



PROJECT TERMINAL EVALUATION
“STRENGTHENING THE CONSERVATION ROLE OF TOGO’S NATIONAL SYSTEM OF PROTECTED AREAS”

UNDP PIMS 4220

GEF ID 4026

GEF FOCAL AREA: BIODIVERSITY

GEF 4 STRATEGIC PROGRAM:

BD SO1-SP3 ‘STRENGTHENING NETWORKS OF TERRESTRIAL PAS’

IMPLEMENTING PARTNER: MINISTRY OF ENVIRONMENT AND FOREST RESOURCES / DIRECTION OF FOREST RESOURCES

REGION: AFRICA

COUNTRY: TOGO

Evaluation conducted by Dr Dominique ROBY

from 16 to 25 May 2018

Draft report submitted 22 August 2018

Comments submitted 12 October 2018

Final report submitted 15 October 2018

Acknowledgements

The consultant would like to sincerely thank the PRAPT project team and UNDP Togo Country Office for their support in allowing the mission to take place in good conditions, for sharing necessary information and for arranging/facilitating the meetings with stakeholders. Project implementation partners and project beneficiaries are sincerely thanked for sharing generously and genuinely their experience in the project and their views on its outcomes.

The collection of information for this evaluation required the collaboration of people who kindly and generously agreed to take the time to meet me and share their experience, opinions and analysis on the implementation of this project. The author of this report wishes to thank them truthfully. However, recognition of their contribution does not bind anyone to any statement in this report, apart from the author.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	VII
1 INTRODUCTION	1
1.1 PURPOSE OF THE EVALUATION	1
1.2 SCOPE AND METHODOLOGY	1
1.3 STRUCTURE OF THE EVALUATION REPORT	2
2 PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT	2
2.1 PROJECT START AND DURATION	2
2.2 DEVELOPMENT CONTEXT AND PROBLEMS THAT THE PROJECT SOUGHT TO ADDRESS: TARGETED THREATS AND BARRIERS	3
2.3 IMMEDIATE AND DEVELOPMENT OBJECTIVES OF THE PROJECT / EXPECTED RESULTS	3
2.4 BASELINE INDICATORS ESTABLISHED	5
2.5 TIMELINE OF PROJECT PREPARATION AND IMPLEMENTATION	5
2.6 MAIN STAKEHOLDERS	7
3 FINDINGS	9
3.1 PROJECT DESIGN / THEORY OF CHANGE	9
3.1.1 <i>Analysis of LFA/Results Framework</i>	9
<i>Results Framework / Logframe</i>	11
3.1.2 <i>Assumptions and Risks</i>	13
3.1.3 <i>Lessons from other relevant projects (e.g., same focal area) incorporated into project design</i>	16
3.1.4 <i>Planned stakeholder participation</i>	17
3.1.5 <i>Replication approach</i>	17
3.1.6 <i>UNDP's comparative advantage</i>	18
3.1.7 <i>Linkages between project and other interventions within the sector</i>	18
3.1.8 <i>Governance and management arrangements</i>	19
3.2 PROJECT IMPLEMENTATION	21
3.2.1 <i>Adaptive management and feedback from M&E activities</i>	21
3.2.2 <i>Partnership arrangements</i>	21
3.2.3 <i>Mobilization of stakeholders</i>	22
3.2.4 <i>Communication</i>	23
3.2.5 <i>Project Finance</i>	23
3.2.6 <i>Monitoring and evaluation: design at entry, implementation, and overall assessment</i>	27
3.2.7 <i>Implementing Agency (UNDP) execution (*) and Executing Agency execution (*), overall project implementation/ execution (*), coordination, and operational issues</i>	28
3.3 PROJECT RESULTS	29
3.3.1 <i>Overall results (attainment of objectives and outcomes) (Refer to Annex 8 for the TE rating scales)</i>	29
3.3.2 <i>Relevance</i>	46
3.3.3 <i>Effectiveness</i>	47
3.3.4 <i>Efficiency</i>	47
3.3.5 <i>Country ownership</i>	48
3.3.6 <i>Mainstreaming</i>	49
3.3.7 <i>Sustainability</i>	49
3.3.9 <i>Impact</i>	52
4 CONCLUSIONS, RECOMMENDATIONS AND LESSONS	52
CONCLUSIONS.....	52
RECOMMENDATIONS	53
LESSONS	55
5 ANNEXES	56

ANNEX 1. TERMINAL EVALUATION TERMS OF REFERENCE (WITHOUT ALL ANNEXES)	57
ANNEX 2 – SCHEDULE OF MEETINGS AND SITE VISITS FOR THE TE OF THE PROJECT PIMS 4220	62
ANNEX 3. LIST OF PERSONS INTERVIEWED	64
ANNEX 4. ASSESSMENT MATRIX FOR EVALUATION. QUESTIONS TO GUIDE INTERVIEWS WITH PROJECT TEAM AND PARTNERS ON PROJECT MANAGEMENT ISSUES	65
ANNEX 5. QUESTIONS TO DOCUMENT RESULTS BASED ON LOGICAL FRAMEWORK	68
ANNEX 6: EVALUATION QUESTIONS (INDICATIVE LIST INCLUDED IN TORs)	72
ANNEX 7. TERMINAL EVALUATION RATING SCALES	72
ANNEX 8. LIST OF DOCUMENTS REVIEWED	73
ANNEX 9: EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT FORM	74
ANNEX 10: EVALUATION REPORT CLEARANCE FORM	75
ANNEX 11: TE REPORT AUDIT TRAIL (TO BE COMPLETED IN A SEPARATE FILE)	76
ANNEX 12. (ANNEXED IN SEPARATE FILES) TERMINAL GEF TRACKING TOOL OBJ I SECT I, II & III	77
ANNEX 13. UNDP CAPACITY DEVELOPMENT SCORECARD	78
ANNEX 14. RISK ASSESSMENT GUIDING MATRIX	88
ANNEX 15. EXPENDITURE STATEMENT (IN US\$) PER OUTCOME FROM 2012 TO APRIL 2018.	89

List of tables

Table 1.	Project Information Board
Table 2.	Evaluation Rating Table
Table 3.	Timeline of main stages of project preparation and implementation
Table 4.	Review of the objective-level and outcome indicators identified in the logical framework
Table 5.	Comparison of risk assessment and analysis at end of project and design stage
Table 6.	Financial planning of the project and actual contributions of the partners at the end of the project (amounts in USD)
Table 7.	Project Progress towards achieving the objective and expected outcomes at project end

Acronyms and Abbreviations

AFA	Administrative and Financial Assistant
ANGE	National Agency for Environmental Management (<i>Agence nationale de gestion de l'environnement</i>)
APR	Annual project report
APRODECT	<i>Appui au Processus de Décentralisation au Togo</i> project
AVGAP	Village Association for the Management of Protected Areas (<i>Associations Villageoises pour la Gestion des Aires Protégées</i>)
AWP	Annual Work Plan
BD	Biological Diversity
CARTO	Centre d'Animation Rurale Tambimong Ogaro
CC	Climate Change
CDR	Combined Delivery Report
CEO ER	Chief Executive Officer Endorsement Request
CLG	Local Management Committee (<i>Comité Local de Gestion</i>)
CNDD	National Commission for Sustainable Development (<i>Commission Nationale de Développement Durable</i>)
CO	Country Office
CVD	Village Development Committee (<i>Comité Villageois de Développement</i>)
DFR	Directorate of Forest Resources
DFC	Directorate of Fauna and Hunting (<i>Direction de la Faune et de la Chasse</i>)
EA	Executing Agency
EOP	End of Project
EU	European Union
FAO	United Nations Food and Agriculture Organization
FFW	Franz Weber Foundation
FNE	National Environmental Fund (<i>Fonds National pour l'Environnement</i>)
GEF	Global Environment Facility
GIS	Geographic Information System
IA	Implementing Agency
IGAs	Income Generating Activities
IUCN	International Union for the Conservation of Nature
LPAC	Local Project Appraisal Committee
LF	Logical Framework
MERF	Ministry of Environment and Forest Resources
METT	Management Effectiveness Tracking Tool for PAs
MIKE	Monitoring Illegal Killing of Elephants
MoU	Memorandum of Understanding
MTR	Mid Term Review
NBSAP	National Biodiversity Strategy and Action Plan
NC	Project National Coordinator
NGO	Non-Governmental Organization
NIM	National Implementation Modality
NPC	National Project Coordinator
NP	National Park
NPD	National Project Director
NTFP	Non-Timber Forest Products
OKM	Oti-Kéran and Oti-Mandouri protected areas complex
PA	Protected Area
PAPACO	Protected Areas Program of Central and West Africa (<i>Programme des Aires Protégées de l'Afrique Centrale et de l'Ouest</i>)
PAPE	Projet d'Appui aux Parcs de l'Entente
PCU	Project Coordination Unit
PES	Payment for Environmental Services
PGICT	Integrated Disaster and Land Management Project (<i>Projet de gestion intégrée des catastrophes et des terres</i>)
PIF	Project Identification Form
PIMS	Project Information Management System
PIR	Project Implementation Review
PIT	Territorial Integration Plans (<i>Plans d'Intégration Territoriale</i>)

PNADE	National Program of Decentralized Actions for the Management of the Environment (<i>Programme National d'Actions Décentralisées pour la gestion de l'Environnement</i>)
PNIERN	National Program of Investments for the Environment and Natural Resources (<i>Programme National d'Investissements pour l'Environnement et les Ressources Naturelles</i>)
PRAPT	Project for Strengthening the Conservation Role of Togo's National Protected Area System (<i>Projet de Renforcement du rôle de conservation du système national d'Aires Protégées du Togo</i>)
PRCGE	Capacity Building Program for Environmental Management (<i>Programme de Renforcement des Capacités pour la Gestion de l'Environnement</i>)
PRF	Project Results Framework
ProDoc	Project Document
PSC	Project Steering Committee
PV	Minutes (for consensual delineation of PA boundaries)
RAFIA	Research, Support and Training for Self-Development Initiatives (<i>Recherche, Appui et Formation aux Initiatives d'Auto-développement</i>)
RD	Regional Director
RDEFR	Regional Directorate for the Environment and Forest Resources
RIPIECSA	Interdisciplinary and Participatory Research on Interactions between Ecosystems, Climate and Societies of West Africa (<i>Recherche Interdisciplinaire et Participative sur les Interactions entre les Écosystèmes, le Climat et les Sociétés d'Afrique de l'Ouest</i>)
RTA	Region-based Technical Advisor
SCGDDB	Strategy for the Conservation and Sustainable Management of Biological Diversity
SGP	GEF Small Grant Programme
SLM	Sustainable Land Management
SMART	Specific, Measurable, Achievable, Relevant and Time related
SP	Strategic Program
SRF	Strategic Results Framework
STA	Senior Technical Advisor
TE	Terminal Evaluation
TF	Trust Fund
TOR	Terms of Reference
TT	Tracking Tool
UAVGAP	Union of Village Associations for the Management of Protected Areas (<i>Union des Associations Villageoises pour la Gestion des Aires Protégées</i>)
UEMOA	West African Economic and Monetary Union (<i>Union Économique et Monétaire Ouest Africaine</i>)
IUCN	International Union for the Conservation of Nature
UNDP	United Nations Development Program
UNDSS	United Nations Department of Safety and Security
WAP	Regional Protected Area Complex W-Arly-Pendjari
WAPO	Regional Protected Area Complex W-Arly-Pendjari-(Oti-Kéran-Mandouri)
WB	World Bank

