected areas projects in the UNDP/GEF portfolio in Russia, most notably the Small and Medium Enterprise Support funds and the establishment of anti-poaching brigades (an idea which itself came from the UNDP/GEF Project in the Altai). Good practice established in Kamchatka has yet not yet led to major regional policy changes, but it is likely to have had a positive influence. Practices and approaches developed with project support should, with good management be assimilated by the administration of the Volcanoes of Kamchatka Natural Park, which includes two protected areas that were not originally part included in the project. This outcome is evaluated as **Marginally Satisfactory**

Table 21 Summary of results based on indicators for Outcome 5.
(See Annexe 6 for further details and Annexe 7 for comments on outcomes and indicators)

Indicative Actions	Indicators	Baseline measure	Target	Final measure	Rating
5.1 Materials on best practices and lessons learned are prepared for distribution 5.2 Staff of other PAs and all stakeholders are exposed to best practices and lessons learned 5.3 Systemic nation-wide replication of	Number of replication cases in other PAs	0	Management models from project replicated in at least 2 more PAs (federal & regional)	Management models adopted in 2 other regional NPs through amalgamation. No formal federal replication. Some through UNDP projects	S
	PA Management practices	0	Minimum 18 methodology documents approved,: Strengthening PA capacity: > 5 Alternative livelihoods: >4	25 methodology documents prepared, but none formally approved or adopted Strengthening PA capacity: 3 Information management:	MS

project lessons and results through ministerial and NGO networks			Awareness: >7 Entrepreneurship >1 Tourism : >1	4 Alternative livelihoods: 4 Awareness: 12 Entrepreneurship: 1 Tourism :1	
	Introduction of biodiversity friendly and sustainable land use practices into sectoral policies of the Kamchatka Oblast	0	1 policy related to tourism 1 policy related to NTFP Management	Some project publications have had some influence on policy e.g. Results of tourism surveys NTFP Management Plan	MS
Budget	Planned: $90,000. (1.6% of total)		Actual: $50,575.66. (1% of total)		

Replication cases in Federal PAs

177. The intention expressed in the outcome is that the approaches and methodologies developed and tested during the project would be formally adopted by authorities responsible for protected areas at the national and regional levels. Federally, this was probably too much to hope for without a major investment in lobbying in Moscow: Kamchatka is too far from the centre to have any immediate influence, Russia already has a range of norms for protected area management, and there is a large constituency of protected areas specialists with their own ideas and opinions. However, staff from KSBR have been invited as specialist trainers for Federal protected area training events, recognising their capacity and potentially spreading good practice more widely. The selection of KSBR as one of seven national pilot sites for a new national programme on tourism in Zapovedniks will enable the spreading of good practice developed with project support. The project has also published and distributed a range of manuals and handbooks on good practice for protected areas, and while some have proved useful, none have been formally endorsed; without concerted lobbying this was probably unlikely to happen.

178. The most effective route for national replication of the accomplishments of the project has been through other UNDP/GEF projects in Russia. UNDP has encouraged exchanges of ideas and approaches between projects in its national portfolio and the project newspaper has extended its coverage to the other projects. The design of the SMESF has been adapted and adopted for projects in the Volga Delta and the Komi Republic. The idea of establishing anti-poaching brigades has been adopted and adapted by the project, which has added its own improvements in terms of sustainability and local ownership. The newspaper '*Zapovednaya Territoria'* established by the project has now been adopted by and extended to the UNDP/GEF projects in Altai Sayan and the Komi Republic. 'This continued dissemination and adoption of good practice in projects in other regions of Russia is likely to lead to wider recognition of the work of the Kamchatka project.

179. The final evaluation of the CIDA project recommended replication of the work of the SMESF in other CIDA projects in Russia, but this has not occurred as CIDA no longer operates in Russia.

Replication in Regional PAs

180. In Kamchatka the amalgamation of the four regional nature parks into one cluster has potentially facilitated the replication of the work of the project in two new areas (South Kamchatka Nature Park and Kluchevskoy Nature Park) increasing the territory of effective protected areas in Kamchatka by 862,000 ha. It is too early to tell whether the new VKNP administration will adopt all of the good practice established for management planning, protection, research and monitoring and visitor management to the larger area, but there is reason for cautious optimism, although some respondents have argued that this amalgamation will reduce the chance of replication

Introduction of biodiversity friendly and sustainable land use practices into sectoral policies of the Kamchatka Oblast

181. Influencing official policy in Kamchatka has proved difficult, mainly because of changes in the system of governance and because of the apparent distancing of the GKK from the project (see paragraph 64). A major effort was made at the start of the project to influence policy through the Kamchatka Environment Initiative which proposed an environmental charter for Kamchatka and held some policy round-table meetings. The initiative later lost momentum as the project devoted less time to advocating regional policy change. Efforts to influence tourism policy through the work of the Kamchatka Ecotourism Association have had limited success, but the results of the detailed tourism surveys conducted at Petropavlovsk airport in 2009 have influenced planning and policy making on tourism.

Continued involvement of local project staff

182. Local replication and sustainability of the projects accomplishments will be significantly enhanced through the continued involvement of many of the members of the PIU in conservation and development activities in Kamchatka. Most staff have secured positions in organisations that have partnered with or established by the project.

4.4.2 Sustainability

Financial sustainability

183. The project has a very high chance of financial sustainability, as described in the evaluation of Outcome 4. State and regional budgets for protected areas were increased, new funding has been made available for tourism development and a funding support mechanism developed by the project should provide a supplementary funding for 25 years. Moreover, protected area managers have adopted a more entrepreneurial approach to seeking new sources of finance, and capacity for identifying new finding sources and preparing proposals has also grown. Economies of communities in or close to protected areas have grown (especially in BNP), and although this growth is not directly providing funds for protected areas, it has the potential to increase incomes from tourism and to improve public support, thereby reducing costs of protection. Consequently financial sustainability is evaluated as **Likely.**

Institutional sustainability

184. The capacity of the managing authorities of the protected areas has increased significantly as a result of the project. Infrastructure and equipment provided should last for many years, staff have benefited from a wide range of training and increased financial resources have provided additional motivation for them. The funding provided through KKPAA should provide continued support for institutional development through the Protected Areas Training Centre. A continued increase in the METT scores of these protected areas is to be expected. At higher institutional levels, the federal protected areas are part of an established national system which is growing in capacity and professionalism. At the regional level there are some concerns. The project has encouraged the GKK to establish a protected areas department within its Ministry of Environment and Natural Resources, but without success. This would have provided a focus for increased capacity and institutional sustainability in Kamchatka. To some extent however the administration of the new Volcanoes of Kamchatka Nature Park will act as a central protected areas administration, but will lack the status of a formal department in the ministry. Some concerns were expressed that the new VKNP will overstretch already limited resources, reducing overall management effectiveness and diluting the impact to the project to a damaging extent. This need not be the case, however: funding has increased and if the administration of the new Nature Park makes proper use of the capacities developed by the project in NNP and the much improve public support for those sites, it should be able to accommodate the increase in the area under its responsibility. Institutional sustainability is evaluated as **Likely.**

Socio economic sustainability

185. This assessment relates mainly but not entirely to BNP, which is the only one of the focal protected areas with a resident human population and has been the main focus of socio economic interventions by the project (NNP has some adjacent communities, while KSBR is uninhabited). Bystrinsky District has undergone a major economic transformation in the course of the project; the local economy has at least

doubled in size and living standards have probably improved for local people. Grants and loans made available through the project have helped to stimulate this, and the marketing of Esso and BNP as tourism destinations has attracted both investors and visitors. Suppliers of good and services directly or indirectly related to tourism in the other Parks have also benefitted. Overall, however, visitor numbers remain quite low and have dropped in recent years. Overreliance on tourism incomes is risky in the current global economic and geopolitical environment. Local economies may be too dependent on a hoped-for growth in tourism; if this growth does not happen, smaller local enterprises will be vulnerable. It is important that regional authorities recognise the potential value of tourism in Kamchatka and take more responsibility for marketing the region. Ideally, the project would have had more success in diversifying the local economies (particularly of indigenous groups) through enterprises not dependent on tourism, but attempts to improve the livelihoods of indigenous groups in BNP through NTFP harvesting, processing and marketing, through acquisition of management rights for hunting concessions, through improving the economic conditions for reindeer herding and through increased regional support for resource based enterprises have all had limited success. There is a risk that local businesses will become dominated by larger, better resourced and more resilient outside investors, reducing the benefits accruing to local communities. Accordingly, socio economic sustainability is evaluated as **Moderately Likely.**

Ecological sustainability

186. The ecosystems of the protected areas are still in relatively excellent condition and the areas are sufficiently large for most ecological processes to continue uninterrupted and for them to retain their wilderness characteristics. Protected area managers are aware of, and sensitive to, the damage caused by growing tourism and are likely to take steps to prevent extensive or unacceptable impacts. However, the development pressure, especially from large investors, associated with tourism can be significant; until the zoning of the nature parks is finalised and agreed there is a risk of inappropriate construction and associated road building. There is a likelihood that mineral exploitation will increase as Kamchatka seeks to strengthen and diversify its economy and this may in future affect protected areas: at present the threat is not large, but should be monitored carefully. The increased constituency of support for the protected areas generated through the project may help to ensure that arguments against inappropriate exploitation are presented and heard. It is also likely that protected areas, working with partners and with hunting concessions, will be able to reduce poaching. Most populations of threatened terrestrial species have been stabilised in the protected areas, but numbers of snow sheep and reindeer are still very low. The proposed expansion of KSBR by establishing a protection zone encompassing the ranges of these two species should greatly improve the chances of their populations surviving. The biggest threat to ecosystems is the continued industrial scale poaching of salmon, a keystone species in the ecosystems of Kamchatka. The increased capacity of the protected areas for protection and the establishment of multi-agency anti-poaching brigades may help to reduce poaching in certain river basins, but cannot alone be expect to eliminate it. Ecological sustainability is evaluated as **Moderately Likely.**

5 Conclusions and Recommendations

187. A number of conclusions and lessons can be drawn from the findings of the evaluation, which may be useful for future follow-up activities in Kamchatka and for the design and implementation of other GEF projects in Russia and elsewhere.

5.1 Conclusions and recommendations relating to the project design

188. The effectiveness of the project was limited by its rather formulaic design and unrealistic outcomes. Ideally, Phase 1 would have provided an opportunity to develop an exemplary plan for Phase 2. While the overall analysis in the Project Document was good, Outcomes 2 and 4 in particular were, as formulated, unachievable from the start and presented an unreasonable challenge for the relatively inexperienced members of the PIU. Some important assumptions and risks were not documented.

189. A common difficulty encountered throughout the project has been securing planned changes in the enabling environment for protected areas, conservation and natural resource use. For example, few of the hoped-for legal amendments were accepted (Outcome 1), changes in policy related to indigenous groups and access to natural resources have not taken place (Outcome 2), the upward adoption of practices established at protected area level as regional and national policies has been very limited (Outcome 5). Improving the enabling environments of policy and legislation is often essential for the long term sustainability of a project's achievements and therefore should be included in project plans. In the experience of this evaluator, however, the desired changes are frequently unachievable within the time and resource available to projects, which also often lack the political influence and support required to bring about such changes. This is one of the most common stumbling blocks for projects. The present project has in fact distinguished itself by finding alternative solutions for many of the obstacles thanks to the exceptional dedication and resourcefulness of the project team. Projects that have a 'champion' operating for them at the political level often have more success. This could be considered to be part of the role of the National Project Director, but NPDs are not always sufficiently senior or influential. It really helps for projects to have 'friends in high places'.

190. The implementation and monitoring of the project would have benefitted from a far more carefully designed set of measurables and indicators. The weak and often inappropriate indicators used for some of the outcomes made it difficult to evaluate their success and impacts, while some very significant accomplishments of the project have not been adequately measured or documented and therefore not reported. The detailed commentary on the logical framework and indicators in Annexe 7 provides details of these shortcomings and may help in the design of future projects.

Recommendation A. Project outcomes should be designed to be ambitious but realistic and achievable

191. Although projects should be ambitious it is a mistake to saddle Implementation Units with unachievable outcomes. Particular care should be taken when trying to formulate very general outcomes in a 'SMART' format. Definitive phrases and words such as '*all stakeholders'* or '*abandon'* or '*participate fully'* should be avoided unless there is a real likelihood of 100% compliance. It can be helpful to qualify 'SMART' statements so that they only apply to a particular context, area or subset of the whole.

Recommendation B. Project plans should limit dependencies on objectives related to changing policy and legislation and should actively seek high level support for such changes

192. Activities for improvements in policies and legislation should be included where required, but it is a mistake to make too many project outcomes directly dependent on those improvements. Projects with significant policy and legal components should be designed to include the ability to lobby and have influence at high levels.

Recommendation C. Logical frameworks should be subject to feasibility checks

193. Project proponents should ensure that draft proposals undergo a rigorous internal feasibility check before submission and implementation. Where approved projects plans are subsequently found to be less

feasible than expected (often the case when there is a long gap between submission and inception), the inception workshop and report become very important instruments for adaptation and improvement. Newly appointed project managers would in some cases benefit from external assistance in preparing inception reports (as has been done in some GEF/UNDP projects).