EXECUTIVE SUMMARY

Project Summary Table

Table 1. Project Information Board

Project Title:		Strengthening the conservation role of Togo's national System of Protected Areas	
Project GEF ID	4026	Date of PIF Approval	13 July 2009
Atlas Business Unit, Award №, Project ID	TGO10, 00060926, 4220	Date of GEF CEO Approval	January 2011
Country	Togo	Date of ProDoc signature	29 June 2011
Region	AFRICA	Date of hiring of the project manger	1 February 2011
GEF Focal Area	Biodiversity	Date of Inception Workshop	30 May 2012
Trust Fund [GEF TF, LDCF, SCCF, NPIF]	GEF TF	Expected date of operational closure	30 June 2016
GEF Focal Area Strategic Objective	GEF 4 SO-1 Catalyzing Sustainability of PA Systems	If revised, new date proposed	30 June 2018
Executing Agency / Implementation Partner	UNDP / Ministry of Environment and Forest Resources		
Other Partners	WAEMU and CARTO		
Financial arrangement	<u>At endorsement (USD)</u>		<u>Project end (USD)*</u>
[1] GEF Funding:	1,222,200		917,490
[2] UNDP Funding:	900,000		412,380
[3] Government:	150,000 (grant) + 300,000 (in-kind) + 1,000,000 (PNADE)		188,912 (grant) + 93,450 (in-kind) + 189,396 (other projects)
[3] WAEMU:	500,000		269,947
[4] Other Partners: CARTO NGO	150,000		120,000
[5] Total Cofinancing [2 + 3+ 4]:	3,000,000		1,274,085
PROJECT TOTAL COSTS [1 + 5]	4,222,200		2,191,575

*Amounts correspond to the project situation as at end of April 2018 and do not include foreseen expenses until end of June 2018.

Project Description

Following the socio-political upheavals that agitated the country in the 1990s and the almost total withdrawal of international development cooperation programs, Togo's PA system, along with a large part of the country's infrastructure, has experienced a serious decline. National parks and reserves were poorly managed, there was no overall PA management strategy, legal and policy frameworks are inadequate, resources were very limited, and staff did not have the resources, training and the motivation to do their job. In the Oti-Mandouri Wildlife Reserve and adjacent Kéran National Park, PA boundaries were not respected, and local communities had invaded to cultivate, graze and set up villages, destroying habitats with unsustainable resource use such as bushfires, firewood, charring, hunting). Conflicts between wildlife, farmers and herder were worsening, exacerbated by the additional pressure from transhumant populations and livestock, as well as climate change. The once abundant fauna of these two PAs, whose grouping formed the Oti-Kéran-Mandouri Complex (OKM) (site targeted by the project), had largely disappeared. This threatened the biodiversity of the regional ecosystem, as these sites were part of traditional migration corridors for elephants and other large mammals.

It was therefore urgent to reverse this situation by restoring a functional PA complex, by helping riparian communities to start new activities of natural resource management and sustainable income-generating activities (including ecotourism once habitats and part of the fauna were restored), to restore a functional national system of PAs in Togo and preserve the regional ecosystem links with neighboring countries to allow migration of wildlife and restocking the OKM Complex by wild animals.

Summary of the project progress

After 7 years of implementation, including a 24-month no-cost extension, this project has a moderately satisfactory rate of technical achievement and 75% of the GEF financial grant has been utilized. By the end of the project, as detailed in Table 7, progress towards achieving the project objective is evidenced by increased elephant population in the Fazao-Malfakassa NP from 70 (baseline) to 115 according to inventories conducted in 2013, and higher according to current estimates. Progress towards achieving the two project outcomes (i) the legal and institutional framework has been strengthened by

- 407,265 ha delimited and bounded consensually corresponding to 83% of the total area of the 10 priority PAs,
- requalification decrees for the PAs Fazao-Malfakassa, Abdoulaye, Alédjo and Togodo submitted to the SG of the Government,
- a National Strategy for Sustainable Management of PAs drafted and reviewed through a workshop, and to be finalized by the REDD+ project),
- enhanced skills and competencies of officers in charge of management at the central, regional and local levels through targeted trainings on management tools, surveillance, anti-poaching strategy, legal procedures, and ecological monitoring, empowerment and enhanced skills of local communities for participatory surveillance, community life, SLM practices, co-management,

and (ii) increased effectiveness of PA management reducing threats to biodiversity by availability of management tools and increased capacities resulting in increased management effectiveness for all PAs as shown by METT scores, through

- the availability of management and development plans for 5 protected areas (without financial plans), FMNP, Alédjo, Abdoulaye, Amou Mono and Togodo, based on biodiversity surveys
- the creation and capacity development of AVGAPs, UAVGAPs and Local Management Committees for the FMNP and OKM PAs, as representative structures of local communities' interests in the development of co-management agreements and participatory zoning maps developed for 4 PAs: FMNP, Alédjo, Abdoulaye, and Togodo, and
- sustainable IGAs implemented and in OKM and foreseen in FMNP.

Despite a significant increase of the delivery rate after the MTR and sustained efforts by a committed project team, the delays caused by the slow start of the project, burdensome procurement procedures namely for staff recruitment, equipment and consultancies and above all the suspension of the project for over a year, could not be fully recovered. However, the Government enabled the development of collaborations with other projects, especially during the project suspension, that allowed to reach expected outputs and outcomes and replicate them to other priority PAs, thus contributing to a moderately satisfactory overall impact of the PRAPT despite a few gaps.

The underperformance for an important result such as the protection and rehabilitation of the transboundary corridor, whether for the OKM complex in connection with the WAP transboundary PAs or for the Fazao-Malfakassa NP in connection with the Kyabobo NP in Ghana, is attributable to the project low performance during the first part of its implementation, which delayed the delivery of outputs which completion was required prior to the undertaking of related tasks, to the one-year suspension of the project and to the relocation of the 2nd outcome to a new PA, thus interrupting on-going efforts in the OKM complex and allowing very little time to undertake required collaboration, planning and on-site implementation in the Fazao-Malfakassa NP.

The sustainability of the project's achievements may be compromised by the lack of funding for the PA system, particularly to finance the implementation of management and development plans that have been prepared with the support of different projects, insufficient alternative options to reduce agricultural expansion and encroachment and human-elephant conflict that may compromise the positive change in attitude and involvement of local communities in co-management of Fazao-Malfakassa NP, and the fact that the institutional structure in charge of the PAs does not have a dedicated budget for the management of PAs, no operational link with the decentralized operational structures involved in the management of PAs, and does not allow to capitalize the gains in terms of individual capacity development due to the rotation of the PA staff within the Directorate.

Recommendations

Recommendations are listed with the suggested implementers of the recommendations (Responsible entity) and include corrective actions for the implementation, monitoring and evaluation of the project, and actions to follow up or reinforce initial benefits from the project.

	Recommendations	Resp. entity
1	<p>TORs.</p> <p><u>Timing:</u> The development of TORs of major importance for a project and conditioning a sequence of subsequent activities should be a priority from the start of the project, within the first 3 months.</p> <p><u>Responsibility:</u> The STA, the project manager and the UNDP CO should prepare the ToRs based on the specifications provided in the project document and have them validated by experts, at least by persons able to assess rigorously the consistency of the content and conditions of execution, including level of effort, resources allocated and duration, including the RTA and local specialists. These TORs should be circulated and validated by the PSC and advertised as broadly</p>	<p>UNPD</p> <p>Future projects</p> <p>Government</p>

	Recommendations	Resp. entity
	<p>as possible. If the TORs are not developed within a short delay, the PSC as the supervisory structure should be vigilant and rapidly inquire about the reasons and take action.</p> <p><u>Selection:</u> Procurement rules that require to select the cheapest offer could be misleading and technical criteria should be considered foremost and outweigh the financial criteria, while remaining within the budget of the project.</p> <p><u>Description:</u> ToRs prepared with clear, detailed, and scheduled deliverables based on a realistic assessment of the level of effort required to achieve the tasks.</p>	
2	<p>Finalization of the NBSAP. It is recommended that MEFR ensure that the National Strategy for the Sustainable Management of Protected Areas which finalization has been entrusted to the WB-funded REDD+ project (2015-2020) to enable its adoption, integrates and remains consistent with biodiversity conservation goals of national and global significance.</p>	MEFR
3	<p>Awareness of non-economic benefits of PAs. It is important to raise local communities' awareness about the contribution of PAs in terms of tangible ecosystem services that contribute to their quality of life and livelihood activities, including water, soil and the natural resources they have the right to use - economic benefits may materialize later and depend on a range of other interventions that are not part of the current project. If the objective is to seek a permanent change in local communities' perception of the PAs, it is necessary to avoid that they associate the PAs with the accompanying measures that they expect from the projects. Such measures end with the projects, but it is essential that the communities' support and positive perception towards the PAs continues well beyond.</p>	MEFR AVGAPs UAVGAPs projects
4	<p>Coordinated support to local communities' livelihoods. Poverty is an obstacle to the involvement of local communities in the participatory delimitation and management of PAs. The implementation of a shared governance mode for PAs requires coordinated and more consistent support from all stakeholders concerned with the well-being and quality of life of local communities, to be able to meet their basic needs and support them in the development of sustainable livelihoods, such as water, sustainable agriculture and IGAs, and education. There is an urgent need to mobilize partners and resources required to support local communities with SLM and agricultural intensification approaches, to diversify IGAs to include small livestock (to counter poaching and illegal hunting in the dry season) , market gardening where water is available, beekeeping (to stop the unsustainable collection of wild honey), and train AVGAPs and community leaders to empower them to replicate / expand these trainings.</p>	MEFR And other ministries in charge of agriculture, water, education
5	<p>Assessment of efficiency gains linked to local communities' partnership in biodiversity conservation and PA management. One of the key assumptions of the project was that the establishment of new value chains for the benefit of local communities, based on natural resources of the PAs for which the rights of use of the communities would be recognized, secured, and managed in collaboration with them, would develop their accountability as partners in the management and monitoring of PAs and provide sufficient incentives to conserve natural resources and reduce pressures on habitats and biodiversity, thus reducing significantly the cost of their sustainable management and protection. The duration of the project intervention in the FMNP was too limited to implement the participatory surveillance protocol with local communities and to calculate efficiency gains, but it is strongly recommended to the MEFR to monitor their implementation and assess the economic benefits related to the adoption of this new type of governance. Such economic and social benefits should be carefully weighed before resorting again to the solution of conceding the management of PAs to ensure their sustainability.</p>	MEFR
6	<p>Formalization of the Fazo-Malfakassa Local Management Committee. It is recommended that the Government formalizes the Local Management Committee (CLG) of the FMNP to enable it to mobilize the necessary financial resources for the continuation of its operations and to be able to play the role for which it was created.</p>	MEFR
7	<p>Finalization of PA boundaries demarcation wherever local communities are favorable. It is recommended to mobilize required resources to finance the demarcation of the PA boundaries wherever local communities attitude has become favorable to it, and following the approach adopted by the PRAPT, through involving members of the local communities in the validation of the delineation and in the building of landmarks. It has been assessed that one landmark costs approximately \$US 115.</p>	PRAPT, MEFR