Recommendation D. Projects should pay close attention to identifying indicators that are relevant, appropriate and practical

194. Project design should pay more attention to identifying appropriate and practical indicators for accomplishment of complex outcomes. An increasing number of internationally accepted measurables and indicators are being used, for example the UNDP's Protected Area Capacity Scorecard and the Management Effectiveness Tracking Tool. In both cases the final score (often used as an indicator in projects) is derived from a large number of underlying assessments or measurables. A similar approach should probably be taken to the design of other indicators used in projects. A recommended approach would be to start by identifying all the potential measurables associated with each indicative activity/outcome and the means by which they can be measured. Next, identify those measurables that could be measured reliably and consistently given the capacities, timescales and resources available to the project. Projects should be encouraged to collect and report on data related to all these measurables. The overall indicators used by the project could then be based on selected, most appropriate measurables or on 'scores' based on combinations of measurables (as in METT). As standard, widely used measurables and indicators that could be adapted to the needs of project already exist for many aspects of the environment and development sector, it might be beneficial for UNDP to collate a list of standard measurables that could be adapted and used by projects. Annexe 9.1 provides examples used by the author.

Recommendation E. Projects should make more use of the Pressure-State-Response Framework for monitoring and evaluation

195. Projects should consider making more use of the Pressure-State-Response (P-S-R) Framework in designing monitoring and evaluation programmes for projects. This is particularly useful for measuring the impact of project activities (Responses) in dealing with threats (Pressures) affecting environment and social conditions (States). An outline of the P-S-R framework in shown in Annexe 9.2.

5.2 Conclusions and recommendations relating to management arrangements and implementation

196. Implementation of projects through regional government can be very effective, especially where the project area is in a remote region. However the combination of federal and regional responsibilities for project implementation has been problematic at times. It appears that the regional government, while appreciating the benefits of the project, did not develop a strong sense of ownership of it, and there is a corresponding risk that they may not make best use of the capacities developed by the project. The situation has not been helped by a reorganisation of regional governance during the project.

197. The project has demonstrated that members of the Implementation Unit do not necessarily have to be acknowledged senior experts in their field, if they possess other important qualities such as a good basic technical understanding, general professional competence, commitment and, very importantly for this project, strong local roots. However, high-profile, ambitious and complex projects cannot rely on these qualities alone: one cannot expect less experienced staff to be aware of all the tools, techniques, approaches and solutions available to them from the global pool of project experience. While the UNDP country and regional offices can provide some guidance, implementation teams should have regular and reliable access to high-level technical expertise. This should not just be in the form of short term consultancies, but also longer term mentoring and support. To some extent the Deputy National Project Director has provided some of this support, but Outcomes 2 and 4 would have benefitted in particular from more specialised advice. Although the reluctance to engage international specialists is understandable, international advice can be highly beneficial in technical areas where national experience is quite limited.

198. This project faced the challenge of having several thousand kilometres between the Project Implementation Unit and the office of the Executing Agency. This potential impediment has been largely overcome through a combination of good use of electronic communications media, good use of personal communication skills on both sides and a pragmatic approach by the UNDP Country Office to trusting the PIU to do its work, avoiding the temptation of micromanagement, embracing the adaptive management approach and being available to provide support when requested. Members of the PIU have commented that the distance has been an advantage, encouraging them to use their own initiatives to develop local solutions to difficult problems.

199. With a project of this duration and complexity it is a mistake to consider that implementing every element of the logical framework would automatically lead to achievement of the project purpose. Projects involving complex environmental and social interventions cannot be treated as engineering tasks! Use of imaginative and adaptive approaches has substantially enhanced the effectiveness of the project. This has required a supportive approach from both Executing and Implementing Agencies, but it might have been helpful to have formally modified the logframe after the mid-term review to reflect the required changes.

200. The project would have benefitted from establishment of clearer and more active relationships with its key partners. Some of the issues with the relationship with the Regional Government might have been avoided if a formal agreement had been in place. The two NGOs providing parallel co-financing should have been more closely bound into the project through agree actions plans. As a major co-financer, CIDA's dissatisfaction with the level of communication from the UNDP CO is a cause for concern that should be rectified in future similar partnerships.

201. Creating and maintaining local ownership of project is a critical factor for success. While lack of ownership has been an issue at some levels, the local sense of ownership generated at both Nature Parks was exemplary. It is rare and very gratifying to hear local people involved speaking of '*our park'*, as several did during the evaluation mission. Several factors have contributed to this: the open and participatory approach of project staff, the willingness of protected area staff to try new approaches, the establishment of visitor centres that are not just for visitors, but are also friendly community facilities, and the creation of Community Councils.

202. Project image is also important in determining perceptions of ownership. One of the consequences of the inconsistent image projected by the project (discussed in paragraph 84) has been that the 'shorthand' name for the project was '*The UNDP Project'* and that, to some extent, UNDP has been regarded little differently from an international NGO. Some of the issues related to ownership and suspicion of a 'foreign' intervention might have been avoided if the 'shorthand' had been a more descriptive title such as '*The Kamchatka Protected Areas Project'* (or similar).

Recommendation F. Regional implementation partners should be formally included in project management structures

203. Where they have a major role in project implementation Regional Governments should be appointed as a co-implementing agency, a formal liaison person appointed from within the Regional Government and a memorandum of agreement or similar document drawn up defining the roles and the responsibilities of the regional partner and implementing body with respect to the project.

Recommendation G. Selection of project staff should take account of generic skills and other advantageous factors alongside technical expertise. Where teams are less experienced, projects should consider appointing long term expert mentors to support them

204. Terms of References and selection processes should be designed so as not to exclude local candidates who may not fit conventional profiles, but who possess other important attributes. Project mentors could be appointed for a limited number of days per year, with one annual mission.

Recommendation H. A collaborative and mutually supportive approach between Executing Agency and Implementing entity benefits project implementation

205. The Executing Agency can have a major influence on project success when it acts as more than an administrative and regulatory body.

Recommendation I. Protected areas and projects should aspire to become 'part of the community'

206. Other projects would be advised to study how this has been achieved in Kamchatka.

Recommendation J. The 'image' projected by projects should promote national and/or local ownership and reflect the purpose of the project.

207. The way people perceive projects often determines how they interact with them. Official GEF project titles are often cumbersome; a shorter accessible working title should be developed for projects and used consistently. The adoption of the shorthand 'UNDP Project' should be actively discouraged. Of course partners and funders require acknowledgement, but their logos should not overwhelm the image of the project, as this can compromise the development of local/ national pride and ownership.

Recommendation K. Partnerships and working relationships with all major partners and co-financers should be formally defined and actively managed throughout the project by the executing and implementing agencies.

A project with multiple implementers and major funding partners requires particular attention to relationship management. Memoranda of agreement and joint plans of activities would clarify working relationships and help avoid confusion, overlapping activities, double funding and competition and could include mechanisms for conflict resolution. Such agreements should apply to all implementation partners and co-financers, even where the co-financing is parallel and not managed directly by the project. The Executing Agency and Implementing Agency should take the lead in defining and managing these relationships.

5.3 Conclusions and recommendations relating to Outcome 1: Protected areas capacity

208. Anticipated changes in the Federal and Regional Legislation have proved difficult to achieve, limiting the impact of some activities under this outcome (see Recommendation B).

209. Protected area staff were especially appreciative of the significant investments of the project in infrastructure and equipment, which enabled them to perform much more effectively and efficiently and helped motivate their personnel. At present (2011), GEF projects tend to avoid significant capital investments in protected areas, but this project has shown that if investments are well targeted and absorptive capacities are good, such support can be very effective. Most of the investments made by this project were necessary and appropriate, but the author must take issue with the investment in three visitor centres within a few kilometres of each other: This type of decision can deter donors from investing in infrastructure, and the project should have taken a more rigorous approach in that particular case.

210. Notable work has been done, particularly at KSBR and NNP in developing and implementing management plans and in adopting management planning as a process not a product. It has been important and commendable that protected areas staff were centrally involved in preparing management plans. Good use has been made of monitoring results to support strategic and operational management planning. The new approach to budgeting (based on identified needs rather than expenditure of predetermined budget allocations) is also important. It is hope that these advances will be sustained after the end of the project.

211. Experience gained during the project has shown that effective nature protection and law enforcement in large, multiple use landscapes requires a multi-agency approach. The creation of the multi-agency anti – poaching brigades (and the provision of the means for them to operate) has been a major achievement with a good chance of reducing the devastating effects of poaching (particularly of salmon). To be truly effective, however, the numbers of brigades must be greatly increased.

212. Protected areas training centres are very difficult to sustain. The number of potential clients and trainees is limited and training budgets are often inadequate. The staff of the training centre established under the project have adopted a professional and realistic approach by keeping overheads low and focusing on

training capacity (rather than unsustainable investments in buildings and equipment) and by seeking commercial training opportunities in the tourism sector.

213. The hoped-for impact on federal legislation and protected areas policy only ever had a limited chance of success, given the complexity and fluidity of laws, governance and administration in Russia and the remoteness of Kamchatka. Anticipated changes at the regional level were more reasonably to be expected, even if they eventually proved difficult to achieve.

Recommendation L. Investment in essential equipment and infrastructure for protected areas should not be excluded from projects

214. Reports and technical advice cannot normally implement projects alone. 'Material Capacity' should be funded if it can clearly be demonstrated to be an essential prerequisite for achievement of project objectives. However proposed 'showpiece' investments should be very closely examined for appropriateness, viability and value for money. Decisions about needs and priorities should not be overly influenced by requirements to demonstrate the same amount of investments in each project partner.

Recommendation M. Projects should attempt to enable a full management planning cycle to take place in the course of implementation. Protected area staff should be centrally involved in the development of management plans

215. Although not always easy for shorter projects, this project has demonstrated that, there are very significant advantages in enabling protected area teams to implement, monitor, learn from and adapt management plans while still receiving project support. Delivering management plans in the last stages of a project reduces their chances of adoption and implementation. One approach tried by this evaluator has been to develop quite quickly an 'interim' management plan early in the project, to focus project activities on implementing it and to work with the Protected Area team to develop a full, second plan at the end of the project.

Recommendation N. Establishment of multi-agency cooperation in anti-poaching efforts should be replicated in other projects

216. This cooperation is an important achievement relevant not just in Russia but much more widely. Replication in other countries and regions is likely to require specific adaptation to the local context.

Recommendation O. Projects should be cautious about setting up Protected Area Training Centres and learn from the good practice established in Kamchatka

217. The training centre developed during this project is an example of good practice (and a very notable exception to the normal situation) and should be studied before proposing such centres in other projects.

5.4 Conclusions and recommendations relating to Outcome 2: Livelihoods

218. The livelihood programme was based around the assumption that the main threats (and their underlying causes) to the protected areas and their biodiversity will be reduced as a result of creation of alternative and sustainable livelihood options that will divert violators from illegal activities (mainly poaching). This can be a dangerous assumption and difficult to prove. For example: it is very difficult to dictate what people do with the extra income they gain through livelihoods support; applying behavioural conditionalities to livelihood support is full of pitfalls (most obviously the consequences of withdrawing support as a punishment for non-compliance); beneficiaries may use additional income to make themselves more efficient exploiters or to employ others to continue the illegal activities; beneficiaries may consider the support they receive as a supplement rather than a substitute for illegal enterprises; many livelihoods projects focus on women, while it is men who are most often engaged in poaching and illegal logging; local people may be confused by being helped by one element of a project and punished by the other. The problems are numerous and well known. This does not mean that livelihoods programmes should not be used, but they do require very careful design, with extensive participation, to determine what, in the context of a particular community (all of which are different), will persuade people to change their behaviour. The incentive

approach also requires a parallel disincentive, normally achieved through parallel and simultaneous improvements in law enforcement efforts. Finally monitoring the impact of the programme is a challenge because people are very reluctant to admit to illegal activities. Monitoring studies are difficult to design and conduct, but they are possible. One approach is to conduct longer term detailed studies of the economies of a set of randomly selected households in the community, ideally conducted independently and in confidence by an outside agency so that participating families can remain anonymous and speak openly. It is also possible to identify indirect indicators of illegal activity (e.g. sales of equipment used for poaching, studies of resources sold in local markets).

219. Securing improved rights of access by local people, especially indigenous groups, has proved to be very difficult (as with other aspects of this project related to legislation and policy). See Recommendation B.

Recommendation P. Particular care should be taken when designing interventions that link livelihoods support with reduction of illegal activity.

220. There is growing international experience of this type of intervention, especially in South and South East Asia. Many of the techniques could be adapted to suit the Russian context. A useful starting point for finding out more would be RECOFTC: the Centre for People and Forests, based in Bangkok. RECOFTC has a wide range of experience in training and development for community based natural resource management in South-East Asia (www.recoftc.org).

Recommendation Q. Livelihoods of protected area communities should be diversified and not excessively dependent on tourism

221. Tourism is often the obvious choice for development of alternative livelihoods, but should not be relied upon excessively. Tourism is a volatile business, subject to many factors beyond the control of individual projects - encouraging local people to rely on tourism alone has risks for them.

Recommendation R. Projects encouraging tourism should address all aspects of the tourism industry (not just provision of site facilities)

222. This project has done good work in developing the market for tourism and promoting Kamchatka as a destination as well as providing opportunities and infrastructure (aspects often neglected by other projects).

5.5 Conclusions and recommendations relating to Outcome 3: Awareness and education

223. This evaluation has been quite critical of the education and awareness programmes of the project, but the issues raised are common to many projects. ‘Soft’, informative approaches to awareness and programmes for schools have their values, but their impact cannot normally be demonstrated in the timescales of GEF Projects. If projects are to succeed in changing attitudes and behaviour, more focused programmes of advocacy and awareness are required (alongside more general awareness-raising), closely linked to the stated outcomes of the project.