	Recommendations	Resp. entity
8	Availability of PAGs and zoning maps to local communities. It is recommended, following participatory mapping and planning, to return to each village to explain the key aspects of the management plan, the boundaries of the different zones and their associated rules, and to distribute permanent (laminated) maps to AVGAPs. Following the same objective of ensuring that the first concerned are well informed about the PAGs, it is recommended to prepare a summary of the PAG, possibly in local language, for the members of the village communities and the AVGAPs.	PRAPT, MEFR
9	Feedback to local communities on the TE. It is recommended that the relevant information from the final project evaluation be returned to local communities at the request of AVGAPs.	PRAPT
10	Ecological monitoring system. It is recommended to complete the identification of the transects (currently 50% complete), to materialize the fixed observation points (for birds, reptiles and other aquatic species) that have been positioned by the FFW, as part of the long term ecological monitoring system. Also, a practical guide and further hands-on trainings are required to enable PA staff to master the tools required for monitoring flora and fauna in PAs and train newly recruited ecoguards and forest officers.	PRAPT, MEFR
11	Business plans. It is recommended to develop individual <u>business plans for each of the Protected Areas whose development and management plan has been developed</u> , based on the following assessments: <ul style="list-style-type: none"> – Identification and assessment of available finances for the individual PA based on the operational budget (for salaries, maintenance, fuel) and infrastructure investment budget (such as roads, visitor centres), annual revenue generated on the site such as tourism entrance fees, income from concessions such as ecotourism development, and payments for ecosystem services; – Assessment of the costs and financing needs for the basic management of the individual PA including recurring operational costs (such as salaries, fuel for transportation, office maintenance), and infrastructure investment costs; – Assessment of the annual financing gap for operations and infrastructure investment based on the previous assessments and identification of additional options and sources of revenues to leverage supplemental financial resources. 	MEFR
12	PES. The implementation of conservation and restoration actions entails high costs and, in order to maintain such actions over time beyond the support provided by projects, it is necessary to develop adequate financial mechanisms. The development and testing of a Payment for Ecological Services (PES) scheme as part of an Integrated Financing Strategy for PAs should motivate a reflection (possibly as part of a MSP or as a component of a larger project) on the possibility of establishing voluntary PES schemes as an alternative or complement to a concession system. PES can be defined as (i) voluntary, (ii) contingent transactions between (iii) at least one seller and (iv) one buyer (v) over a well-defined Ecosystem Service, or a land use likely to secure that service. This could involve valuation studies for high value ecosystem services likely to be improved by conservation, restoration and sustainable use of ecosystems and natural resources (such as carbon storage, regulation of climate and water flow, provision of clean water, and maintenance of soil fertility), an analysis of the market for specific PES to identify service providers (sellers) and users (buyers) of the ES, and the identification of several elements required to operationalize the PES scheme ¹ .	MEFR UNDP

Lessons

One key lesson from this project is about the appropriate sequence to follow in the planning of interventions that could potentially affect local populations rights of access to land and resources. For the resumption of activities at the FMNP, the project started with awareness and information meetings for local authorities and communities on the Government's new approach to collaborative management of PAs generating benefits for local communities, in order to verify and

¹ A clear set of criteria, and a procedure to define eligible activities, expected benefits, and level / mode of payment or compensation practices for different land and resource users to generate environmental benefits; A mechanism to transfer payments from buyers to sellers; A procedure to enforce the application the contracts; Indicators and methodology to monitor performance of the contracts to ensure that the scheme effectively achieves its conservation and environmental objectives; An institutional structure capable of managing the funds generated in the PES mechanism and monitoring its implementation and outcomes.

confirm their adherence to the objectives and proposals of the project. This concept was reinforced by the development of IGAs and the planning of drilling wells in the riparian villages, which were perceived by villagers as permanent evidence of support from the Government, and which has been instrumental in changing their attitudes towards PAs and biodiversity. It is important to initiate interventions with local populations by raising awareness among all relevant stakeholders and providing information about the approach proposed by the project and what they can expect from the project and what is expected of them and to seek their prior consent before any intervention likely to limit / constrain their rights of access or use of land and natural resources, whether these rights are illicit or not.

The other lesson is more of a good practice that deserves to be highlighted. This is the strategy adopted by the MEFR to optimize the efficiency of programming supported by its partners, by organizing synergy meetings for all ongoing projects. These meetings provide an opportunity to review the annual plans for each project and to identify the synergies and complementarities that the overall programming could benefit. This strategy has made it possible to multiply certain project outputs, such as biodiversity inventories, PA management and management plans, requalification decrees, and co-management agreements, to several PAs following the approach followed by the PRAPT, and also to complete important outputs which finalization was not possible, mainly due to the suspension of the project for more than a year, such as the Strategy for the sustainable management of the PA system.

Evaluation Rating Table

Table 2. Evaluation Rating Table (Refer to Annex 7 for the TE rating scales)

Evaluation Ratings:			
1. Monitoring and Evaluation	<i>rating</i>	2. IA& EA Execution	<i>rating</i>
M&E design at entry	MS	Quality of UNDP Implementation	MS
M&E Plan Implementation	S	Quality of Execution - Executing Agency	S
Overall quality of M&E	S	Overall quality of Implementation / Execution	S
3. Assessment of Outcomes	<i>rating</i>	4. Sustainability	<i>rating</i>
Relevance	R	Financial resources:	U
Effectiveness	MS	Socio-economic:	ML
Efficiency	S	Institutional framework and governance:	ML
Overall Project Outcome Rating	MS	Environmental :	ML
		Overall likelihood of sustainability:	ML

1 INTRODUCTION

1.1 Purpose of the evaluation

A final project evaluation is a learning exercise and an integral part of the project's monitoring and evaluation cycle, which includes accountability, informed decision-making and experiential learning. The final evaluation provides a detailed and systematic account of the performance of the project that is about to be completed with an assessment of its design, relevance, implementation process, and achievements with respect to the project objectives approved by the GEF, UNDP and the Government of Togo, and considering any changes in expected results agreed upon during project implementation. While the progress reports have presented the project's results in terms of mainly operational results, the terminal evaluation also assesses achievements in terms of development results, their chances of sustainability and their replication potential. The objectives of a final evaluation include promoting accountability and transparency, evaluating and communicating the project's degree of achievement, and synthesizing lessons that can help to improve the selection, design and implementation of future activities. The results of this assessment will also contribute to the GEF Evaluation Office database to report on the effectiveness of its operations in achieving global environmental benefits.

1.2 Scope and Methodology

In accordance with UNDP-GEF monitoring and evaluation policies and procedures, all medium and full-size projects must undergo an independent² final evaluation by the end of their implementation cycle. The terminal evaluation was planned to meet the requirements of the terms of reference (Annex 1) as well as the most recent GEF guidelines for terminal project evaluations³.

The evaluation was conducted using a participatory and consultative approach, in collaboration with the UNDP country office (CO), project implementing partners, government representatives, the project team, and key stakeholders. Assessments were firstly made based on the most updated information on the indicators of the SRF and related explanations, as shared by the project team and collected through interviews with stakeholders, and compared with documentation in the annual PIRs, other progress and technical reports/documents. Where inconsistencies were found, additional information was sought from the project team.

The information was acquired through the following tasks:

- Review of project documents. All relevant sources of information were reviewed, such as project document, annual workplans, budgets and progress reports, MTR, the extension request, the GEF tracking tools (METT and FSC) and the Capacity Development Scorecard, technical reports produced by the project, and any other documentation that was deemed useful for this evidence-based evaluation. The list of documents examined is presented in Annex 8.
- Meetings with the Project Coordination Unit (PCU), Steering Committee members, the UNDP Programme Officer and UN DRR, implementing partners within the public sector, local communities and authorities as well as other partners who contributed to the project, in order to collect the information required to assess the project development, its implementation (including financial and administrative management) and its achievements. The list of persons interviewed is provided in Annex 3. The programme of meetings is included in Annex 2.
- A 4-day visit to the project intervention sites to meet and have interviews with beneficiaries in local communities, including village PA management associations and their unions and local key stakeholders including the Environment and Forest Resources Directors at the regional and prefecture levels, the conservator and ecoguards, and partner NGOs, to understand their involvement in the design and implementation of interventions, as well as to observe tangible achievements and initial indications of project impacts. Field visits were concentrated around the Fazao Malfakassa National Park since any intervention in the PAs of the OKM complex had been suspended indefinitely since November 2015. The communities to be met were identified by seeking to represent both sites that had particular challenges and those where collaboration was more easily achieved. The itinerary and people met are presented in Annex 2, as part of the programme for the whole mission.

² The independence of the terminal evaluation process is related to the fact that the evaluation consultants were not involved in any stage of project design or implementation.

³ Handbook on Planning, Monitoring and Evaluating for Development Results, Chapter 7, pg. 163; Global Environment Facility Evaluation Office. 2008. Guidelines for GEF Agencies in Conducting Terminal Evaluations. Evaluation Document No. 3

- Interview guides have been prepared to guide semi-structured interviews and systematize the collection of relevant information on outcome indicators and management issues. They are annexed (5, 6 and 7) to this report.

Limitations, challenges, constraints faced by the evaluation team. There were little limitations faced by the evaluation team but the fact that the required tracking tools had not been completed prior to the mission. However, the PRAPT coordinator worked diligently to complete them as quickly as possible and make the results available for the evaluation. Also, although the evaluation had to cover the entire implementation period of the project, the field mission could not include an on-site visit of the OKM complex to comply with the Minister's instructions. The evaluation of the results specific to this area is thus based on project reports, the MTR, the results presented in the project extension request, and on information collected informally by the project staff through local contacts.

Formulation of the project. The project formulation review focuses on the design of the results framework or logical framework, assumptions and risks, the consideration of learnings from other projects, linkages with other interventions in the same sector, stakeholder participation planning, the replication approach, and management arrangements. The logical framework review assesses the relevance of indicators and their targets and whether they incorporate disaggregated indicators to highlight the effects on women's development and empowerment.

Implementation of the project. The project implementation and adaptive management approach affecting the performance of the project are reviewed on the following aspects: work planning, financing and co-financing, monitoring and internal evaluation of the project, the commitment of stakeholders, reporting, and communication. The key financial aspects of the project are assessed and, as needed, explained, including the extent of co-financing planned and realized, and variances between planned and actual expenditures.

Project results. Results of the project since its inception are assessed for their relevance (to national priorities and GEF / UNDP programs), effectiveness and impact (against expected results), efficiency (taking into account inputs), likelihood of sustainability, and impact - and rated according to the scales provided in Annex 7. The sustainability of the results is understood as the probability that the beneficial effects will be maintained after the end of the project. The sustainability assessment is based on the four dimensions of risk that are likely to affect the persistence of project outcomes: i) financial, ii) socio-political, iii) institutional and governance, and iv) environmental. Assessments made using the relevant GEF Tracking Tools and scorecards are reviewed and compared to assessments made during project preparation and at mid-term.

Conclusions, Recommendations and Lessons learned. Based on this analytical work, the evaluation presents a synthesis of the main observations concerning the implementation of the project, recommendations to optimize the project results and promote its sustainability, and learnings useful for future projects.

1.3 Structure of the evaluation report

The TE report presents a summary of the main elements of the evaluation (progress, ratings, conclusions and recommendations), introduces the evaluation and presents its methodology (Section 1), describes the project and the context that led to its development, presenting its strategy, implementation modalities and stakeholders (Section 2). Section 3 contains the findings of the TE where the design implementation and progress towards the results are presented and evaluated. The conclusions, recommendations and lessons learned are contained in Section 4 and Section 5 includes a set of annexes which present the tools and details of the TE.

2 PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

2.1 Project start and duration

The project officially started in June 2011 (date of ProDoc signature). Scheduled for a period of 5 years, it has been implemented over a period of 7 years, after the formal approval in February 2017 of a 24-month no-cost extension until June 2018.

The project MTR had made a recommendation for a 6-month no-cost project extension to make up for a late start, and inefficient implementation fraught with pitfalls in the first two years of the project. Later, in the last quarter of 2015, the project was further delayed after the Ministry decided to halt the project implementation after social tensions related to the PAs requalification arose in a locality adjacent to the project pilot site, the OKM PAs. This led to a year-long suspension required to ease social tensions within local communities after which the Government made a request to UNDP CO to resume project activities in all sites but the OKM PAs pilot site.

2.2 Development context and problems that the project sought to address: targeted threats and barriers

Historical background. Between 1939 and 1958, Togo set up a vast estate of protected areas covering 793,289 hectares (14% of the land area of Togo) to protect large mammals, such as elephants, buffaloes, hippos, and several antelope species. Repressive management of PAs led to the restoration and conservation of fauna and flora during the 70s and 80s. During the social and political unrest surrounding the democratic transition period between 1991 and 1993, local populations were opposed to all symbols of government institutions, including park and reserve systems. Led by resentment over past repressive management, rural communities invaded the PAs which have been degraded by human settlements, agricultural and pastoral activities, the massacre of wildlife and forest harvesting. The integrity of PAs has been reduced to the point where some could not be rehabilitated.

Since 1999, with the support of the EU (for the implementation of the COM-STABEX program), the government started a *requalification* process to rehabilitate the PAs that were still potentially viable by seeking a balance between conservation and the socioeconomic development needs of the populations. The first phase of the program allowed for an assessment of PAs, including a boundary review, mapping, census of human and agricultural occupation of national parks and reserves. The size of several protected areas was reduced through the retrocession of areas for local communities' agricultural activities and to focus efforts and investments on the sectors that had effective potential for conservation and restoration. On the basis of their ecological values and local support, the 10 protected areas of Bayémé, South Togodo, North Togodo, Amou-Mono, Alédjo, Oti-Kéran, Oti-Mandouri, Galangashie, Doungh, and the Lions' Den covering 457,000 ha were selected as priority, with other PAs for a total of 578,250 ha or 10% of Togo's land area. This requalification process was characterized by a shift in management towards participatory management where local communities put in place AVGAPs and UAVGAPs to represent them in the process of consensual delineation of PAs and, optimally, in negotiations leading to the development of co-management agreements for PAs and to the preparation of participatory management plans for PAs. The second phase which has not been completed should have supported projects defined by occupying and neighboring populations.

Targeted threats and barriers. The main threats affecting Togo's biodiversity were related to (i) the invasion of PAs by villagers in search of fertile land and to access water, resulting in deforestation and fragmentation of natural habitats within PAs, (ii) uncontrolled fires caused by farmers and herders, as a traditional practice, (iii) humans-wildlife conflicts, (iv) poaching, (v) carbonization and other unsustainable uses of natural resources, and (vi) to the effects of climate change. To manage these threats, the Government of Togo sought to reverse the trend of PA degradation and improve the management of the PA system by (i) setting up an enabling framework for participatory PA management, including the improvement of the legal framework and institutional, financial and individual capacities, for the staff in charge of the PAs as well as for the actors of the co-management of the PAs, and the development of a support network for PAs and the conservation of biodiversity; (ii) improving the effectiveness of PA management by finalizing the process of rehabilitation and consensual delineation of PAs in the OKM complex, by developing tools for their participatory management, i.e. the management plan for the PA complex and the co-management agreements negotiated with local communities, ensuring equitable sharing of benefits related to PAs, and by developing alternative IGAs that help reduce pressures on biodiversity.

The project was designed to remove the obstacles to the implementation of these solutions which were due, at the national and site levels (i) to the lack of support and funding to complete the rationalization process, (ii) to the lack of policies, strategy and laws to support and guide the development of the PA system and ensure its compliance with the decentralization process, (iii) to the absence of a mechanism for sustainable financing of PA operations and lack of sharing of benefits related to PAs, (iv) to the low level of public awareness of the values of biodiversity and inadequate partnerships to support and promote biodiversity and PAs, (v) to insufficient human (staff and experience) and technical capacity for PA management (especially for surveillance and ecological monitoring), including the experience required to develop and implement management tools, (vi) to the absence of consultation with local communities despite the establishment of AVGAPs and UAVGAPs, whose role and attributions were imprecise, and (vii) to the difficult relationship between PAs and people living on their periphery and with parliamentarians and opinion leaders in these communities, situation inherited from historical events related to the creation of PAs and motivated by political expediency.

2.3 Immediate and development objectives of the project / Expected results

Project objective. The project objective, as per the ProDoc, is to strengthen the management of Togo's protected area system to improve its contribution to biodiversity conservation by demonstrating effective approaches to PA rehabilitation and management.

Components. The project strategy is organized into 2 components: the first is focused on strengthening and developing systemic (strategic, legal and political framework) and individual (staff of the PA Directorate and co-management stakeholders) capacities to improve the management framework of the PA network, and the second, on the improvement of the management effectiveness of pilot protected areas, the PAs of the OKM complex, with a view to ensuring the restoration of the migration corridors of large and medium mammals and their connectivity with the PA complex in the countries of the region.

During the last quarter of 2015, local people in the area of the OKM complex (northern Togo) have shown a renewed distrust toward efforts to rehabilitate PAs conducted by the project. Protest demonstrations led to clashes with police and resulted in casualties. On November 7th, 2015 the Government suspended the project to restore a more favorable climate for consultation with all stakeholders. In September 2016, the Minister clarified his position for the continuation of project activities throughout the national network of PAs other than those of the OKM complex. It was therefore necessary to redefine the outcome, indicators, baselines and targets as well as outputs relating to the second component and to relocate and adapt the interventions that contribute to it. Reformulations provided below were proposed as part of the extension request and validated by the PSC in June 2017.

Outcome 1: *Improved policy, legal and institutional framework for PA estate covering approximately 578,000 hectares, through the following outputs:*

- 1.1 Manageable and representative PA systems implemented through the "rationalization" (called "requalification" in Togo) of the PA system
- 1.2 Improved strategic framework for PA management in Togo that guides the long-term development of the PA system (e.g., how to manage PAs, funding flows, etc.); this framework is reinforced by policy and legislation reforms and validated by the government
- 1.3 The Wildlife and Hunting Directorate (DFC) and other stakeholders involved have improved their capacity to manage PAs through targeted training and staff retention
- 1.4 A PA monitoring system in Togo is operational (the ecological subset of the monitoring system will be based mainly on existing and secondary data)
- 1.5 Government and partners agree on a revitalized PA system budget sufficient to cover the essential functions of PAs (planning, monitoring, surveillance and enforcement)
- 1.6 A national support network for biodiversity management - including parliamentarians, other Togolese notables, NGOs / CSOs and international partners - will advocate for sound PA management

Outcome 2: *Effective management of the OKM PA Complex (with 179,000 ha of protected land area) counters threats to biodiversity from poaching, uncontrolled fire and grazing.*

The achievement of this outcome was expected to follow from these outputs:

- 2.1 The operation of the OKM Complex is improved: (1) The boundaries of the PAs that compose it are legally fixed (the complex PA polygons are defined by GIS, the laws legalizing the land status are adopted and the boundaries of the PAs are demarcated in the field), (2) PA infrastructure is rehabilitated, and (3) staff and stakeholders are trained to perform essential functions of PA monitoring and enforcement
- 2.2 The Board of the OKM Complex is established and operates as a forum to coordinate PA management for the entire OKM Complex and ensure stakeholder participation in key decision-making
- 2.3 Effective PA management tools for the OKM Complex are institutionalized: (i) participatory zoning plans, (ii) management plans for each protected area and for the complex, (iii) activity plan that identifies options for generating sustainable revenues to support the costs of managing the complex and create local revenues through benefit-sharing, (iv) long-term ecological monitoring system put in place
- 2.4 Ownership and exploitation rights of communities bordering PAs are clarified through awareness and participatory delineation activities, and are applied using adaptive co-management tools
- 2.5 A series of sustainable livelihoods proposed to resident populations and transhumant herders have been tested, showing how the pressure on OKM resources can be reduced (mostly with co-financing)
- 2.6 The vital wildlife migration corridor between the OKM and W-Arly-Pendjari (WAP) complexes is defined and measures to improve the ecological connectivity between these two complexes are implemented (eg rehabilitation of the ecosystem and human-wildlife conflict management to reduce pressure on wildlife)

Reformulation of Outcome 2: *Effective management of the FM PA (with 192,000 ha of protected land surface) counters threats to biodiversity from poaching, uncontrolled fire and grazing*

Outputs under outcome 2 had to be reformulated as follows:

- 2.1 The functioning of Fazao-Malfakassa PA is improved: (1) legally defined boundaries, (2) rehabilitated infrastructure, (3) staff and stakeholders trained to ensure surveillance
- 2.2 The Local Management Committee of the Fazao-Malfakassa PA is constituted and operates as a forum for coordinating PA management and ensuring stakeholder participation in key decision-making
- 2.3 Effective management tools for the Fazao-Malfakassa PA are institutionalized: (i) zoning plan, (ii) management plan, (iii) business plan that identifies sustainable income generation options to support management costs of the PA and create local revenue through profit sharing, (iv) long-term ecological monitoring system set up
- 2.4 The ownership and user rights of local PA communities are clarified through awareness and participatory definition activities and are applied, inter alia, through adaptive co-management tools
- 2.5 A series of sustainable livelihoods proposed to resident populations and transhumant users have been tested, showing how pressure on Fazao-Malfakassa resources can be reduced (mostly with co-financing)
- 2.6 The vital corridor of wildlife migration between the OKM and W-Arly-Pendjari (WAP - Benin) complexes is defined and measures to improve ecological connectivity between these complexes are identified (e.g. ecosystem rehabilitation and management Human-wildlife conflicts to reduce pressure on wildlife)

2.4 Baseline indicators established

Baselines and end-of-project targets were established and presented in the ProDoc for all indicators but one. Indicator 11 (renumbered as indicator 10) is related to the identification and stabilisation of essential habitats and natural resources for transboundary elephant migration, which required field surveys as part of the project's ecological monitoring system. This indicator's baseline was identified for the OKM complex of PAs and the WAP in 2014, and also for the Fazao-Malfakassa NP-Kyabobo NP corridor through a survey conducted in 2013 by the University of Lomé and funded by the FFW. After the suspension of the project by the MEFR, it was necessary to select another interventions area to be the target of the second component. Consequently, the indicators, their baseline and targets had to be reformulated, which coincided with the application for extension of the project.