Recommendation S. Awareness programmes should be clearly focused on project targets

224. Awareness programmes should be designed to focus more closely on the objectives and outcomes of projects. Activities should not be initially planned and described in terms of target groups (as in this project), but around specific changes and outcomes. Use of the thematic approach is recommended, first identifying the desired changes and messages, then focal groups, and then the most appropriate method and medium. This approach can be reinforced by considering integration of an awareness component within each of the main project outcomes, rather than having a separate programme. Professional training and technical advice should be sought in techniques for advocacy and awareness based on changing opinions and behaviours.

5.6 Conclusions and recommendations relating to Outcome 4: Sustainable financing

225. The development of the Small and Medium Enterprise Support Fund (SMESF) and the subsequent creation of the sustainable financing mechanism for protected areas were some of the outstanding achievements of this project and deserves wider recognition.

Recommendation T. The work of the Small and Medium Enterprise Support Fund should be used as the basis for the design of similar programmes in other projects.

226. This is already happening in Russia, but is likely to be applicable to UNDP/GEF's wider portfolio.

Recommendation U. Loan and grant programmes established by projects should maintain strong links between benefits and desired environmental outcomes

227. It is important to ensure that the social and financial benefits accruing from such programmes are continually and explicitly associated with maintenance of environmental values, or there is a risk that the link will be lost between economic growth and sustainable use of resources.

Recommendation V. Information about the development of the sustainable financing mechanism developed through this project should be disseminated

228. It is not certain that this approach can be automatically replicated in other projects because it is dependent on the development of a successful microcredit programme. Adoption of this approach elsewhere would require identification of a reliable fund in which to invest, but other projects across the GEF portfolio should be encouraged to examine this innovation and determine whether it should be adapted to local circumstances.

5.7 Conclusions relating to Outcome 5: Replication

229. Many of the recommendations in this section relate to replication of good practice established by the project elsewhere in Russia and more widely.

230. The project has had some successes in replicating its achievements other protected areas in Kamchatka and in other UNDP/GEF projects in Russia. Full adoption by regional and federal authorities of approaches and practices developed and tested during the project has been more elusive. At the federal level this is possibly due to the remoteness of Kamchatka from the decision making centres in Moscow. At the regional level the very fluid policy environment has made policy changes difficult, but improved ownership of the project by regional authorities might have led to more success (see Recommendation B).

6 Summary of findings

231. Overall the project is rated as ***Satisfactory*.** It has left the protected areas of Kamchatka in a much improved state. Significant challenges not completely overcome by the project remain, but if responsible authorities and legacy institutions make good use of the capacities established and the increased funding generated for protected areas, progress to overcome these remaining challenges is possible and likely. Table 22 shows a summary of the ratings; a detailed table of rating is located in Annexe 6.

Table 22 Project Rating Summary.

Project Element	Rating	Summary
Highly Satisfactory, Satisfactory, Marginally Satisfactory, Marginally Unsatisfactory, Unsatisfactory, Highly Unsatisfactory		
Project Formulation		
Conceptualization/design	MS	Design was logical and adequate, but rather formulaic, making insufficient use of experience gained in Phase I. Components relating to Livelihoods and Awareness had unrealistic goals and weak indicators.
Stakeholder participation	HS	Stakeholders were closely involved and widely consulted during the project design phase, building on links and relationships established during Phase I.
Project Implementation		
Overall Implementation Approach	**S**	A large and complex project was implemented efficiently, overcoming major challenges to maintain timely delivery.
Use of the logical framework	S	The logframe was faithfully used to guide project activities. The PIU has recognised many of the flaws in the logframe and has endeavoured to work round or rectify them. Some useful amendments were made in the inception report, but more changes would have been advisable.
Adaptive management	HS	Adaptive management was one of the keys to the successes of the project and was employed to overcome many obstacles to implementation and make use of new opportunities.
Use/establishment of information technologies	S	Good use was made of IT and electronic media by the Project Implementation Unit. The only weaknesses were in backing up and archiving. IT capacity of Protected Areas was greatly enhanced, leading to the use of GIS for monitoring and planning as well as mapping.
Operational relationships between the institutions involved	MU	The PIU effectively developed and maintained good relations with its partners both formally (through the steering committee) and informally. Relations with one PA went through an (unnecessary) period of dispute. Regional government appears to have distanced itself from the project for reasons probably unrelated to specific actions of the project. CIDA were not satisfied with the levels of information provided by UNDP Country Office.
Technical capacities	S	Members of the PIU more than adequately compensated for some gaps in capacity through commitment, willingness to learn and teamwork. The project paid close attention to capacity development for all partners. A higher level of technical advice on socio economic and awareness components would have been beneficial.
Monitoring and Evaluation	**MS**	Project monitoring lacked a clear plan, but was adequately conducted and budgeted. However it was compromised by weak and inappropriate indicators for some outcomes.
Stakeholder Participation	**S**	Despite the lack of a participation plan, all major stakeholders were enabled and encouraged to participate in and contribute to the project.
Production and dissemination of information	S	Close attention was paid to making information available to stakeholders and more widely disseminated through the project website. Lack of a consistent project image may have restricted a local sense of ownership.
Local resource users and NGOs participation	HS	Mechanisms were established for participation, through innovative community councils, community activities at protected areas, involvement with indigenous peoples' groups and the SMESF.
Establishment of partnerships	S	Productive partnerships were established with most groups in the environmental sector in Kamchatka. Partnerships with co-financing NGOs and agencies would have benefitted from formal agreements and closer liaison.
Involvement and support of governmental institutions	MS	Relations with Federal Institutions have improved in the course of the project. As previously mentioned, engagement and participation from

		Regional Government has fallen away.
Project Results		
Overall Achievement of Objective and Outcomes	**S**	The project has largely achieved what it set out to do and overcome deficiencies in design and challenging conditions.
Goal: To secure the globally significant values of 4 different existing protected areas by demonstrating replicable approaches for sustainable conservation of biodiversity.	S	The capacity and effectiveness of the four focal protected areas were demonstrably improved in the majority of ways anticipated by the project and some achievements have been replicated regionally and nationally. Further work is required to secure establishment of sustainable, legal livelihoods.
Outcome 1: Protected area management capacity is strengthened.	S	All four protected areas are working far more effectively. Material, institutional and individual capacities have been significantly improved. Capacity for effective protection has improved, but remains underdeveloped.
Outcome 2: Local communities have adopted sustainable alternative livelihoods, abandoned unsustainable and illegal natural resource use and participate fully in conservation mechanisms	MS	An unrealistic and under-funded outcome. Good progress was made in developing tourism and recreation that benefits protected areas and communities. Work to secure natural resource based livelihoods for indigenous people had limited success. The Small and Medium Enterprise Support Fund contributed towards a doubling of the economy around BNP, but there is little concrete evidence that this activity has led to abandonment of illegal natural resource use.
Outcome 3: All stakeholders demonstrate increased awareness of biodiversity values, as well as willingness to change behaviour	MS	Unrealistic outcome. Very active awareness programme focused mainly on educative and appreciative approaches. A greater focus on advocacy linked to specific threats and objectives would have increased success in achieving the intended outcome.
Outcome 4: The PAs of Kamchatka Oblast (Krai) possess the means and mechanisms to achieve financial sustainability of operations	HS	A major success story for the project. An innovative alternative to the Trust Fund will deliver funding to Protected Areas for 25 years. Federal and regional funding for protected areas has increased and the protected areas have established new sources of self-funding through tourism.
Outcome 5: Lessons learned and best practices identified in the four demonstration PAs are replicated in other PAs in the Kamchatka Peninsula, as well as other PAs in Russia.	MS	Regional replication has been accomplished through the amalgamation of two additional Nature parks with the two focal Nature Parks. National replication has occurred largely through new UNDP/GEF projects in Russia.
Sustainability Ratings (Likely, Moderately Likely, Moderately Unlikely, Unlikely)		
Sustainability	**ML**	Improvements in capacity of protected areas have been absorbed and adopted and, with good management, should be further developed.
Financial sustainability	L	Mechanisms established under Outcome 4 should provide a secure and increasing funding for protected areas.
Institutional sustainability	L	Investments in capacity have brought significant benefits that are likely to be sustained by protected area institutions.
Socio-economic sustainability	ML	Local economies have improved as a result of the project and more opportunities exist, but reliance unsustainable resource uses has only marginally been curtailed.
Ecological sustainability	ML	Most ecosystems remain in good condition and populations of important terrestrial species are more secure. Poaching of salmon, a keystone species, continues at alarming levels, but may be reduced in some areas.
Overall Project Achievement and Impact	**S**	**The project has left the protected areas of Kamchatka in a much improved state. If responsible authorities and legacy institutions make use of the capacities established, progress to overcome remaining challenges is likely.**

Annexes

Annexe 1 Terms of Reference

Terms of Reference

Final Evaluation of the UNDP/GEF Project

"Demonstrating biodiversity conservation in four protected areas of Russia's Kamchatka Krai. II Phase"

I. INTRODUCTION

UNDP/GEF Monitoring and Evaluation (M&E) policy

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

In accordance with UNDP/GEF M&E policies and procedures, all regular and medium-sized projects supported by the GEF should undergo a final evaluation upon completion of implementation. Final evaluations are intended to assess the relevance, performance and success of the project. It looks at early signs of potential impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental goals. It will also identify/document lessons learned and make recommendations that might improve design and implementation of other UNDP/GEF projects.

This evaluation is to be undertaken taking into consideration the GEF Monitoring and Evaluation policy (http://gefeo.org/gefevaluation.aspx?id=140) and the UNDP/GEF Monitoring and Evaluation Policy (http://www.undp.org/gef/monitoring/index.html).

Project objectives

The project's goal or development objective is to help secure the globally significant biodiversity values of the Kamchatka Peninsula's protected areas. Its immediate objective is to demonstrate approaches for sustainable and replicable conservation of biodiversity in four different existing protected areas. The project has five primary outcomes:

(i) The effectiveness of the four protected areas in conserving their biodiversity will be improved through strengthened institutional capacity for their governance and management;
(ii) Sustainable alternative biodiversity-supporting economic development activities for local communities will be promoted so as to decrease pressure on the PAs' biodiversity and community involvement in conservation will be increased;
(iii) Awareness of and support for biodiversity conservation and sustainable development will be heightened among all stakeholders;
(iv) Sustainable protected area and biodiversity conservation supporting financing mechanisms will be established;
(v) Mechanisms for transferring and replicating best practices and lessons learned will be developed and implemented through ministerial and NGO channels throughout Kamchatka and the Russian Federation.

Project location

Kamchatka Krai

Project sites

(1) – Kronotsky State Biosphere Strict Nature Reserve, (2) – South Kamchatsky State Nature Sanctuary, (3) – Nalychevo nature Park, (4) – Bystrinsky Nature Park. South Kamchatsky State Nature Sanctuary, Nalychevo Nature Park, Bystrinsky Nature Park together with Klyuchevskoy Nature Park formed a new "Volcano's of Kamchatka" Nature Park in 2009.

Project Implementation Unit:

Petropavlovsk-Kamchatsky

This project represents a second phase of a GEF-funded intervention implemented in Kamchatka since 2003. The project is executed by the Ministry of Natural Resources and Environment of the Russian Federation (MNR). Project activities implemented by the Project Implementation Unit based in Petropavlovsk-Kamchatsky and overall management of the project is the responsibility of Project Manager.

Project website: www.unkam.ru.

Mid-term evaluation of the project was completed in 2009. Mid-term evaluation report will be made available for the evaluator selected for this assignment.

II. OBJECTIVES OF THE EVALUATION

This Final Evaluation is initiated by the UNDP Russia as the Implementation Agency for this project and it aims to provide managers (at the Project Implementation Unit, UNDP Russia Country Office and UNDP/GEF levels) with a comprehensive overall assessment of the project and an opportunity to critically assess administrative and technical strategies, issues and constrains associated with large international and multi-partner initiatives. The evaluation will also collate and analyze lessons learn and best practices obtained during the period of the project implementation that can be further taken into consideration during development and implementation of other GEF projects in Russia and elsewhere in the world.

The purpose of the Evaluation is:

- To assess overall performance against the Project objectives as set out in Project Document and other related documents
- To assess the effectiveness and efficiency of the Project
- To critically analyze the implementation and management arrangements of the Project
- To assess the sustainability of the Project's interventions.
- To list and document initial lessons concerning Project design, implementation and management

- To assess Project relevance to national priorities.

Project performance will be measured based on Project's Logical Framework (see Annex III), which provides clear performance and impact indicators for project implementation along with their corresponding means of verification.

The Report of the Final Evaluation will be stand-alone document that substantiates its recommendations and conclusions.

III. EVALUATION

3.1. Products expected from the evaluation

The evaluation report outline should be structured along the following lines (see Annex I):

1. Executive summary
2. Introduction
3. The project(s) and its development context
4. Findings and Conclusions (Project formulation, Implementation, Project Finances, Results)
5. Recommendations
6. Lessons learned
7. Annexes

The length of report normally should not exceed 50 pages in total. The draft report will be submitted to UNDP/GEF and the Ministry of Natural Resources and Environment no later than November 1, 2010 (amended to January 15 2011). Based on the feedback received from stakeholders a final report will be prepared by November, 30 2010 (February 15 2011)

The report will be submitted both electronically and in printed version, in (Russian and) English.

The report will be supplemented by Rate Tables (Annex IV).

Summary presentation of findings to be presented in final evaluation meeting.