2.5 Timeline of project preparation and implementation

The dates of key milestones of the project presented in Table 3 highlight several gaps that affected its implementation during the first period, until the MTR, and a full 1-year suspension of activities after November 2015. The MTR had highlighted several significant delays in the project implementation since its inception:

The national project coordinator and the 1st STA were respectively hired in February and in May 2012, 7 and 11 months after the signature of the ProDoc. Despite their presence for the largest part of the year 2012, very few activities were carried out (inception workshop in Lomé, office installation in Lomé, preparation of the recruitment of experts, and late opening of the project's account at the end of the year). The technical team responsible for on-site interventions was only recruited in April 2013, 14 months after the coordinator was recruited, and the vehicle required for on-site delimitation and consensual demarcation was only available in the 4th quarter 2013.

Apart from the late start of the project, the low implementation rate over the first 3 years was attributed to the country's recent experience in GEF projects and in PAs co-management, the slow process for consultants recruitment partly due to the low response rate to calls for applications, the weakness of international technical assistance, including the first STA in post for one year and IUCN whose support was insubstantial as compared with provisions in the ProDoc, and the lack of guidance given in the project document. The late recruitment of the national experts of the project team further delayed the planning and implementation of most of the activities. Due to his unsatisfactory performance, the first STA's contract was not renewed after the first year, leaving the project without this level of technical expertise for another 18 months, until the recruitment of a new STA in October 2014, again for a very short period. The project team therefore invested in conducting a series of studies to identify the interventions needed to achieve the expected results, to the detriment of concrete achievements. The MTR took place in October 2014, 10 months later than the planned date in December 2013. The arrival of the 2nd STA combined with detailed guidance and recommendations in the MTR provided much needed practical direction to the project team and contributed to boost the implementation rate, however only for a one-year period until disastrous events forced the Government to halt the project in November 2015. At the time of the MTR, the social context had improved and seemed favorable to pursue the project interventions. However, during the last quarter of 2015, local people in the area of the OKM complex started showing renewed distrust toward efforts to rehabilitate PAs conducted by the project. Protest demonstrations led to clashes with police forces. On November 7th, 2015, the Government suspended the project to restore a favorable climate for consultation with all stakeholders.

Project resumption, no-cost extension, and refocusing of the 2nd component. The Ministry of Environment and Forest Resources held a consultation meeting with key stakeholders in March 2016 to discuss the issue of the management of

PAs and to reflect on new intervention approaches. Minutes were signed by three key ministries (Ministry of Environment, Ministry of Development Planning and Territorial Administration, Ministry of Decentralization and Local Government) and submitted to the President of the Republic and the Prime Minister. In September 2016, 3 months later than the planned date of operational closure, the Togolese Government through the MERF formally requested UNDP's support to resume PRAPT activities in the other protected areas of the national system, apart from those related to the OKM complex where consultations with stakeholders had helped ease the protests against the rehabilitation of PAs, but where the Government decided to maintain the suspension to restore calm and serenity. On the same occasion, the Ministry expressed the wish that the initial duration of the project be extended until December 2017, using the balance of initially committed resources. This request was following the recommendation of an earlier meeting in September gathering MERF, UNDP, WAEMU Resident Representation in Togo, a wide range of administrative officials and staff from other projects, to discuss the continuation of the project activities. The project MTR had recommended a 6-month no-cost project extension to make up for a late start and inefficient implementation fraught with pitfalls in the first two years of the project, but as the project was further delayed because of the one-year suspension and a difficult restart, a 24-month no-cost extension was requested and accepted.

The Government decision to halt all interventions in the OKM complex had an impact on the project's expected outcome 2 which was targeting the OKM complex of PAs as the project pilot site. The concession of the management of the Fazao-Malfakassa PA to the Franz Weber Foundation (FFW) ended when the operational management of the site was not yet sufficiently effective to counter all threats to this to this PA which is one of the most biodiverse sites in Togo and home to several vulnerable and threatened species. The Project Team, UNDP and the Government agreed to refocus activities under Outcome 2 on Fazao-Malfakassa PA, as the new demonstration site and validated this change during the SC meeting held in June 2017. To reflect this change, the PIR 2017 Log Frame has been adapted towards this PA. The revision was done based on the METT that was applied to the FMNP in 2013, and additional information on its biodiversity status.

The no-cost extension of the project offered the opportunity to reorient the initiatives planned under the second component to preserve the gains generated by 25 years of management by the FFW and to enhance the effectiveness and efficiency of its management in line with the new participatory approach promoted by the Government. This included updating and institutionalizing management tools for the Fazao-Malfakassa PA, implementing a strategy to limit encroachment by human activities through improving living conditions outside the PA, and assessing the condition of the migration corridor between the Fazao-Malfakassa PA (Togo) and Kyabobo NP (Ghana). The no-cost extension allowed to undertake this work, carry out the terminal evaluation and conclude the project.

The selection of the Fazao-Malfakassa PA - which is undoubtedly one of the most biodiverse sites in Togo and home to several vulnerable and threatened species - as pilot site for the component 2 of the project during the extension period allowed to remain consistent with the initial scheme of the project where the second component was focusing on i) a pilot site with good chances of success, to develop a model that the government could transpose to other PAs in the country, ii) a PA with regional importance as a migration corridor for elephants and other large mammals populations, and iii) a similar contribution to GEF corporate results in terms of conservation of globally important biodiversity since the size of the Fazao-Malfakassa NP is similar to the size of the OKM complex of PAs (OKM: 179,000 ha – Fazao-Malfakassa: 192,000 ha).

Table 3. Timeline of key stages of project preparation and implementation

Key stages	Dates
PIF approval	July 2009
GEF CEO endorsement	January 2011
Local Project Appraisal Committee	April 2011
ProDoc signature	June 29, 2011
1 st Project Coordinator hired	February 2012 – January 2016
1 st STA hired	May 2012 – April 2013
Inception workshop	May 2012
Project Steering Committee (PSC) and Technical Committee (PTC) established (decree signature)	December 2012
1 st PSC meeting	February 2013
Recruitment of the project long-term national specialists and support staff	March 2013
Purchase of a vehicle for the OKM team	4 th quarter 2013
Expected Date of MTR	December 2013

Key stages	Dates
First meeting of the Technical Committee	December 2013
Actual date of MTR	October 2014
2 nd STA hired	October 2014 – February 2015
UNDP Program Officer departure (Mr Jonky Tenou)	September 2015
PRAPT suspended by the Minister of Environment and Forest Resources	November 2015
2 nd National Project Coordinator appointed	February 2016
New UNDP Program Officer (Mr Abiziou Tchinguilou) recruited	July 2016
Expected date of operational closure (5 years after ProDoc signature)	June 2016
Solicitation of UNDP by the Minister of Environment and Forest Resources for the resumption of PRAPT activities in all sites except the OKM complex of APs	September 2016
Submission and clearance of a 24-month project extension request	February 2017
MEFR-UNDP-WAEMU tripartite meeting for the resumption of PRAPT activities	April 2017
Meetings with the local communities of the villages concerned by the FMNP and their representatives for presentation and discussion of the PRAPT interventions	June 2017
Actual date of TE	May 2018
Revised date of operational closure	June 2018

Overall, the timeline shows that the project had a very slow start, which has been mainly attributed to lengthy procurement and recruitment procedures, inadequate performance of the first NPC and first STA and low responsiveness of local communities within the target site for Component 2 towards project interventions. The rate of implementation increased significantly after the MTR which coincided with the recruitment of the 2nd STA. His support and the MTR recommendations helped the project team to increase the rate of delivery and start providing concrete support to improve local livelihoods in the villages around the PAs. Yet, popular uprising against PAs led to violent clashes and unfortunate events and to the suspension of the project in November 2015. Ten months later, the Ministry requested UNDP's support to resume project activities in all priority PAs except those of the OKM complex. A 24-month no-cost project extension was requested and agreed in February 2017, postponing the operational closure (planned on June 2016) until June 2018. This no-cost extension required a change of site and adaptations for the interventions under the 2nd component and allowed to make important achievements and learnings.

2.6 Main stakeholders

Stakeholders are those who have been or are likely to be affected by the project or its activities, those who participated or contributed to the project, and those who otherwise have an interest in the project results. The stakeholder analysis conducted as part of the PPG phase allowed the identification of main stakeholders and of their role in the project implementation, as follows:

The **village communities** bordering and occupying the PAs and the users of the PAs natural resources and their associations are the main stakeholders of the project: Village Associations for the Management of PAs (AVGAP) and their unions at the level of the prefectures (UAVGAP), as well as Village Development Committees (CVD). They were expected to participate to the delineation and demarcation of PA boundaries, to local decision-making on PA management and land use planning, to surveillance and implementation of management and land use plans in and around the PAs of the OKM complex, and later for the FMNP. AVGAPs and UAVGAPs were expected to advocate for the interests of natural resource user groups and to be members of the PSC and PAs CLGs. **Traditional leaders** (village leaders, religious leaders) were expected to mobilize local communities to participate in project activities, manage conflicts among natural resource users at the local level, and to provide assistance and advise management units responsible for biodiversity conservation (e.g. anti-poaching, logging trees).

Government agencies:

Ministry of Environment and Forest Resources (MEFR): Executing agency / Implementation partner - Ministry responsible for project supervision and overall coordination of the project and Chair of the Project Steering Committee. MEFR was expected to contribute to the development and implementation of national environmental policies / strategies, improvement of legal / institutional frameworks, inter-ministerial coordination and national awareness, management of the national budget for PAs and strengthening national capacities related to PAs.

- The Wildlife and Hunting Directorate and later (after a restructuring of the ministry), the Forest Resources Directorate, successively had the main responsibility and related budget for the management of PAs and the main responsibility for the project development and implementation and primary beneficiary of project activities, especially trainings, and legal and institutional development.
 - The Division of Fauna and Protected Areas, under the Forest Resources Directorate, includes the PA management, CITES, and Wetlands sections, but does not have a budget of its own and no and has no hierarchical or operational relationship with the personnel in charge of operations within the PAs. The section on PA management is responsible for PAs management plans, fauna and flora inventories, hunting permits and authorizations, and implementation of environmental conventions.
- Decentralized services of the State, regional and prefectural Directorates of Environment and Forestry Resources, the Senior Wardens and surveillance brigades of PAs, were expected to provide technical assistance to local communities and communes for the integration of biodiversity and ecosystem needs into land use planning, training, awareness and support for the implementation of new IGAs based on sustainable management of natural resources, and support for enforcement (e.g. transhumance, anti-poaching).

Ministry of Agriculture, Livestock and Fisheries was expected to contribute to the harmonization of policies with biodiversity and environment strategies, supervise agricultural, livestock and fisheries projects, the creation of transhumance trails and codes of practice, as well as land rights and to sit as a member of the PSC.

Ministry of Planning and Local Development was expected to oversee land-use plans, strategies and projects (land use outside PAs) at the landscape scale, and the decentralization process (resources and autonomy of regions, prefectures and communes).

Ministry of Tourism was expected to provide support to the implementation of project activities related to communications, tourism products, routes and packages for the development of strategies and plans for natural and cultural tourist sites and circuits, international promotion of ecotourism in Togo and liaison / facilitation of ecotourism and cultural tourism in cross-border PAs (with Ghana and Benin), and to sit as a member of the PSC.

The Interdepartmental Committee on transhumance was expected to supervise and implement legal provisions and strategies, stops and payments at prefectural level related to transhumance routes.

National Institutions. The National Environmental Management Agency (ANGE), the National Environmental Fund (FNE) and the National Commission for Sustainable Development (CNDD) were to be members of the PSC. The ANGE, created in 2011, was responsible for the establishment and management of the national environmental information system, to support the integration of the environmental dimension in national and local development policies, programs and projects, and to provide technical support for environmental management; the environment to local communities, grassroots community organizations, private individuals and NGOs. The CNDD was responsible for overseeing the implementation of the conventions on biodiversity and environment. Created since 2008 to be a mechanism for mobilizing financial resources in the context of the environmental governance necessary for sustainable development, the FNE was not operational during the project implementation period and therefore could not contribute to it.

Local authorities (prefects) of all prefectures concerned by the PAs were expected to contribute to manage conflicts and harmonize approaches of the different regional and prefectural technical services, to provide administrative and institutional support to the CSOs involved in project implementation, and as the moral authority, to advocate for the values and contributions of conservation of PAs and sustainable NRM to the livelihoods of local communities.

State security forces (police and military) were expected to contribute to the surveillance of illegal use of resources in PAs, support enforcement of PA regulations, to ensure that their staff comply with the laws and regulations on PAs and the protection of biodiversity.

Local and parliamentary elected officials, senior executives and opinion leaders in their home communities were expected to act as moral authority to defend the values of PA conservation and sustainable NRM and their contribution to livelihoods in local communities. Indeed, at the time of the resumption of project activities in the area of the Fazo - Malfakassa PA, the parliamentarians of the area played an important role in leading an awareness tour of the populations of neighboring villages.

Scientific, academic and research institutions: National institutions such as the University of Lomé (Faculty of Sciences) and the Togolese Institute of Agronomic Research were identified to support research on sustainable management, biodiversity, ecosystems and climate change, fauna and flora surveys in the PAs of the OKM complex and the flood plain of Oti, to provide baseline information for the monitoring plan, and to sit as members of the PSC and of the Technical

Committee. Other national institutions such as the *Institut de Conseil et d'Appui Technique*, attached to the Ministry of Agriculture were expected to provide technical expertise for studies, workshops, trainings and the implementation of small development projects outside the PAs.

Projects in the areas of biodiversity conservation, sustainable management of land and natural resources, improvement of agricultural productivity (PGICT, ADAPT, PNADE, APRODECT). These projects constitute the co-financing of the project managed by development partners for the rehabilitation of natural habitats, the delineation of PAs, the sustainable exploitation of natural resources, the development of agroforestry and soil conservation, the development of new IGAs and associated training. The representatives were expected to be part of the CLGs of the PAs.

Local and national NGOs working in the areas of biodiversity conservation, sustainable land and natural resources management, improvement of agricultural productivity including CARTO, RAFIA, and Agbo-Zegue NGOs, were expected to contribute to raising awareness of local communities on NRM, biodiversity conservation, compliance with laws and regulations), to provide technical assistance and training to local communities on sustainable NRM and new IGAs to reduce pressures on natural resources, to act as pressure groups for biodiversity conservation, sustainable resource management and promoting ecotourism, and to be members of the PSC and CLGs of PAs.

The **international NGO, IUCN** (regional office in Burkina Faso), through its commissions and programs, namely the PAPACO and the MIKE programs⁴, was identified as a key partner of the project to provide technical assistance for the implementation of projects / initiatives in Togo's PAs. The PAPACO program played an important role in defining baseline data and assisting the government in defining the concept of this project. IUCN has been invited by the Government to collaborate on some aspects of implementation: e.g. technical assistance for PA management, evaluation of co-management models and new IGAs, assistance and guidance of civil society by coordinating certain awareness actions at national level. IUCN commissions were expected to participate in these activities (the Commissions on Protected Areas, on Species Survival, and Thematic Specialist Groups). In addition, IUCN's MIKE program was expected to play an active role in the implementation of some biodiversity studies (monitoring of large mammals) and training of field staff (DFC and others) involved in these studies. In particular, it was planned to include the OKM Complex in the MIKE work program in 2011, which would cover the "WAPOK" complex, integrating the WAP and OKM complexes.

WAEMU and the EU funded "*Programme d'Appui aux Parcs de l'Entente (PAPE)*", was acting as co-financier of the project under the agreements between WAEMU, UNDP and the EU to integrate Togo to the regional dynamics related to the consolidation of the WAP and OKM protected areas complex or WAPO. As part of the negotiations for a grant agreement for the benefit of the WAP complex, it was decided that UEMOA would play a key role in coordinating the regional aspects of the management of this cross-border complex connecting Benin, Burkina Faso and Burkina Faso. Niger, to which Togo was to be connected via the OKM complex.

Private tourism operators were expected to advise the OKM Complex Management Units on the needs of tourists and the preconditions for the development of ecotourism in the OKM Complex, to carry out feasibility studies and, if possible, to invest in the revival of the Ecotourism in the Kéran National Park.

3 FINDINGS

3.1 Project Design / Theory of Change

The review of the project strategy focuses on its design and on the results framework or logical framework. The project design includes the identification of the problem, the relevance of the strategy to national priorities, the consideration of stakeholder perspectives and the gender issue. A review of the logical framework examines the theory of change, the indicators, risks and assumptions.

3.1.1 Analysis of LFA/Results Framework

The project objective is to strengthen the management of Togo's protected area system to improve its contribution to biodiversity conservation by demonstrating effective approaches to PA rehabilitation and management.

⁴ The African Protected Areas and Conservation Program (PAPACO) is an IUCN program that aims to improve the management and governance of protected areas in Africa to increase their positive impacts in terms of biodiversity conservation. The Monitoring the Illegal Killing of Elephants (MIKE) is a program funded by the EU and other donors and now under the Convention on International Trade of Endangered Species, better known as CITES, which overall goal is to provide information needed for elephant range States to make appropriate management and enforcement decisions, and to build institutional capacity within the range States for the long-term management of their elephant populations.

Observations on the project Theory of Change to achieve the expected results. No theory of change was developed for the project; however, the ProDoc presented an analysis of the threats, root causes, and barriers to achieve the long-term solution put forward by the project, and the components, outcomes and outputs to lift such barriers in order to achieve the objective.

The threats, root causes, and barriers targeted by the project were presented in section 2.2. In brief, to address these threats and safeguard threatened biodiversity, the project objective was to strengthen the management of Togo's PA system to improve its contribution to biodiversity conservation by applying effective approaches to rehabilitation and management of PAs. The project strategy was built around 2 components designed to address the barriers and aiming at increasing capacities at the systemic and institutional levels and at strengthening operational capacities at site-level to serve as a demonstration for other PAs in the country. Interventions were to: A) **strengthen and develop systemic** (strategic, legal and political framework) **and individual** (staff of the PA Directorate and co-management stakeholders) **capacities** to improve the management framework of the PA network, and B) to improve the management effectiveness of pilot protected areas, the PAs of the OKM complex, with a view to ensuring the restoration of the migration corridors of large and medium mammals and their connectivity with the PA complex in the countries of the region.

Component 1: Systemic Capacities: Improvement of the legal and institutional framework for the management of the PA domain of 578 000 ha, through:

Elements of the strategy		Expected Results
The finalization of the rationalization of the PA system to ensure its management and representativeness (new decrees, consensual demarcation)	⇒	1.1 Manageable and representative PA systems implemented through the "rationalization" (called "requalification" in Togo) of the PA system
The development of strategic, legal and policy frameworks to guide the long-term development of the PA system	⇒	1.2 Improved strategic framework for PA management in Togo that guides the long-term development of the PA system (eg, how to manage PAs, funding flows, etc.); this framework is reinforced by policy and legislation reforms and validated by the government
Capacity building in PA management for PA staff and other stakeholders involved in co-management	⇒	1.3 The Wildlife and Hunting Directorate (DFC) and other stakeholders involved have improved their capacity to manage PAs through targeted training and staff retention
The implementation of a monitoring system for the PA system including databases and which will be integrated into the Directorate in charge of PAs	⇒	1.4 A PA monitoring system in Togo is operational (the ecological subset of the monitoring system will be based mainly on existing and secondary data)
Mobilization of adequate financial resources to ensure the operations of PAs	⇒	1.5 Government and partners agree on a revitalized PA system budget sufficient to cover the essential functions of PAs (planning, monitoring, surveillance and enforcement)
Awareness raising at all levels and the establishment of partnerships at national and regional level to provide general support for PAs and biodiversity conservation.	⇒	1.6 A national support network for biodiversity management - including parliamentarians, other Togolese notables, NGOs / CSOs and international partners - will advocate for sound PA management

Component 2: Improved management effectiveness of the **OKM PA complex** (179,000 ha) to reduce pressures (poaching, uncontrolled fires, grazing) on biodiversity through:

Elements of the strategy		Expected Results
Finalization of consensual delimitation and demarcation with local communities, establishment of co-management involving local communities and other stakeholders and development of their capacities , strengthening of surveillance	⇒	2.1 The operation of the OKM Complex is improved: (1) The boundaries of the PAs that compose it are legally fixed (the complex PA polygons are defined by GIS, the laws legalizing the land status are adopted and the boundaries of the PAs are demarcated in the field), (2) PA infrastructure is rehabilitated, and (3) PA staff and members of local communities are trained to perform essential functions of PA monitoring and enforcement
Collaborative management of the OKM complex (Stakeholder Forum or CLG, local communities' associations AVGAPs, and their unions UAVGAPs)	⇒	2.2 The Board of the OKM Complex is established and operates as a forum to coordinate PA management for the entire OKM Complex and ensure stakeholder participation in key decision-making
Development of PA management tools (management plans including zoning, operational and financing plans, and long-term ecological monitoring systems)	⇒	2.3 Effective PA management tools for the OKM Complex are institutionalized: (i) participatory zoning plans, (ii) management plans for each protected area and for the complex, (iii) activity plan that identifies options for generating sustainable revenues to support the

		costs of managing the complex and create local revenues through benefit-sharing, (iv) long-term ecological monitoring system put in place
Negotiation of riparian community access and use rights and incentive framework to encourage occupants to settle outside PAs, including supplying water and improving land fertility	⇒	2.4 Ownership and exploitation rights of communities bordering PAs are clarified through awareness and participatory delineation activities, and are applied using adaptive co-management tools
Support for sustainable livelihoods (IGAs) development helping to reduce pressure on biodiversity	⇒	2.5 A series of sustainable livelihoods proposed to resident populations and transhumant herders have been tested, showing how the pressure on OKM resources can be reduced (mostly with co-financing)
Definition of a vital wildlife migration corridor between the OKM (Togo) and W-Arly-Pendjari (Benin) complexes to improve ecological connectivity (habitat restoration and human-wildlife conflict management).	⇒	2.6 The vital wildlife migration corridor between the OKM and W-Arly-Pendjari (WAP) complexes is defined and measures to improve the ecological connectivity between these two complexes are implemented (eg rehabilitation of the ecosystem and human-wildlife conflict management to reduce pressure on wildlife)

Results Framework / Logframe

Use of the LF. Discussions about the logical framework (LF) elements and its use for adaptive management of the project showed that those responsible for the project management have used the LF indicators only for their annual reporting through the PIR. Risk and hypothesis analyses has been reviewed since the beginning of the project during UNDP annual meetings for project implementation planning. In the light of the events that occurred in November 2015, it appears that the exercise has been insufficient despite early signs of social unrest and dissatisfaction with the project's objectives in the pilot PAs.