Evaluator will conduct a final debriefing for selected stakeholders and prepare summary presentation of conclusions and findings of the Final Evaluation. The presentation will be followed by a question & answer session and round-table discussions.

3.2. Methodology for evaluation approach

The Final Evaluation will be done through a combination of processes including a desk study, selected site visits and interviews - involving all stakeholders (but not restricted to): MNR, UNDP, Government officials on different levels, Regional administrations and local municipalities, local NGO's, communities etc.

Evaluators should seek guidance for their work in the following materials:

- GEF Monitoring and Evaluation policy (http://gefeo.org/gefevaluation.aspx?id=140)
- UNDP/GEF Monitoring and Evaluation Policy (http://www.undp.org/gef/monitoring/index.html)
- Measuring Results of the GEF Biodiversity Programme (http://www.thegef.org/gef/node/2229)

The methodology for the evaluation is envisaged to cover the following areas:

- Desk study review of all relevant Project documentation
- Consultations with Government, UNDP , Project implementation unit
- Field site visit within project territories
- Interviews with stakeholders

The evaluation must provide evidence-based information that is credible, reliable and useful.

In preparation for the evaluation mission, the project manager, with assistance from UNDP country office, will arrange for the completion of the Management Effectiveness Tracking Tool. The tracking tool will be completed / endorsed by the relevant implementing agency or a qualified national research /scientific institution, and not by the international consultant or UNDP staff. The tracking tool will be submitted to the international evaluation consultant, who will need to provide his/her comments on it. Upon incorporation of the comments from the international evaluation consultant to the tracking tool, it will be finalized and attached as a mandatory annex to the final evaluation report.

3.3 Evaluators qualifications

The Final Evaluation will be carried out by an individual consultant or a team of two external consultants. Evaluation team should possess the following qualifications:

- Expertise in areas of international projects' monitoring and evaluation with the focus on biodiversity conservation, protected areas;
- Knowledge/understanding of Russian conservation policies and legislation, institutional system, protected areas system, additional knowledge on NGO/indigenous community would be an asset.
- A physical ability to travel to Russia (Kamchatka and Moscow) is needed

More specifically candidates should demonstrate:

(i) Recent experience with result-based management evaluation methodologies;
(ii) Experience applying participatory monitoring approaches;
(iii) Experience applying SMART indicators and reconstructing or validating baseline scenarios;
(iv) Recent knowledge of the GEF Monitoring and Evaluation Policy;
(v) Recent knowledge of UNDP's results-based evaluation policies and procedures
(vi) Competence in Adaptive Management, as applied to conservation or natural resource management projects;
(vii) Recognized expertise in the management and sustainable use of biodiversity;
(viii) Familiarity with protected area policies and management structures in Russia;
(ix) Demonstrable analytical skills;

(x) Work experience in relevant areas for at least 10 years;
(xi) Experience with multilateral or bilateral supported conservation projects;
(xii) Project evaluation experiences within United Nations system will be considered an asset;
(xiii) Excellent English communication skills.

IV. IMPLEMENTATION ARRANGEMENTS

4.1 Evaluation management arrangements

- Role of Project Manager (located in Petropavlovsk-Kamchatsky)
  - Coordination of evaluation activities and logistics in Kamchatka
  - Arrangement of field site visits
  - Organization of meetings with selected stakeholders
  - Compiling and providing to the evaluator necessary project reports and materials produced by the project
- Role of UNDP
  - Coordination of evaluation activities in Moscow
  - Administrative and logistical support for the evaluators in Moscow

ToR ANNEX 1. OUTLINE OF FINAL EVALUATION REPORT

1. Executive summary

- Brief description of the project
- Context and purpose of the evaluation
- Main conclusions, recommendations and lessons learned

2. Introduction

- Project background
- Purpose of the evaluation
- Key issues addressed
- The outputs of the evaluation and how will they be used
- Methodology of the evaluation
- Structure of the evaluation

3. The project and its development context

- Project start and its duration
- Problems that the project seek to address
- Immediate and development objectives of the project
- Main stakeholders
- Results expected

4. Findings and Conclusions

In addition to a descriptive assessment, all criteria marked with (R) should be rated using the following divisions: Highly Satisfactory, Satisfactory, Marginally Satisfactory, Unsatisfactory

4.1. Project Formulation

Conceptualization/Design (R). This should assess the approach used in design and an appreciation of the appropriateness of problem conceptualization and whether the selected intervention strategy addressed the root causes and principal threats in the project area. It should also include an assessment of the logical framework and whether the different project components and activities proposed to achieve the objective were appropriate, viable and responded to contextual institutional, legal and regulatory settings of the project. It should also assess the indicators defined for guiding implementation and measurement of achievement and whether lessons from other relevant projects (e.g., same focal area) were incorporated into project design.

Country-ownership/Driveness. Assess the extent to which the project idea/conceptualization had its origin within national, sectoral and development plans and focuses on national environment and development interests.

Stakeholder participation (R) Assess information dissemination, consultation, and "stakeholder" participation in design stages.

Replication approach. Determine the ways in which lessons and experiences coming out of the project were/are to be replicated or scaled up in the design and implementation of other projects (this also related to actual practices undertaken during implementation).

Cost-effectiveness

UNDP comparative advantage

Linkages between project and other interventions within the sector

Management arrangements

4.2. Project Implementation

Implementation Approach (R). This should include assessments of the following aspects:

(i) The use of the logical framework as a management tool during implementation and any changes made to this as a response to changing conditions and/or feedback from M and E activities if required.

(ii) Other elements that indicate adaptive management such as comprehensive and realistic work plans routinely developed that reflect adaptive management and/or; changes in management arrangements to enhance implementation.

(iii) The project's use/establishment of electronic information technologies to support implementation, participation and monitoring, as well as other project activities.

(iv) The general operational relationships between the institutions involved and others and how these relationships have contributed to effective implementation and achievement of project objectives.

(v) Technical capacities associated with the project and their role in project development, management and achievements.

Monitoring and evaluation (R). Including an assessment as to whether there has been adequate periodic oversight of activities during implementation to establish the extent to which inputs, work schedules, other required actions and outputs are proceeding according to plan; whether formal evaluations have been held and whether action has been taken on the results of this monitoring oversight and evaluation reports.

Stakeholder participation (R). This should include assessments of the mechanisms for information dissemination in project implementation and the extent of stakeholder participation in management, emphasizing the following:

(i) The production and dissemination of information generated by the project.

(ii)Local resource users and NGOs participation in project implementation and decision making and an analysis of the strengths and weaknesses of the approach adopted by the project in this arena.

(iii) The establishment of partnerships and collaborative relationships developed by the project with local, national and international entities and the effects they have had on project implementation.

(iv) Involvement of governmental institutions in project implementation, the extent of governmental support of the project.

Risk management

Coordination and operational issues

4.3 Project Finances

Financial Planning: Including an assessment of:

(i) The actual project cost by objectives, outputs, activities

(ii) The cost-effectiveness of achievements

(iii) Financial management (including disbursement issues)

(iv) Co-financing

Budget procedure; Disbursement; Effectiveness of funding mechanism; Risks; Sustainability.

Extent to which the benefits of the project will continue, within or outside the project domain, after it has come to an end. Relevant factors include for example: development of a sustainability strategy, establishment of financial and economic instruments and mechanisms, mainstreaming project objectives into the economy or community production activities.

Execution and implementation modalities.

This should consider the effectiveness of the UNDP counterpart and Project Co-ordination Unit participation in selection, recruitment, assignment of experts, consultants and national counterpart staff members and in the definition of tasks and responsibilities; quantity, quality and timeliness of inputs for the project with respect to execution responsibilities, enactment of necessary legislation and budgetary provisions and extent to which these may have affected implementation and sustainability of the Project; quality and timeliness of inputs by UNDP and GoC and other parties responsible for providing inputs to the project, and the extent to which this may have affected the smooth implementation of the project.

4.4. Results

Attainment of Outcomes/ Achievement of objectives (R)*:* Including a description ***and rating*** of the extent to which the project's objectives (environmental and developmental) were achieved using Highly Satisfactory, Satisfactory, Marginally Satisfactory, and Unsatisfactory ratings. If the project did not establish a baseline (initial conditions), the evaluators should seek to determine it through the use of special methodologies so that achievements, results and impacts can be properly established.

Sustainability*:* Including an appreciation of the extent to which benefits continue, within or outside the project domain after GEF assistance/external assistance in this phase has come to an end.

Contribution to upgrading skills of the national staff

5. Recommendations

Corrective actions for the design, implementation, monitoring and evaluation of the project
Actions to follow up or reinforce initial benefits from the project
Proposals for future directions underlining main objectives

6. Lessons learned

This should highlight the best and worst practices in addressing issues relating to relevance, performance and success.

7. Evaluation report Annexes

- Evaluation ToRs
- Itinerary
- List of persons interviewed
- Summary of field visits
- List of documents reviewed
- Questionnaire used and summary of results
- Comments by stakeholders (only in case of discrepancies with evaluation findings and conclusions)

Annexe 2 Evaluation ratings and criteria used

Evaluations pertaining to the relevance, effectiveness and efficiency of the project were evaluated using the six ratings recommended by GEF.

Highly Satisfactory (HS): The project has no shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Satisfactory (S): The project has minor shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Moderately Satisfactory (MS): The project has moderate shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Moderately Unsatisfactory (MU): The project has significant shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Unsatisfactory (U): The project has major shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Highly Unsatisfactory (HU): The project has severe shortcomings in the achievement of its objectives, in terms of relevance, effectiveness or efficiency

Evaluations pertaining to the sustainability of the project were evaluated using a using the four ratings recommended by GEF.

Likely (L). There are no or negligible risks that affect this dimension of sustainability.

Moderately likely (ML). There are moderate risks that affect this dimension of sustainability.

Moderately unlikely (MU). There are significant risks that affect this dimension of sustainability.

Unlikely (U). There are severe risks that affect this dimension of sustainability.

Annexe 3 Itinerary and persons consulted

Tuesday 9/11/2010	
Travel Toulouse (France) - Moscow.	
Wednesday 10/11/2010	
Orientation meetings at UNDP Country Office, Moscow	Natalya Olofinskaya. *Coordinator of the Environment and Energy programme, UNDP, Russian Federation* Elena Armand. *Country Programme Coordinator. UNDP, Russian Federation* Anastasia Gubanova. *Programme Associate, UNDP Russian Federation*
Meeting at WWF Russia Office	Vladimir Krever WWF. *Coordinator of Biodiversity Conservation Programme* Sergei Rafanov. *Head of Kamchatka/ Bering Sea Ecoregional office, WWF*
Thursday 11/11/2010	
Travel Moscow – Petropavlovsk Kamchatskyi.	Natalia Yakimenko *Translator/Interpreter*
Friday 12/11/2010	
Orientation Meeting with members of the Project Implementation Unit, Project Office, Petropavlovsk Kamchatskyi.	Andrey Starikov: *Project Coordinator* Tatiana Mikhailova. *Project Coordinator on Livelihoods and Protected Areas.* Sergei Bychkov: *Project Coordinator on Biodiversity Awareness and Advocacy. Executive Director of the Kamchatka Krai Protected Areas Association* Svetlana Prosina. *Director of Small and Medium Enterprise Fund 'Sodruzhestvo'. Former Project Coordinator on Financial Sustainability* Ilya Antonov. *Assistant manager for IT* Anna Alexyeva. *Adminstrative Assistant* Tatyana Fyodorova. *Project Accountant and Accountant for Small and Medium enterprise Fund 'Sodruzhestvo'and for Kamchatka Protected Areas Association* Tatyana Oborska. *Project Coordinator on Ecotourism Development. Director of Protected Areas Training Centre.* Vladimir Mosolov *Researcher from Kronotsky Zapovednik*
Saturday 13/11/2010	
Group discussion with members of the PIU to discuss each outcome	Outcome 1: Tatiana Mikhailova, Andrei Starikov , Vladimir Elchaparov (*former Project Coordinator on Protected Areas)* Outcome 2: Tatiana Mikhailova Outcome 3: Sergei Bychkov Outcome 4: Svetlana Prosina
Meeting to discuss indigenous peoples' affairs in Kamchatka and in the Protected Areas	Nina Zaporotskaya. *Director of Ethno-Ecological Information Centre* "Lach"
Sunday 14/11/2010	
Travel Petropavlovsk to Esso (Bystrinsky Nature Park)	
Meeting at office of Bystrinsky Natural Park	Andrei Starikov. Tatiana Mihailova. Natalya Petrova Sychova. *Coordinator for eco education.* Victor Komarov. *Director of Volcanoes of Kamchatka Natural Park.* Nina Nestrova. *Volunteer from Moscow University*
Monday 15/11/2010	
Visit to Esso Office of SMESF	Elena Kondrashova. *Credit analyst*
Meeting at Muncipal Administration of Esso	Andrei Grekov. *Head of Municipal District Administration Bistrinsky* Svetlana Komarova. *Responsible for Indigenous Peoples' Affairs*
Visit to Esso Ethnographic Museum	Antonina ****. *Museum Guide*
Meeting at HQ of Bystrinski Nature Park	Igor Kokorin. *Former head of BNP. Now Deputy Head of Volcanoes of Kamchata Nature Park (Northern Sector*)

Attendance at meeting of Community Council for Bystrinski NP	9 representatives
Meeting to discuss Menadek Ethnocultural Camp	Lilia Banakanova. *Manager*
Travel to Petropavlovsk Kamchatskyi	
Tuesday 16/11/2010	
Meetings at HQ of Nalychevo Natural Park/Volcanoes of Kamchatka Natural Park, Yelizovo	Radmir Korenev. *Former head of NNP. Now Deputy Head of Volcanoes of Kamchatka Nature Park (Southern Sector)* Alexander Korolev. *Staff member (research and monitoring)*
Meetings at HQ of Kronotsky State Nature Reserve (Zapovednik) and South Kamchatka State Sanctuary (Zakaznik), Yelizovo	Andrei Borodin. *Deputy Director (Law Enforcement)* Victor Mosolov. *Deputy Director (Research)* Elena Elchaparova. *GIS Engineer* .
Meetings at Training Centre for Kamchatka Protected Areas, Yelizovo	Anna Chernikova. *Educational Programs and PR Coordinator* Tatyana Oborskaya. *Manager*
Wednesday 17/11/2010	
Field trip to Avacha Pass (Nalychevo)	
Thursday 18/11/2010	
Meeting to discuss the Kamchatka Protected Areas Association	Serge Bychkov. *Executive Director*
School Visit	To observe teaching of class on History of Kamchatka using materials provided by the project.
Attendance at meeting of Community Council for Nalychevo NP	12 Attendees
Meeting with Education and Awareness Team for Volcanoes of Kamchatka Nature Park	Gleb Parunov. *Head of Ecological Education* Inge Novikova. *Ecological Education Specialist*
Friday 19/11/2010	
Final Project Steering Committee Meeting	Attendance and minutes recorded by the Project Implementation Unit Completion by participants of two project evaluation questionnaires
Saturday 20/11/2010	
Meeting at the Kamchatka Branch of the Pacific Institute of Geography	Dr Aleksey M Tokranov. Director.
Sunday 21/11/2010	
Meeting to discuss project management and accomplishments	Natalia Troistkaya. Deputy Project Director. Ministry of Natural Resoeuces
Monday 22/11/2010	
Meeting with Ministry of Natural Resources, Kamchatka Oblast	Alevtina A Poletaeva. *Deputy Head for Environmental Protection, Ministry of Natural Resources, Kamchatka Oblast*
15th Anniverary of Kamchatka Natural Parks celebration meeting.	Discussion with Andrei Borodin. *Head of Protection for Volcanoes of Kamchatka Natural Park.*
Tuesday 23/11/2010	
Meeting to discuss Project Finance and Administration	Anna Alexyeva. *Adminstrative Assistant* Tatyana Fyodorova. *Project Accountant and Accountant for Small and Medium enterprise Fund 'Sodruzhestvo'and for Kamchatka Protected Areas Association* Ilya Antonov. *Assistant manager for IT*
Presentation of preliminary findings to Project Team	Members of the Project Implementation Unit
Wednesday 24/11/2010	
Meeting to discuss Ecotourism in Kamchatka	Martha Madsen. *Ecotourism Operator; Head of Kamchatka Ecotourism Society* Galina Volgina. *Sports Fishing Tour Operator*

	Sergei Lukin. *Sports Fishing Tour Operator*
Travel Petropavlovsk Kamchatskyi to Moscow	
Thursday 25/11/2010	
Meeting at the Ministry of Natural Resources, Moscow	Vsevolod Stepanitsky. *National Project Director, Ministry of Natural Resources*
Feedback meeting at UNDP Moscow	Frode Mauring. *Resident Representative of UNDP in the Russian Federation* Natalya Olofinskaya. *Coordiantor of the Environment and Energy programme, UNDP, Russian Federation* Elena Armand. *Country Programme Coordiantor. UNDP, Russian Federation* Anastasia Gubanova. *Programme Associate, UNDP Russian Federation*
Travel Moscow - Toulouse	

The following additional people provided contributions via email and or telephone

Adriana Dinu. *Regional Practice Leader, Environment and Energy, UNDP, Europe and the CIS, Bratislava Regional Centre*
Steve Podesto. *Canadian International Development Agency. Former CIDA field representative responsible for the Kamchatka project.*
Philip Tortell, *Author of the project mid-term evaluation report*
Laura Williams. *Former head of WWF Office in Kamchatka*

The following people provided written feedback on the first draft of the evaluation
Natalya Olofinskaya. *Coordinator of the Environment and Energy programme, UNDP, Russian Federation.*
Andrey Starikov: *Project Coordinator.*
Sergei Bychkov: *Project Coordinator on Biodiversity Awareness and Advocacy. Executive Director of the Kamchatka Krai Protected Areas Association.*

Annexe 4 Abbreviations used in the text

BNP	Bystrinsky (Regional) Nature Park
CBD	Convention on Biological Diversity
CIDA	Canadian International Development Agency
GEF	Global Environment Facility
GKK	Government of Kamchatka Krai (replacing KOA after July 1 2007)
GOR	Government of the Russian Federation
ha	hectare(s)
IUCN	International Union for the Conservation of Nature (The World Conservation Union)
KamchatNIRO	Kamchatka Scientific Fisheries Research Institute
KamchatRybvod	Kamchatka State Fisheries Management Agency
KBCTF	Kamchatka Biodiversity Conservation Trust Fund
KEI	Kamchatka Conservation Initiative Movement
KES	Kamchatka Ecotourism Society
kg	kilogram
KHMA	Kamchatka Hunting Management Agency
KIENR	Kamchatka Institute of Ecology and Natural Resources
KKPAA	Kamchatka Krai Protected Areas Association
km/ km²	kilometre/square kilometre
KNP	Kluchevskoy Nature Park
KNPD	Kamchatka Nature Parks Directorate
KOA	Kamchatka Oblast Administration (up to July 1 2007: see also GKK)
KPACF	Kamchatka Protected Areas Conservation Fund
KSBR	Krononsky State Biosphere Reserve (Zapovednik)
KSCNP	Kamchatka State Committee for Nature Protection
KSNR	Kronotsky Strict Nature Reserve
M&E	Monitoring and Evaluation
METT	Management Effectiveness Tracking Tool
MNR	Ministry of Natural Resources
MTR	Mid-term Review
NGO	Non-governmental Organization
NNP	Nalychevo (Regional) Nature Park
NPD	National Project Director
NRC	Natural Resources Committee (Kamchatka and Koryaksky Autonomous Okrug)
NTFP	Non-timber Forest Products
OP	Operation Plan
OUV	Outstanding Universal Value
PA	Protected Area
PDF-B	Project Development Facility, Block B (GEF)
PIR	Project Implementation Report
PIU	Project Implementation Unit
PM	Project Manager
PSC	Project Steering Committee
SCEP	State Committee for Environmental Protection - Russian Federation
SGP	Small Grants Programme
SKNP	South Kamchatka Nature Park
SKSS	South Kamchatka State Sanctuary (Zakaznik)
SMESF -	Small and Medium Enterprises Support Fund (= '*Sodruzhestvo'*)

TEK	Traditional Environmental Knowledge
ToR	Terms of Reference
TPR	Tripartite Review
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
USA	United States of America
VKNP	Volcanoes of Kamchatka (Regional) Nature Park
WB	The World Bank
WCS	Wildlife Conservation Society
WG	Working Group
WHC	World Heritage Committee
WHS	World Heritage Site
WWF	World Wildlife Fund/Worldwide Fund for Nature

Annexe 5 List of documents consulted

Guidance Materials and General Background

- GEF Monitoring and Evaluation policy (http://gefeo.org/gefevaluation.aspx?id=140)
- UNDP/GEF Monitoring and Evaluation Policy (http://www.undp.org/gef/monitoring/index.html).
- Measuring Results of the GEF Biodiversity Programme (http://www.thegef.org/gef/node/2229)
- Protected Areas in Russia Legal Regulation. An overview of Federal Laws. Edited by A.A. Shestakov. KMK Scientific Press Ltd. Moscow 2003.
- National Strategy of Biodiversity Conservation in Russia. Russian Academy of Sciences/Ministry of Natural Resources of the Russian Federation. Moscow. 2001

Project Documents and Documentation

Demonstrating Sustainable Conservation of Biodiversity in Four Protected Areas of Russia's Kamchatka Oblast - Phase 1.

- Project Document (2002)
- Project Final Evaluation Report (2004)

Demonstrating Sustainable Conservation of Biodiversity in Four Protected Areas of Russia's Kamchatka Oblast - Phase 2.

- Project Document (2005)
- Inception Report (2006)
- Steering Committee Minutes: Meeting 1 (25.07.2006); Meeting 2 (2.02.2007); Meeting 3(2008); Meeting 4 (25.02.2009); Meeting 5 (17.06. 2010).
- Project Implementation Reports (2006,2007, 2008, 2009 2010)
- Project Audit Reports (2006-2009)
- Project Inventory Reports (2007-9)
- Mid Term Evaluation Report (2009) and UNDP Management Response.
- Quarterly Assessment of Financial Reports SME Support Fund "Sodruzhestvo" (2006-7)
- Reports on Visit to SME Support Fund "Sodruzhestvo". (April 23-28, 2007 and December 10-15, 2007.

Technical Plans and Reports in English

- Summary plans (English translations) for Bystrinsky Nature Park, Nalychevo Nature Park, Kronotsky State Biosphere Reserve, South Kamchatka State Sanctuary.
- Management Plan: Use of Food Forest Resources of the Kamchatka Oblast of the Russian Federation English Summary (2008)
- Kamchatka Visitor Survey (PowerPoint of Results from survey participant's vacation and business/vacation 2007-2008)
- Kamchatka Visitor Survey Report (2009)
- Kamchatka's Tourism & Visitor Guide (an annual publication 2004-2008)

Other publications

- A wide range of other reports, information, educational and publicity materials produced by the project and its partners in Russian were examined and sections translated by the mission interpreter upon request of the evaluator.
- Databases and GIS data prepared at the protected areas.

Annexe 6 Ratings table: status of objective / outcome delivery as per measurable indicators

Goal/Objective/ Outcome	Indicators	(sub-indicators)	Baseline measure	Target	Means of measurement and verification	Risks and assumptions	Final measure	Rating
Goal/ Development Objective:	**To secure the globally significant biodiversity values of the Kamchatka Peninsula.**							
To demonstrate approaches for sustainable and replicable conservation of biodiversity in four existing protected areas as a model for a sustainable system of protected areas in Kamchatka	**1. Reduction in identified threats in the four PAs:**	(a) Fires - area - # fire incidents	1,240 ha 19	Fire area not increased Number of fire incidents not increased	Russia's reports on UNESCO World Heritage List	Climatic conditions are favorable	1170ha 10	**S**
		(b) Pollution - water pollution - area of sites polluted by solid waste	# sources of water pollution 1,386 ha	No water pollution Polluted sites cleaned – accessible solid waste removed except fuel barrels left by the military –ca 200 ha	NIRO report PA and subcontractors reports	Bystrinsky Raion Administration constructs sewage treatment works	Zero	**HS**
		(c) Area of damaged/degraded habitat	1,024 hectares	Area of damaged lands not increased	PA directors' reports		264 BNP 350 KSBR 0 NNP	**HS**
	2. Populations for key species	Brown Bear	1752				1750	**MU**
		Sable	3500				3550	
		Snow sheep	882				630	
		Reindeer	2700				1700	
		Steller's Eagle	60prs ca455 wintering				45prs ca600 wintering	
		Arctic Falcon	30prs ca 60 wintering				30prs ca 50 wintering	
	3. Number of PAs applying project's best practices and methodologies		4	6	Replication plans and agreements	Management Plans are endorsed	**11**	**MS**
	4. Number and area of project PAs		4 PAs total area 2,979,155 ha	Number and area of PAs not decreased	Area surveys	Boundary demarcation of Bystrinsky and Nalychevo nature parks is legally affirmed	2,984,640.37 ha (NNP and BNP) +862,000 ha (SKNP and KNP) + potentially 850,00ha (KSBR buffer	**HS**

Goal/Objective/ Outcome	Indicators	(sub-indicators)	Baseline measure	Target	Means of measurement and verification	Risks and assumptions	Final measure	Rating
							zone).	
Outcome 1 Protected areas are effectively managed	**5. Individual PA METT Scores**	NNP	44	55	PA METT scores data	Regional level administrative support is available Personnel available Co-financing commitments maintained	70	**HS**
		BNP	39	53			62	
		KSBR &SKSS	45	56			71	
	6. PA staff number and skills increased above baseline Average staff service record in each PA/ compliance with MP staffing requirements	NNP	5 yrs/8 staff	7.5yrs/30 staff	Staffing and training records		4 yrs/37 staff (combined)	**S**
		BNP	1.5yrs/2 staff	1.5yrs/13 staff				
		KSBR &SKSS	7.5yrs/63 staff	7.5yrs/68 staff			6 yrs/68 staff	
	7. Number of PAs using a unified GIS for decision making		0	4	Reports from PAs	PA staff are motivated	4	**S**
	8. Legislation strengthened	Amendments to admin. code of KO;	0	Amendments submitted/ passed	(None specified)	National and regional level support is provided Political stability is maintained	4 submitted, none passed	**MU**
		Decision of GKK on establishment of administrative commissions	None	Decision developed			No adopted	
		Amendments to Regional Law on PAs	0	Finalised and submitted			Submitted, none passed	
		Amendments to Federal Law on PAs	0	Developed and submitted			Submitted, none passed	
		Number of documents pertaining to legislation and policy	0	4			4?	
Outcome 2 Local communities have adopted sustainable alternative livelihoods, abandoned unsustainable and illegal natural resource use and participate fully in conservation mechanisms	**9. Number of poaching incidents identified through a survey among local communities and tourists**		No baseline	Decrease of 50% from baseline	Local community surveys	Villagers motivated Local capacity &entrepreneurial spirit exists Conflicts can be resolved Information and incentives are effective Communities supportive of programmes Communities are involved in and monitor ecotourism	0	**U**
	10. Rehabilitation of representative NTFP species: Golden root (NNP, BNP). Plants/ m^2	BNP	8	Baseline + 30%	Field studies		$9.1/m^2$	**S**
		KSBR					Population 'healthy'	
	11. Number of jobs created as alternative livelihoods	Tourism	16	Baseline + 30%	Local population surveys Info. about employment		30	**S**
		NTFP harvesting and processing in	9				15	