Observations on indicators. Among the elements of the LF, the TE assesses the correspondence of the indicators and their targets to the SMART criteria⁵. The outcome and impact indicators are examined following the concepts of outcomes and outputs as defined in UNDG's guidance documents⁶. Overall, the observations made in Table 4 are in line with the observations made by the MTR and review the modifications made in 2017 related to the change of pilot site from the OKM complex PAs to the Fazo-Malfakassa PA. Common weaknesses are that many indicators are reflecting the realization of outputs rather than a measurement of the outcome to which these outputs are contributing, are not neutral and lack specificity. Only the indicators for which observations were formulated are included in the table 4.

Table 4. Review of the objective-level and outcome indicators identified in the logical framework

Indicator / Target	Observations
Objective – To strengthen the management of Togo's PA system to improve its contribution to biodiversity conservation by applying effective approaches to rehabilitation and management of PAs	
1. Coverage of the National Protected Area System of Togo	This indicator lacks specificity and does not adequately reflect the project results. A modified formulation was proposed by the MTR to increase the specificity of the indicator to project impacts and a target change to adjust the target area to the total area of the PAs on which the project did intervene with the support of contributing projects, but they were not adopted. These modifications are as follows: Indicator: Coverage (ha) of the re-qualified national system of PAs (consensual boundary completed and re-qualification decree adopted), and Target: 450,000 ha, representing the areas of the OK, OM, Fazo Malfakassa, Aledjo, Balam, Togodo South / North and Abdoulaye PAs whose demarcation has been materialized and requalification decrees adopted at the end of the project. The ProDoc had initially set an end-of-project target of 578,250 ha corresponding to 10 priority areas (covering 456,883 ha) and a mosaic of 15 smaller PAs which had high rehabilitation potential. The project did not provide support to the smaller PAs and to the Lion's Den and Assévé and Godjinmé PAs because these sites had lost their potential to conserve

⁵ As per the GEF M&E Policy: Specific, Measurable, Achievable and Atttributable, Relevant and Realistic, and Time-bound, Timely, Trackable, and Targeted)

⁶ United Nations Development Group. 2011. Results-based Management Handbook: Harmonizing RBM concept and approaches for improved development results at country level. - **Outputs** are changes in skills or abilities and capacities of individuals or institutions, or the availability of new products and services that result from the completion of activities within a development intervention within the control of the organization. They are achieved with the resources provided and within the time period specified. **Outcomes** represent changes in the institutional and behavioral capacities for development conditions that occur between the completion of outputs and the achievement of goals.

Indicator / Target	Observations
	globally or nationally significant biodiversity – which supports the recommendation to reduce the end-of-project target.
2. Estimated permanent and temporary populations of Elephants in Togo are increasing	<p>A population increase is an expected result and not an outcome indicator. As formulated, the indicator lacks specificity as to the project interventions: it concerns elephant populations throughout the country while direct project interventions were, until 2015, limited to the OKM PA complex. The baseline is the 2010 estimate of the elephant population in the Fazao-Malfakassa PA and the target refers to an expected improvement within the OKM PA complex.</p> <p>At the inception workshop of the project, it was recommended to change this indicator to account for other species of wildlife. The MTR proposed two new indicators consistent with this recommendation on species diversity and abundance of medium and large mammals within the OKM complex PAs, but the recommendation was not followed.</p>
3. PA in the Savannah biome of the OKM complex have zoning, management and business plans which include biodiversity conservation and riparian communities needs and are enforced Indicator revised for Fazao-Malfakassa: PA in the Savannah biome have zoning, management and business plans which include biodiversity conservation and riparian communities needs and are enforced	This indicator is not an impact indicator and should not be at this level. The development of management tools is such as zoning, management and business plans is an output and not an outcome. It would be more relevant to use an indicator of the outcome resulting from the application and enforcement of the set of management tools and improved PA management capabilities.
Outcome 1–Improved policy, legal and institutional framework for PA estate covering approximately 578,000 hectares	
4. Improved competence levels and standards of the institution responsible for PA, measured by increased scores of the Capacity Development Scorecard:	Improved skill levels and standards or financial sustainability of the PA agency are expected results, not the indicators. Indicators should be neutral. Changes such as increase, decrease, improvement should be indicated by the targets.
5. Improved financial sustainability of PA management agency, measured by increased scores of the Financial Sustainability Scorecard – broken down by sub-indicators	<p>The revised indicators 4 and 5 should have been formulated as follows:</p> <ul style="list-style-type: none"> –Improved Competence levels and standards of the institution responsible for PA, measured by increased scores of the Capacity Development Scorecard –Improved Financial sustainability of PA management agency, measured by increased scores of the Financial Sustainability Scorecard – broken down by sub-indicators
Outcome 2 - Effective management of the OKM PA Complex (with 179,000 ha of protected land area) counters threats to biodiversity from poaching, uncontrolled fire and grazing – reformulated as follows in 2016: Effective management of the FM PA (with 192,000 ha of protected land surface) counters threats to biodiversity from poaching, uncontrolled fire and grazing	
7. Improved PA management effectiveness at the two PA sites of the OKM complex for general management and business planning, as measured by increases in the METT scores Indicator revised for Fazao-Malfakassa: Improved PA management effectiveness for the Fazao-Malfakassa PA for general management and business planning, as measured by increases in the METT scores	<p>Same comment as 4 and 5 for initial and reformulated indicators. The revised indicator should have been formulated as follows:</p> <p>Improved PA management effectiveness for the Fazao-Malfakassa PA for general management and business planning, as measured by increases in the METT scores.</p>
8. Ecosystem and habitat regeneration in the two OKM complex PA Indicator revised for Fazao-Malfakassa: Ecosystem and habitat regeneration in the Fazao-Malfakassa PA	The formulation of indicator 9 is that of a result and not an indicator and is redundant with indicator 3. It was proposed to omit it in the PIR 2013. An amendment has been proposed to better reflect the results of the project: Number of co-management agreements negotiated between DEF and riparian communities represented by AVGAPs specifying the rights, roles, responsibilities and benefits of local communities in the management of PAs.
9. Income generation from new PA and biodiversity value chains for local communities (ecotourism, benefit sharing, small game farming, local job creation etc.)	This indicator is not clearly formulated, and its baseline and targets were not defined. A new formulation had been proposed in the MTR but was not used, and the indicator was not properly documented: (i) Changes in household income levels of local communities attributable to the development of biodiversity-compatible IGAs and (ii) proportion of households in villages that benefit from such IGAs.

Indicator / Target	Observations
<p>10. Critical habitats and key natural resources for elephant migration at regional level (OKM - WAP) are identified and priority threats addressed, including through WAPOK-wide cooperation among the WAPOK countries</p> <p>Indicator revised for Fazao-Malfakassa: The vital corridor of wildlife migration between the Fazao-Malfakassa (Togo) and Kyabobo (Ghana) national parks are identified and priority threats addressed. Measures to improve the ecological connectivity between these two complexes are implemented.</p>	<p>As formulated initially and re-formulated, these are expected results and outputs, not indicators.</p> <p>An amendment of the indicator had been proposed in the MTR but was not used: Status and connectivity of critical habitats and of key natural resources essential to the migration of medium and large mammals at the regional level.</p>

3.1.2 Assumptions and Risks

The risk analysis and management / mitigation measures identified in the ProDoc are reviewed and reassessed in the light of project implementation, and compared with the assessment of the MTR, in Table 5.

Critical political risk. Some risks have not been adequately identified, assessed or their potential impact has been underestimated in the project document. Until the mid-term review, the only risk identified as critical in the annual reports (PIRs) was the political risk of interference in the PA rationalization process, even though other risks had been discussed at the inception workshop and during the Technical Committee meeting in 2013. This risk was indeed critical but had not been thoroughly assessed, despite being known for several years. The mitigation strategy identified in the ProDoc was to develop a national support network for the conservation management of natural resources which would contribute to greater awareness about biodiversity, which would reduce PAs vulnerability to political propaganda. Such assumption was based on an underestimation of the depth and persistence of the local communities' resentment towards political decisions made by the government in the '50s in favor of PAs and wildlife.

Indeed, this project had to face social and political risks from its early implementation due to historical reasons and opportunistic politicians. The PAs of the OKM complex were selected as a pilot site for the second component of the project to enable Togo to integrate a regional dynamic with the support programme of the *Parcs de l'Entente* which is pursuing the objective of creating a wider estate for supporting ecological processes in their entire ecosystems. The risks of selecting this PA as pilot site had clearly been underestimated. However, at the time of the MTR, these difficulties seem to have been definitely ironed out through the continuous and active engagement of the Government, and through the project activities to raise awareness, consult with local communities directly and through their representative committees, and support income generating activities to their benefit. Based on the MTR recommendations and with the recruitment of a new STA, the project could adopt a new operational speed to accelerate the implementation of its activities. This context corresponds to the previous reporting period but is recalled here to put in perspective the events that pertain to the actual reporting period. During the last quarter of 2015, local people in the area of the OKM complex started showing renewed distrust toward efforts to rehabilitate PAs conducted by the project. Protest demonstrations led to clashes and unfortunate events. On November 7th, 2015 the Government suspended the project to restore a favorable climate for consultation with all stakeholders. Since these events, the Ministry of Environment and Forest Resources has spared no effort to create a peaceful environment to enable the relaunch of the project. Numerous consultation meetings with all stakeholders and cross-checking information including on the situation in other PAs, led the Ministry of Environment to request the Prime Minister to withdraw the suspension on other PAs, while consultations are conducted with the Mango population, adjacent to the PAs of the OKM complex. The Ministry of Environment and Forest Resources held a restricted consultation meeting with key stakeholders in March 2016 to discuss the issue of the management of PAs and to reflect on new intervention approaches. Minutes were signed by three key ministries (Ministry of Environment, Ministry of Development Planning and Territorial Administration, Ministry of Decentralization and Local Government) and submitted to the President of the Republic and the Prime Minister who is now in charge of managing the Mango crisis.