Goal/Objective/ Outcome	Indicators	(sub-indicators)	Baseline measure	Target	Means of measurement and verification	Risks and assumptions	Final measure	Rating
		Bystrinsky district				activities, fair benefit sharing is instituted Part of ecotourism revenues reinvested into PA sustainability Effective representation of stakeholders is attained Agreements can be reached with stakeholders Changes in attitudes occur Local capacities & entrepreneurial spirit exist		
	12. Number of local communities engaged in monitoring programs	BNP	9	Min 18	Surveys Results of monitoring programme		13	**MS**
		NNP	0	Min 3			3	
	13 Number of operational PA co-management agreements		0	3	Surveys		2 (non binding agreements)	**S**
Outcome 3 **All stakeholders demonstrate increased awareness of biodiversity values, as well as willingness to change behavior**	**14. Awareness levels among all stakeholders about PA functions and biodiversity conservation objectives**	% considering conservation issues very important	70%	10% over baseline	Stakeholder surveys	Stakeholders receptive to awareness campaign Media is involved and motivated	72%	**MU**
		% considering conservation issues important	23%				17%	
		% considering conservation issues not very important	2%				5% (6% do not know)	
	15. Coverage of biodiversity conservation issues in media	*Zapovednaya Territoriya* newspaper circulation	500	50% above baseline	Stakeholder surveys Records of publications and broadcasts		750	**S**
		Electronic bulletin – no. of email addresses subscribed	250				400	
		Radio show	2 x per month				0	
		Website visitation	9 new visitors per day				22	
	16. Attendance of important conservation-oriented public events (Kamchatka ecological decade),	Kronotsky State Biosphere Reserve visitors/ participants in events	1,300/ 3,000	50% above baseline			1,150/ 4,100	**S**
		Nalychevo Nature Park	3,000 total				1,800/ 7,520	

Goal/Objective/ Outcome	Indicators	(sub-indicators)	Baseline measure	Target	Means of measurement and verification	Risks and assumptions	Final measure	Rating
	PA visitor centres/museums	Bystrinsky Nature Park	0/ 100				700/ 500	
	17 Number of schools that adopted conservation curricula		2	>10	Schools programmes	Communication and education campaigns are effective	32	**HS**
Outcome 4 The Protected Areas of Kamchatka Oblast(Krai) possess the means and mechanisms to achieve financial sustainability of operations	**18. Kamchatka Biodiversity Conservation Trust Fund**	KBCTF capitalization	0	US$4.5m	Capitalization. Records of expenditure.	Co-financing secured Government budgets provide for additional staff User fees policy doesn't impose additional burden on local communities Local capacity exists to efficiently use SME Fund and community small grants facility Political stability maintained Social and economic conditions remain stable	US$2.1m SME Fund	**HS***
		KBCTF financing of PA biodiversity cons. programmes		US$4.5m			Min US$0.2m p.a for 25 years. Total est $6m	
	19. Ratio of budget(B) and non-budget (NB) funding of PAs	NNP	Ratio 5:1 B: 4m RR NB: 0.8m RR	PA budgets supplemented by other non-budgetary sources by Yr3. Recurrent costs of PA mgmnt do not require additional donor support by end of Yr 4			VKNP: Ratio 18:1 B: 12.744m RR NB: 0.704m RR	**HS**
		BNP	Ratio 2:1 B: 0.262m RR NB: 0.116m RR					
		KSBR	Ratio 5:1 B: 4.202m RR NB: 2.901m RR				Ratio 23:1 B:39.819m RR NB:1.741m RR	
	20. Additional staff/posts in regional nature parks covered by Administration		5	100% of additional staff salaries	PA Budgets.		100% covered	**HS**
	21. Small-Medium Enterprise Fund and Small Grants Programme	(i) number of loans issued	182 US$1,575,794	400 US$3,600,000			1023 US$11,459,633	**HS**
		(ii) Number of small grants issued	38 US$68,260	48 US$110,000			114 US$239,484	
		(iii) Number new jobs	50	64			150	
		(iv) SMESF financial self-sufficiency including subsidy adjustments	123.5%	130%			213%	
		(v) Portfolio at Risk (>30 days)	0.66%	0.7%			0.35%	
		(vi) % Principal delinquent (end of period)	0.7%	1%			0.15%	
Outcome 5 Lessons learned and best practices	**22. Number of replication cases in other PAs**		0	Management models from project replicated in at least 2 more PAs (federal & regional)	Record of material production Seminars and	National and regional authorities supportive of replicating best	Management models adopted in 2 other regional NPS	**S**

Goal/Objective/ Outcome	Indicators	(sub-indicators)	Baseline measure	Target	Means of measurement and verification	Risks and assumptions	Final measure	Rating
identified in the four demonstration PAs are replicated in other PAs in the Kamchatka Peninsula, as well as in other PAs in Russia					attendance records Ministerial and NGO publications PA publications and management approaches Intersectoral dissemination meetings and seminars	practices and lessons learned Institutional stability is realized Capacity exists in other PAs to replicate best practices and lessons learned	through amalgamation with the two focal parks. No federal replication	
	23. Introduction of biodiversity-friendly and sustainable land use practices into sectoral policies of the Kamchatka oblast		0	Minimum 18 methodology documents approved,: Strengthening PA capacity: > 5 Alternative livelihoods: >4 Awareness: >7 Entrepreneurship >1 Tourism : >1			25 methodology documents prepared but none formally adopted.. Strengthening PA capacity: 3 Information management: 4 Alternative livelihoods: 4 Awareness: 12 Entrepreneurship: 1 Tourism :1	**MS**
	24. Introduction of biodiversity friendly and sustainable land use practices into sectoral policies of the Kamchatka Oblast		0	1 policy related to tourism 1 policy related to NTFP Management			Some project publications have had some influence on policy e.g. Results of tourism surveys NTFP Management Plan No formal adoption	**MS**

Annexe 7 Critical commentary on the logical framework and indicators

Level		Indicators used in updated Logframe	Comments on indicator
Objective To secure the globally significant values of four different existing protected areas by demonstrating replicable approaches for sustainable conservation of biodiversity.	1	Reduction in identified threats in the four PAs: • Fires (i. area; ii number of fire incidents) • Pollution (i. water pollution; ii. area of polluted sites • Area of damaged/ degraded habitat	Fire. Good indicators. Use of (free) satellite based fire monitoring data would have provided more detailed data and would have enabled comparison of results inside and outside Pas Water pollution. Indicators should be specified more clearly. (Interpreted by PIU as number of point sources) Area of polluted sites. Adequate indicator. Since the problem was mainly military waste and scrap metal, the number of tonnes removed as a proportion of the whole would have been a more meaningful than the area affected Area of damaged/degraded habitat. Possibly good, but recovery of damaged/degraded habitat would likely be too slow in the project period, so the best result would be that the area did not increase. Use of fixed point photography could have been beneficial.
	2	Populations of key species (brown bear; sable; snow sheep; reindeer; Steller's eagle; arctic falcon)	Species populations are a potentially good indicator, but with some important limitations. While populations of these species should be monitored, there are serious limitations Observed population changes may be a result of • Inconsistencies in survey methods. • Variations in local conditions (food, weather) affecting location of individuals • Natural fluctuations in populations Population trends are also very hard to identify over just a few years However ongoing population monitoring is important as longer term data could be useful, and monitoring has provided more reliable population data and revealed some sudden declines, notably of snow sheep However it is also very difficult to assign any observed changes to any specific activities of the project. Ideally species monitoring should be designed around a question or hypothesis. Population counts should have been part of to a Pressure-State-Response framework in order to establish clearer links between threats, interventions and impacts.

			Salmon should not have been removed from the list. They are the prime quarry for poachers and a major keystone species for Kamchatka
	3	Number of PAs applying project's best practices and methodologies	This is a weak indicator. It does not define what best practices and methodologies were meant or the extent to which PAs are expected to implement them. A more precise indicator might have been Number of PAs implementing an approved management plan.
	4	Number and area of project PAs	This figure is required for GEF reporting. However of less direct relevance here, as the project did not aim to increase the area and a decrease was not an identified threat.
Outcome 1. Protected area management capacity is strengthened. 1.1Essential infrastructure and equipment is acquired 1.2PA Administration and staffing is strengthened to effective levels 1.3Biodiversity information and its use in decision-making is improved and monitoring programmes are instituted 1.4Pollution at degraded sites is removed 1.5New Management Plans and annual Operational Plans are prepared and implemented 1.6The legal and regulatory base of the PAs is improved **Comments** Not a SMART outcome, but potentially measurable The indicative activities are adequate as far as they go, but include nothing about reduction of poaching, the most significant threat or about other threats	5	Individual PA METT Scores	A good indicator**.** METT is a useful and near universal indicator. Some problems exist with consistency of scoring, but
	6	Number of PAs using a unified GIS for decision making	An imprecise and inadequate indicator subject to subjective judgement. GIS is a decision support tools and use of GIS is not a reliable indicator of good performance.
	7	PA staff number and skills increased above baseline • average staff service record in each PA/ compliance with MP staffing requirements • PA staff qualification/capacity scores	An potentially adequate indicator except no baseline or system of measurement of individual qualifications or capacity was developed
	8	Legislation strengthened • Amendments to administrative code of KO; • Decision of KOA on establishment of administrative commissions • Amendments to Regional Law on PAs • Amendments to Federal Law on PAs • Number of documents pertaining to legislation and policy	Adequate indicator, although recording the number of amendments does not necessarily indicate what the amendments involve.
		ADDITIONAL NOTES	1. Although the UNDP PA Capacity Scorecard had not been launched at the start of the Project it could have usefully been introduced when it was

highlighted in the Phse I Final Evaluation.			available and used to measure capacity of the KOA (GKK) .Use of the Scorecard would not have been applicable to the Federal MNR) 2. The main threat in the ProDoc is Poaching and a great deal of the investment of the project has been in anti-poaching measures. But there are no indicators related to the inputs, results and impacts of anti-poaching activities. Such information is available from the PAs.
Outcome 2. Local communities have adopted sustainable alternative livelihoods, abandoned unsustainable and illegal natural resource use and participate fully in conservation mechanisms **Indicative Activities** 2.1Sustainable use of NTFPs in PAs is developed for economic benefit 2.2Local populations are involved in tourism and PA protection 2.3Traditional resource knowledge and uses are supported 2.4Co-management and community based conservation mechanisms are established 2.5Ecotourism promotion and marketing programme is implemented **Comment on Outcome 2** A desirable, but highly unrealistic and unachievable outcome. No community is likely under any circumstances to 'abandon' illegal activities or 'participate fully' in conservation mechanisms. The combined indicators are not adequate to measure the extent to which the outcome has been	1	Number of poaching incidents identified through a survey among local communities and tourists	Inadequate indicator of poaching impact or of opposition of civil society to poaching. It is difficult to devise a way of replicably sampling tourist observations. Communities stopped reporting due to intimidation by poaching gangs.
	2	Rehabilitation of representative NTFP species: Golden root (*Rhodiola rose*a) (NNP, BNP) • no. of plants per square meter; • commercial harvest, kg/ga	This is an inappropriate indicator as it is a strictly protected species. A more widely and legally collected species should have been chosen.
	3	Number of jobs created as alternative livelihoods • Tourism • NTFP harvesting and processing in Bystrinsky Rayon	A potentially good indicator, but likely to underestimate thru impact because this was interpreted as number of official permanent jobs. Many tourism jobs are seasonal and many rural people derive livelihoods from diverse sources. Creation of jobs and alternative livelihoods is not necessarily a guarantee of participation in conservation and abandonment of illegal activities
	4	Number of local communities engaged in monitoring programs	Inadequate indicator as it is too imprecise. What is meant by a community? How do you measure whether or not it is 'engaged'? What kind of monitoring programmes?
	5	Number of operational PA co-management agreements	A good indicator

achieved.			
		ADDITIONAL COMMENTS	There are no indicators related to the promotion and marketing of ecotourism.
Outcome 3. All stakeholders demonstrate increased awareness of biodiversity values, as well as willingness to change behaviour **Indicative Activities** 3.1Awareness raising programmes for schools are developed and implemented 3.2Awareness raising programmes for PAs are developed and implemented 3.3. Public environmental events are held 3.4Awareness raising programmes for society at large are developed and implemented **Comment on Outcome 3** As with Outcome 2, this is a desirable, but completely unrealistic outcome. None of the indicators provide evidence of a change of behaviour or few of a willingness to change		14. Awareness levels among all stakeholders about PA functions and biodiversity conservation objectives	Weak indicator inadequately measured. Figures reported in annual PIRs were all gathered using different methods. No link to changes in behaviour.
		15. Coverage of biodiversity conservation issues in media • *Zapovednaya Territoriya* newspaper circulation • Electronic bulletin – no of email addresses subscribed • Radio show • Website visitation	Good indicators related to the project visibility and penetration of awareness material, but not of the impact.
	3	Attendance of important conservation-oriented public events (Kamchatka ecological decade), PA visitor centres/museums	Good general indicator of public interest, but no link to changes in attitude and behaviour
	4	Number of schools that adopted conservation curricula	Adequate indicator in relation to the activity of the project.
		ADDITIONAL COMMENTS	The outcome requires 'willingness to change of behavior', but there are no indicators for this in terms of changed attitudes or behaviour.
Outcome 4. The Protected Areas of Kamchatka Oblast (Krai) possess the means and mechanisms to achieve financial sustainability of operations **Indicative Activities** 4.1The Small-Medium Enterprise Fund and Small Grants Programme	1	Kamchatka Biodiversity Conservation Trust Fund • KBCTF capitalization • KBCTF financing of PA biodiversity conservation programs	Good indicator
	2	Ratio of budget and non-budget funding of PAs	Good indicator that could have been improved by inclusion of • Overall budget and ratio.

continue to support the development of alternative livelihoods for local communities and community based biodiversity conservation initiatives 4.2The Kamchatka Biodiversity Conservation Trust Fund is established 4.3PA revenue generating mechanisms are designed and institutionalized 4.4Public-private partnerships supporting revenue generation and sustainability of the PAs are demonstrated **Comment on Outcome 4** A clear, measurable outcome. Some of the Activities and Indicators are more relevant to Outcome 2.			• The size of the <u>funding gap</u> between the budget established in the management plan and the available funds. This gap was quantified in the ProDoc
	3	Additional staff/posts in regional nature parks covered by Administration	Good indicator of increase in capacity and participation of PAs
	4	Small-Medium Enterprise Fund and Small Grants Programme • No. of loans issued • No. of small grants issued • No. of new jobs created • SMESF financial Self-sufficiency - incl. subsidy adjustments • Portfolio at Risk (>30days) • 6) % of Principal Delinquent (end of period)	Good indicators for the effectiveness of the Fund and Grants, but it is not clear how this relates to the Outcome of PA financial sustainability. This outcome might have better been used under Outcome 3. The indicators could have been strengthened , but inadequate measures of impact. Jobs created should be categorized as permanent or seasonal/temporary. Would have been strengthened with a better measure of the economic impact of the grants and loans and beneficiary communities. Data on household incomes, general indicators of economic activity an growth in the community
Outcome 5: Lessons learned and best practices identified in the four demonstration PAs are replicated in other PAs in the Kamchatka Peninsula, as well as in other PAs in Russia. **Indicative Activities** 5.1Materials on best practices and lessons learned are prepared for distribution 5.2Staff of other PAs and all stakeholders are exposed to best practices and lessons learned 5.3Systemic nation-wide replication of project lessons and results through ministerial and	1	Number of replication cases in other PAs: • PA management practices; • information management; • environmental education and awareness; • Community participation, alternative livelihoods & SMESF	Potentially good indicator, but the list of replicable activities includes many that would be part of any PA management plan. The challenge is to establish direct links between the adoption of good practice and the work
	2	Introduction of biodiversity-friendly and sustainable land use practices into sectoral policies of the Kamchatka oblast • Tourism • NTFP management	Potentially good indicator, assuming that the KOA has written sectoral policies. Not clear if this is the case.

NGO networks **Comment on Outcome 5** A clear, potentially measurable outcome. Indicative activity 3 is overambitious.			

Annexe 8 Questionnaires used and summary of results

Reproduced below are English versions of the questionnaire distributed in Russian at the Project Steering Committee Meeting on 19 November 2010

1: General questionnaire on project effectiveness

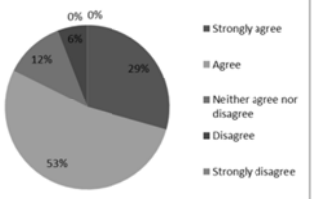
Demonstrating Sustainable Conservation of Biodiversity in Four Protected Areas of Russia's Kamchatka Oblast - Phase 2 **Final Evaluation. General Questionnaire on project effectiveness**						
Please indicate how much you agree with each of the following statements by circling the appropriate number. ***1: Strongly Agree 2: Agree 3: Neither agree nor disagree 4: Disagree 5: Strongly Disagree*** ***0: Don't know/don't have an opinion/don't understand***						
Thank you for your help. Individual responses will be kept confidential if you wish						
As a result of the activities of the project …	**AGREE**			**DISAGREE**		
Nature inside the 4 focal protected areas is better protected	1	2	3	4	5	0
Nature outside the 4 focal protected areas is better protected	1	2	3	4	5	0
Poaching has been reduced	1	2	3	4	5	0
Protected areas are better managed and organised	1	2	3	4	5	0
Protected areas are better funded and equipped	1	2	3	4	5	0
Communities in and around the protected areas have a better understanding of the importance of nature in Kamchatka	1	2	3	4	5	0
Communities in and around the protected areas are taking better care of nature.	1	2	3	4	5	0
Industries and businesses have a better understanding of the importance of nature and protected areas in Kamchatka	1	2	3	4	5	0
Industries and businesses are taking better care of nature in Kamchatka	1	2	3	4	5	0
Local laws and regulations for nature protection have been strengthened	1	2	3	4	5	0
Federal laws and regulations for nature protection have been strengthened	1	2	3	4	5	0
Local government decision making and planning gives more consideration to the importance of nature and protected areas	1	2	3	4	5	0
Living conditions for communities living around protected areas have improved	1	2	3	4	5	0
More employment opportunities exist for local people	1	2	3	4	5	0
Nature based tourism is benefitting nature and protected areas	1	2	3	4	5	0
Nature based tourism is benefitting the local economy	1	2	3	4	5	0
The achievements of the project will be maintained and continued in the future	1	2	3	4	5	0
Other Remarks.						

Questionnaire 1 Results

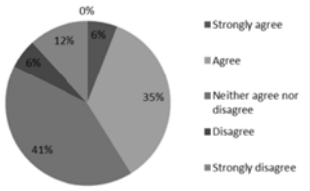
		Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree	No answer / don't know
1	Nature inside the 4 focal protected areas is better protected	29%	53%	12%	6%	0%	0%
2	Nature outside the 4 focal protected areas is better protected	6%	35%	41%	6%	12%	0%
3	Poaching has been reduced	12%	53%	12%	18%	6%	0%
4	Protected areas are better managed and organised	41%	35%	12%	0%	12%	0%
5	Protected areas are better funded and equipped	47%	47%	0%	0%	6%	0%
6	Communities in and around the protected areas have a better understanding of the importance of nature in Kamchatka	18%	41%	24%	12%	6%	0%
7	Communities in and around the protected areas are taking better care of nature.	12%	35%	35%	18%	0%	0%
8	Industries and businesses have a better understanding of the importance of nature and protected areas in Kamchatka	0%	24%	18%	41%	6%	1%
9	Industries and businesses are taking better care of nature in Kamchatka	0%	18%	29%	41%	6%	0%
10	Local laws and regulations for nature protection have been strengthened	0%	12%	47%	29%	12%	0%
11	Federal laws and regulations for nature protection have been strengthened	6%	18%	41%	29%	6%	0%
12	Local government decision making and planning gives more consideration to the importance of nature and protected areas	0%	41%	29%	18%	12%	0%
13	Living conditions for communities living around protected areas have improved	0%	35%	47%	12%	6%	0%
14	More employment opportunities exist for local people	18%	47%	29%	0%	6%	0%
15	Nature based tourism is benefitting nature and protected areas	12%	53%	18%	12%	6%	0%
16	Nature based tourism is benefitting the local economy	29%	59%	6%	6%	0%	0%
17	The achievements of the project will be maintained and continued in the future	47%	47%	0%	6%	0%	0%
	OVERALL	**16%**	**38%**	**24%**	**15%**	**6%**	**1%**

Questionnaire 1 results in graphic format

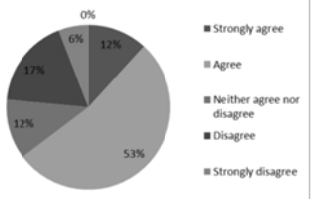
Nature inside the 4 focal protected areas is better protected



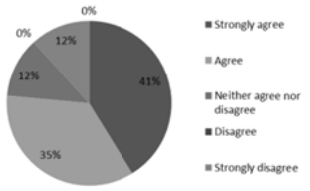
Nature outside the 4 focal protected areas is better protected



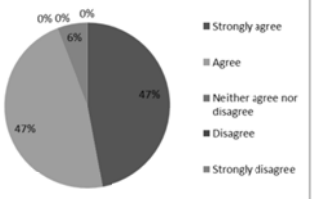
Poaching has been reduced



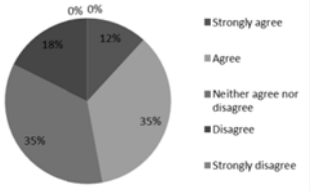
Protected areas are better managed and organised



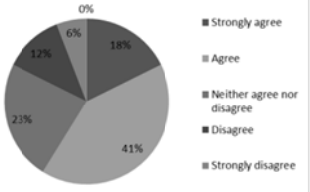
Protected areas are better funded and equipped



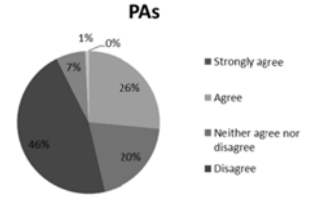
Communities in and around the protected areas are taking better care of nature.



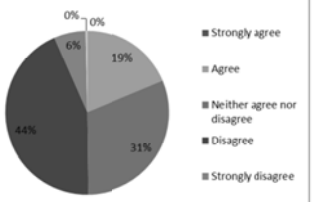
Communities have a better understanding of the importance of nature



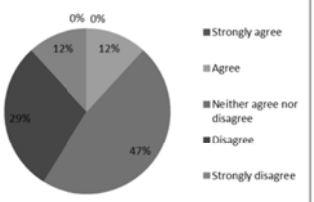
Industries & businesses have a better understanding of the importance of nature & PAs



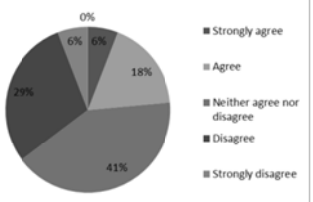
Industries and businesses are taking better care of nature in Kamchatka



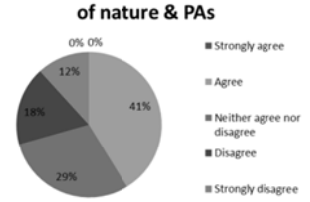
Local laws and regulations for nature protection have been strengthened



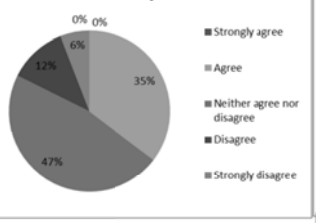
Federal laws and regulations for nature protection have been strengthened



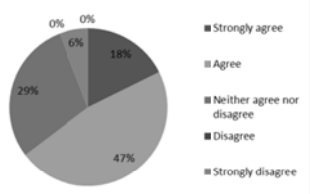
Local govmt decision making & planning gives more consideration to importance of nature & PAs



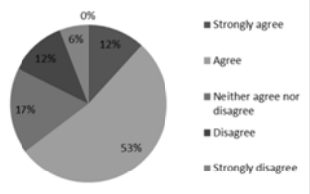
Living conditions for communities around PAs have improved



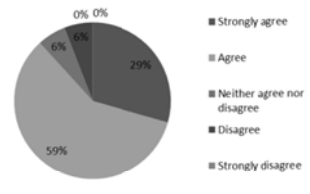
More employment opportunities exist for local people



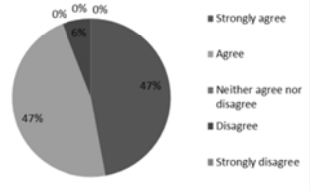
Nature based tourism is benefitting nature and protected areas



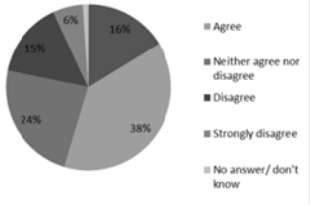
Nature based tourism is benefitting the local economy



The achievements of the project will be maintained and continued in the future



All Responses



2: Reflective Questionnaire (Questions and Responses)

Demonstrating Sustainable Conservation of Biodiversity in Four Protected Areas of Russia's Kamchatka Oblast - Phase 2
Final Evaluation.Reflective Questionnaire.

Please try to answer the following questions as specifically as possible. You are not required to record your name.
If need more space to answer a question, please use the other side of the page, indicating the question/answer number
Thank you for your help

1	**What do you consider to be the most important achievements of this project?**
	Providing the PAs with material resources. (B)
	At least helping to preserve what had been there before .(F)
	Building infrastructure for law enforcement and tourism for PAs. (B)
	Equipping rangers. (B)
	The PA Information Centres. (B)
	The SME Fund. (A)
	A long-term mechanism for financing PAs and the PA Association.(A)
	Providing material assets to PAs (infrastructure and equipment). (A)
	Anti-poaching interagency brigades. (A)
	Educational programs for schools. (A)
	A mechanism for supporting PAs through the Association. (n/a)
	The PA Association. (n/a)
	Direct contribution: the PAs are better equipped and have better infrastructures. (n/a)
	Guidelines for PAs have been developed. (n/a)
	The PAs are strengthened, their main functional areas are enhanced and more efficient. (E)
	The involvement of international and Russian experts and consultants resulted in a higher level of expertise of the PAs' staff. (E)
	Public education efforts on the problems faced by and significance of the PAs have resulted in a wider public support of the PAs. (E)
	Several regional and federal PAs and their staff collaborated and coordinated their efforts working together towards common goals. (E)
	Bystrinskii Park is viable entity. (B)
	Mentality of the people living within the Bystrinskii park has changed. (B)
	Guidelines and recommendations for the PA staff were produced. (B)
	Vehicles and equipment were purchased. (B)
	The PA staff and tour operators got trained. (B)
	There has been significant collaboration between federal and regional PAs. (A)
	Indicator species have been protected. (A)
	The new financial mechanism unique to Russia is in place. (A)
	The Association of Protected Areas of the Kamchatka Krai exists! (B)
	The role of eco education has grown! (B)
	The interest to conservation work done by PAs has grown. (B)
	The PAs now receive more attention from the Krai authorities. (B)
	There has been a positive change in (public) attitudes towards laws on nature conservation. (B)
	Specific mechanisms have been created for PAs to function as they should. (B)
	Real assistance has been provided for all of the PAs' functional components. (B)
	Alternative approaches to solving various problems have been devised. (B)

2	What elements of the project do you think could have been more effectively implemented? What fell short of your expectations?
	Material assets transfer. (B)
	Investment in scientific research. (B)
	Eco tourism development in PAs. (B)
	Time was wasted on the Trust fund – a trendy model for GEF but from the very start, clearly not feasible in the RF. (A)
	(Not enough) handbooks and guidelines for PAs (knowledge transfer?). (B)
	Joint efforts with PAs on law enforcement. (B)
	(Insufficient) input sought from the regional research institutions. (B)
	(Insufficient) involvement of tour operators in regional PAs. (B)
	Legal component: the problems are not resolved. (B)
	Developing infrastructure for protection work. (B)
	Training for rangers. (B)
	Equipment was bought only in the last year of the project.
	Relations with the regional authorities.(B)
	Fundraising programs for PAs. (A)
	Developing a unified monitoring and information management system. (A)
	Building a partnership with regional decision makers (the krai government). (A)
	Publication of promotional materials for PAs (brochures, photo albums, etc.) (B)
	Project results should have been more efficiently publicised. (F)
	Ecotourism. (B)

3	If the project could be started all over again what would you want it to do differently?
	The project budget should have been more transparent, with funds allocated based on the PAs' needs and not visa versa. (B)
	A larger emphasis on research and inventories of the PAs' flora and fauna. (F)
	More funds for infrastructure. (B)
	More funds for publishing brochures, photo albums and other promotional materials for PAs. (B)
	Building partnership relations with the krai authorities, with the involvement from the federal authorities. (A)
	More careful selection of the project sites. (n/a)
	More emphasis on developing mechanisms for the PA' sustainable financing.(n/a)
	Redefining project priorities, with the legal aspect being the highest priority. (B)
	The krai and federal authorities as the parties to the project should have been under more pressure to deliver on their obligations. (B)
	It is wrong to appoint a representative of a top federal agency as a National Director for a project like this – otherwise, you get lobbying for federal PAs, just as it happened in this project. (B)
	A management plan development should be contracted out to a specialised expert organization to ensure that the plan is not amateurish and has authority and significance. (B)
	One of the main goals should be the development of a comprehensive conceptual plan for PAs in the region. (B)
	The eco monitoring program should have developed within Phase I, and not Phase 2 of the project. (B)
	The legislative change component should have been abandoned and substituted for by tracking (legislative) changes and adjusting the project accordingly. (A)

	Some of the project components could have been contracted out to local organizations, with additional training provided to them if needed. (A)
	Project transparency. (B)
	Large portion of the funds allocated to the priority components, such as protection, tourism development, and especially research. (B)

4	**What do you consider are the greatest threats faced by biodiversity and/or protected areas in Kamchatka today?**
	Anthropogenic impact. (B)
	Weak laws. (B)
	Insufficient funding for PAs. (B)
	Poaching. (A)
	The passive krai administration. (A)
	The tangled and imperfect laws. (A)
	The rise of the mining industry, natural resources use rights. (B)
	Poaching. (B)
	The lack of laws (including federal laws) allowing to combat poaching. (B)
	Incompetence of government authorities on issues of biodiversity preservation. (B)
	Low living standards of the local population, the lack of alternative sources of livelihood. (B)
	Regional authorities do not see tourism as the regional economic growth engine. (B)
	The shortage of qualified staff for PAs. (B)
	Plans calling for the industrial development of the region. (E)
	Poaching. (E)
	Imperfect laws on nature protection. (E)
	Poaching. (A)
	A (potential?) slide in the regional PAs' management standards. (A)
	Increased poaching. (B)
	Uncontrolled access to certain areas within the PAs. (B)
	Poaching. (F)
	Excessive tourism and recreation development. (F)
	Weak laws on protection. (B)
	Insignificant penalties for violations. (B)
	Insufficient funding. (B)

5	**What should be the priorities for following up the work of the project in order to reduce the threats?**
	Introducing changes to ..... (B)
	Increasing penalties for violating nature protection laws. (B)
	Increasing funding for PAs;(B) increasing the number of rangers. (B)
	Strengthening PAs. (F)
	Anti-poaching brigades. (B)
	Increasing the number of rangers. (B)
	Maintaining the current level of funding for PAs (protection); (A) increasing the number of rangers. (A)
	Adoption of comprehensive regional programs. (A)
	Working to inform and educate the authorities. (E)

	Improving nature protection laws. (E)
	Eco education, monitoring, and enhancing protection and infrastructure. (B)
	Concentrating on ensuring better involvement of the regional authorities with PAs. (A)
	The Association of PAs should be an heir to the project. (A)

6	**Please record any other comments that you would like to make?**
	The project has provided significant support and boosted protection, eco tourism development, eco education, and monitoring (within the PA). Without the project, the park would not have progressed as much within such a short period of time. (B)
	As of 01.01.2010, all Kamchatka nature parks have been unified, which has resulted in a sharp drop in the parks' efficiency and manageability. Based on the experience of Bystrinskii and Kluchevskoi parks: staff numbers have been cut though the territory size calls for a many fold staff increase. The funds for parks are allocated based on what is left in the krai budget (after all other budget needs have been provided for). There is no plan that sets goals for regional parks' development and establishes a timeline. Local (district and municipal) authorities lack motivation to support PAs located within their administrative units. Member of the Kamchatka Legislative Assembly do not understand the significance of the PAs for the regional economy. Tourism is not considered an economic development priority for the region. There is no tourism infrastructure, and roads are terrible. There is a need to establish a program to train staff for PAs (low and mid-level positions) through a community college or vocational school. There is a lack of a comprehensive government policy for natural resources use and nature protection. Currently, park rangers have not authority; use rights for natural resources are distributed without the approval (or even notification) of the PAs; and several disjointed agencies are charged with the bio resources protection responsibilities. (B)
	A four- to five- year project (a normal GEF project) can't deliver sustainable results (as a rule). Eight years are sufficient, even if you take into consideration the inertia of the decision making system at the federal and regional levels. (A)
	Increased funding for PAs. (B)
	Improving laws. (A)

What is your Connection to the project? Please circle the most appropriate answer(s)

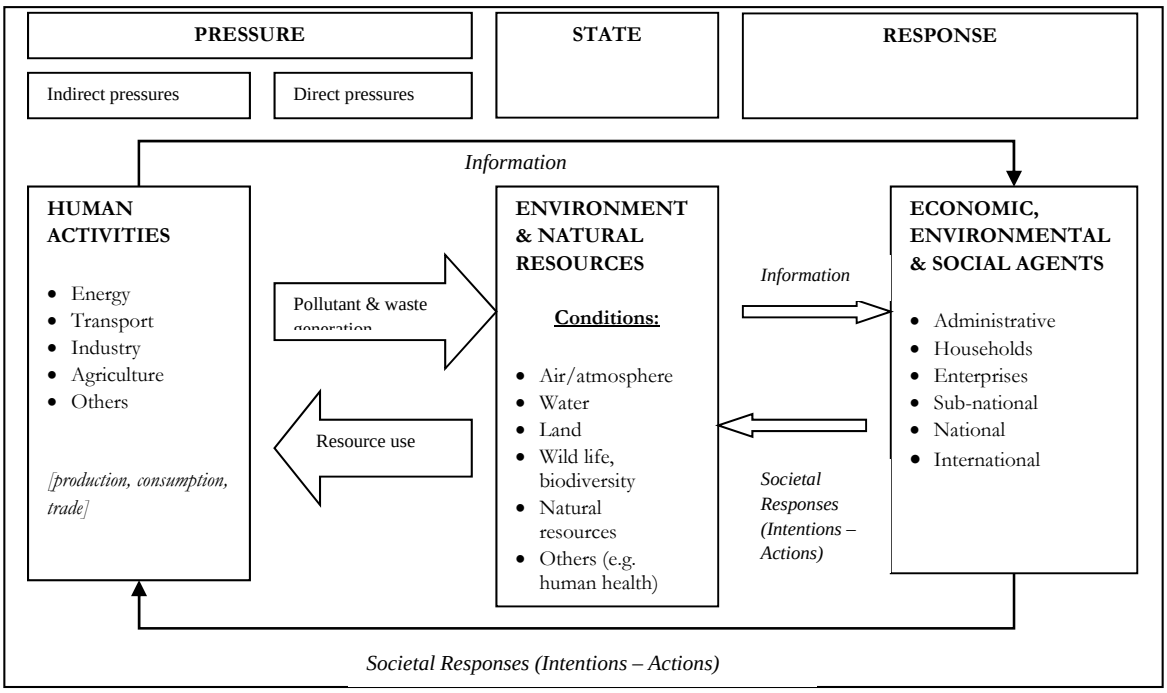
A: Project supervision, management administration, oversight (e.g. UNDP/PIU/PSC)	B: Protected Area Manager or Staff Member	C: Project Direct beneficiary (e.g. recipient of loan, grant, technical assistance)	D: Local community member in or near protected area	E. Official of Federal or Regional Government or Agency	F. Other/Member of public, civil society

Annexe 9 Notes on recommendations

9.1. Examples of monitoring indicators used in Protected Areas work

Ecological and Environmental Indicators	
Focus of monitoring	**Examples of Indicators**
Land cover (ecosystems)	Percentage cover of different ecosystems; shifts in ecosystem boundaries; area of land cleared for agriculture or development each year.
Ecosystem or habitat quality	Percentage cover of different species in an ecosystem; physical characteristics (see below), damage to the ecosystem; populations of species dependent on the ecosystem; diversity of species present.
Status of species of conservation concern	Frequency of sightings, population estimates (using a wide range of methods), frequency of encounter of signs (e.g. scats, tracks, nests); changes in relative abundance, health of individual animals or plants
Physical environment	Weather, water quality, air quality, amount of erosion, soil fertility,
Socio economic indicators Selected in part from the United Nations Human Development Index. See http://hdr.undp.org/statistics/	
Population change	Annual change; numbers aged 65 or above, numbers aged 15 or below.
Life expectancy	Mortality of under 5s; probability of survival to 65
Health	Causes of mortality, infection rates, live births, proportion of undernourished people. Availability of health education, prevention and treatment.
Water and Sanitation:	Proportion of the population with access to clean water and sanitation
Poverty:	Numbers living on less than $1 (or other sum) per day; numbers living below the national poverty line
Education:	Literacy rate, school availability, enrolment and attendance
Employment and livelihoods;	Employment sources; unemployment rate; proportion of time spent on market and non-market activities;
Land and Resource Use Indicators	
Land Use	Areas of different land use categories. Areas of protected area zones
Hunting, gathering and fishing	Quantities harvested (numbers, volume, weight), numbers of people involved, populations of target species, amount of time spent, numbers of traps/lines/nets set, numbers of arrests (for illegal activity), proportion of household incomes derived from Hunting, gathering and fishing (legal and illegal).
Timber cutting	Volume of wood cut, volume of wood transported, frequency of cut stumps encountered, area clear felled, household firewood demand and consumption
Agriculture	Land under different crops, production, numbers of livestock, market prices, proportion of subsistence and cash crops, area of land burnt.
Tourism and Recreation	Numbers of visitors, numbers choosing different activities, expenditure, physical impacts, ecological impacts, social impacts
Management Activity Indicators	
Management Plan or Project Implementation	Indicators identified for actions in the management plan; achievement of objectives in the management plan; numbers of staff deployed; staff time spent on different activities, field reports of management activities
Management Effectiveness	Management Effectiveness Tracking Tool (METT) Assessment.
Ranger Activity	Number of patrol days; area or distance covered by patrols; number of reports filed; number of arrests made, number of successful convictions, quantities of poaching equipment seized, quantities of illegally taken natural resources seized
Field work activity	Number of field days, area or distance covered, number of samples surveyed or monitored, locations visited, interviews conducted, specimens collected.
Communication and participation	Meetings held, proportion of population consulted, numbers involved in participatory activities, quantity of news coverage, number of information material distributed, number signs erected.
Staffing and Capacity Indicators	
Staffing	Numbers of full and part time staff, educational level, qualifications, ages, years or service/experience
Training	Results of training needs assessments, numbers of courses provided/attended, trainee days (course days x number of participants), results of trainee evaluations of courses, results of tests and assessments.
Overall capacity	UNDP Protected Areas Capacity Assessment Scorecard

9.2 The Pressure-state-response model



Source: OECD 2001: 134