Critical social risk. The political influence could only be so strong because local people still felt a deep and persistent resentment towards the repressive management of PAs in the fifties. Only in the PIR 2016, was the social risk related to local communities' resentment towards PAs directly discussed, and new IGAs to improve their livelihood mentioned as a way to mitigate it. Indeed, resentment and mistrust of the local population regarding any promise or intervention of the State, particularly regarding the concept of wildlife reserve due to the repressive management exercised previously, was aggravated by political expediency and opinion leaders' propaganda against PAs. This situation limited the access of the project team to the target site, the PAs of the OKM complex, forcing the project to continue the work in other PAs that

were not initially targeted and to invest more time in outreach meetings with local communities and senior officials (ministers and deputies).

Critical risk mitigation strategy 2013-2015. To mitigate both risks, regular meetings were held under the leadership of the Minister of Environment and Forest Resources in particular with executives, parliaments and ministers from the three prefectures of the OKM complex to explain the advantages and benefits the project could provide to local communities and their livelihood improvement. These actions have enabled the progress made on the ground in term of delimitation of the OKM complex PAs. Nevertheless, this resentment gave rise to verbal and physical aggression directed against the project team in the early stage of the project, and in 2015 to major protests in Mango against the project and PAs, which escalated into unfortunate events that required the suspension of the project.

Critical risk mitigation strategy for the resumption of project activities in 2017. After being suspended for more than a year, the project resumed its activities in all PA sites except the PAs of the OKM complex and refocused the 2nd component in another pilot site, the Fazao-Malfakassa National Park (FMNP). In 2017, at the request of the Minister of Environment, consultations were held with local political actors and led to their signed formal commitment to participate in the project implementation in order to minimize the **political risk** for this last part of the project. Following recommendations by the PSC, the project engaged in consultations with local authorities, government officials and opinion leaders in the 5 prefectures concerned by the FMNP, to grant their support to the project's activities. In order to address the **social risk**, the project prioritized the development of IGAs for local populations and drilling of deep wells, to ensure local communities perceive the tangible benefits of the project and encourage their peaceful participation.

Another social risk not clearly identified was related to the high expectations of local people in terms of support measures for their livelihoods, beyond the financial capacity of the project (health posts, schools, etc.), which became a factor of demotivation. These expectations were linked to promises made to riparian communities as part of an EU-funded regional investment program in 1999, the Togo PA Rehabilitation Program, which provided, on the one hand, for the restoration of PAs and on the other hand, for investments in the riparian villages. The project initially focused on PA restoration, and investments in local communities were delayed. In 2003, a population uprising in Mango against PAs and wildlife led to a death and the EU withdrew its support to PAs, redirecting funds to other purposes that were not related to PAs. At the start of PRAPT, local communities believed that this new project would achieve the promised investments not previously realized, which explains their undue expectations.

An internal issue identified early in the project (PIR 2013) as a potentially critical risk was the project team's capacity at mobilising available funds, since IUCN's expected technical support in the ProDoc was no longer available. Furthermore, the project management unit was to be supported by a Senior Technical Advisor (STA) during the first half of its implementation. But the contract of the first STA was not renewed after the first year because of the insufficiency and inefficiency of his support. The mitigation measure to this was to increase supervision efforts and to mobilize technical assistance as a substitute to IUCN's package of expertise foreseen in the project document. In 2014, the issue of capacity had not been solved and led to poor planning and coordination, coupled with limited vision about what the project can and should deliver, as reported in the MTR.

The delays caused by unduly lengthy procurement processes should have been added as significant risks likely to delay the achievement of intended outcomes by the end of the project. These procurement issues were primarily about hiring of consultants and companies and the acquisition of equipment. The low rate of delivery, the complexity and slowness of procurement procedures and the deficit in strategic guidance should have been considered as relevant risks.

Table 5. Comparison of risk assessment and analysis at end of project and design stage. Risk classification use the ratings required as per UNDP POPP on Project Risk Log⁷ as follows C (Critical), H (High), M (Medium), L (Low), N (Negligible) based on a combined assessment of probability and potential impact.

RISKS (AS IN PRODOC)	CLASSIFICATION			COMMENTS
	ProDoc	MTR	TE	
SOCIAL RISK For historical reasons, the local people still feel resentment and high distrust of government interventions in the field of wildlife	Not identified	H	C	This risk has not been identified in the project document but proved critical and seriously affected the progress of the activities of the project until its suspension. Some village populations, fearing that the project would reinstate a coercive regime, refused to participate in the consensual delineation of boundaries and to set up a village association to participate in the management of the PA. In some villages where the AVGAP bureaux were set up with the support of the project, some community members still fear that it will impose a form of dictatorship like State interventions in the seventies and eighties.

⁷ available from <http://content.undp.org/go/userguide/results/project>

RISKS (AS IN PRODOC)	CLASSIFICATION			COMMENTS
	ProDoc	MTR	TE	
conservation and refuse to participate in the initiatives proposed by the project				<p>Given the low level of concrete achievements of the project in the PAs of the OKM complex until 2015, some local populations were reluctant to trust and agree to move outside the PA, fearing that they would have no support after leaving fertile land in the protected area to relocate to dryland without water supply. These fears were compounded by high expectations for "accompanying measures" that exceeded the project's financial capacity and were not part of its expected results. The project continued community outreach activities, implemented support activities for sustainable livelihoods, and initiated procedures to undertake drilling in villages on the periphery of PAs. Despite these efforts, local communities have organized protests against PAs that had unfortunate consequences, leading to the definitive suspension of project interventions related to these PAs.</p> <p>Fazao-Malfakassa NP: This risk and its assessment are closely linked to the PAs of the OKM complex, although the memory of coercive management of PAs raises the skepticism of local communities throughout the country.</p>
<p>POLITICAL RISK Poor governance can undermine the government's commitment and capacity to strengthen the PA system</p>	M	L	L	<p>The project is strongly supported by the MEFR, under the leadership of the Minister, who is encouraging ministry officials at all levels to get involved and contribute to project activities and who has contributed directly to reducing the barriers to political expediency. This risk proved to be low.</p> <p>However, the institutional fragmentation of the bodies in charge of PAs at all levels is constraining the government's capacity to strengthen the PA system. This issue is discussed under the section on Institutional Risks to Sustainability.</p>
<p>POLITICAL RISK The political instability that has prevailed in Togo's recent history may undermine the government's commitment and capacity to strengthen the PA system</p>	M	H	H	<p>It is not so much instability as political expediency, especially during the election period, that proved detrimental to the project's objectives. Opinion leaders, senior officials from the intervention zone (deputies and senior officials), some of whom still had direct interests in them, raised the communities' views against the PAs and the project by playing on their resentment and their mistrust of state intervention in the area of wildlife conservation. Due to the strong influence of these actors and the strong resentment of the village populations (high impact and high probability that this behavior is manifested), this socio-political risk should have been assessed as high. These opinion leaders from the local diaspora had not been identified as stakeholders in the project document. The effectiveness of the mitigation measures taken by the ministry and the project (meetings led by the Minister and increased awareness of the project on PAs, their benefits and the concept of co-management) has been limited since violent protests against the project and PAs have taken place again in 2015.</p>
<p>FINANCIAL RISK Funding at the central level to support the consolidation of the PA system may be insufficient to guarantee its long-term operation</p>	M	H	H	<p>This risk was high (high impact, high probability) and remained so until the end of the project because the project interventions did not result in an improvement in the revenues of the PA system. The project assessed the financial needs for the operation of PAs as well as their economic role, but unfortunately, PA management plans do not include business plans or identify potential sources of funding to ensure their implementation. The assessments led to a proposal for a sustainable financing mechanism for the PA system. This assessment was available and widely disseminated in December 2017, but the proposals could not be implemented as part of the project. The project also supported IGAs in the riparian communities of the pilot PAs of OKM and the FMNP, whose effective contribution to the livelihoods of local communities could not be assessed, but which certainly improved the perception of local communities of the FMNP on the benefits of PAs.</p>
<p>STRATEGIC RISK Local communities do not accept that we change traditional practices that threaten biodiversity (eg. Hunting, use of bush fires to clear brush, charcoal production, livestock, etc.)</p>	M	M	M	<p>Risk and mitigation measures were correctly identified except for access to water outside the PAs for the OKM complex. The project did not have sufficient resources to meet all the needs of the communities bordering the PAs in terms of access to water and the drilling could not be completed due to the suspension of the project in this area, so that the communities have certainly continued their incursions inside the PAs to have access to the only accessible water body. The carbonization activities could also have been discouraged if the project had been able to advocate for the establishment of a checkpoint on the national road since this coal is almost entirely transported to the markets of Lomé. This post would have allowed to control the activity, the volumes and the origin of the wood used. Advocacy to impose taxation on coal, the adoption of incentives to encourage the use of gas and the promotion of improved stoves could also have been measures to mitigate this risk.</p>

RISKS (AS IN ProDOC)	CLASSIFICATION			COMMENTS
	ProDoc	MTR	TE	
				Even before concrete support for the development of IGAs and water supply through deep wells, the awareness-raising activities on collaborative management, participatory development of the management plan and co-management agreements have succeeded in changing the perceptions of village communities which now understand that <i>protected areas are for them</i> . For these communities, these activities were a tangible demonstration of the Government's commitment to introduce a new governance model that allows them to have benefits from the PA and develop ownership. Having confessed bluntly that they <i>entered</i> the park when it was under concession by the FFW, to carry out illegal poaching, coal-making, or cultivation activities, they claimed that they readily stopped their incursions into the PA once they understood the concept of co-management. They now exercise surveillance themselves to prevent activities that are incompatible with the objectives of the PA and intervene to raise awareness and inform offenders of the management rules of <i>their</i> PA. This perception shift, which took place in less than a year after the PRAPT started working directly with them, has been reported by all communities interviewed for the TE. This outstanding result is attributable to an appropriate sequence of interventions. At the request of the Minister, before any intervention, the project organized large information meetings to reach consensus on project interventions. The project adapted its strategy by emphasizing sustained communication with local communities involving prefects and deputies, which allowed for the dissemination of a clear message on the national vision of the PA system, in particular on participatory management and sharing of benefits related to PAs. Now, the same villages who did not want to set up AVGAPs and to participate in the consensual delineation of the PA boundaries are demanding the project support to complete the delineation and demarcation to know where to install their beehives in appropriate sites.
OPERATIONAL RISK Land conflicts could be an obstacle to the rehabilitation of the OKM Complex more important than initially evaluated	L	L	L	The land rights risk has indeed been low for the PAs of the OKM complex and for the Fazaou-Malfakassa NP. The clarification of this situation was carried out prior to the consensual delimitation activities with the representatives of the large family owners, who accompanied the delimitation activities in the field. Information gathered during the mid-term review indicated that people who had developed activities or settled in PAs were, for the most part, people from other regions or neighboring countries and had no land rights over the occupied land. On the other hand, due to a lack of interinstitutional communication, the regional and local administrative authorities have recognized the occupation of villages within the OKM PAs by providing them with social infrastructures including a school. Presumably for similar reasons, villages have been moved within the boundaries of the FMNP in a controlled occupation zone. The lack of communication and visibility at the national level on the process for strengthening the PA system, linked to the confusion created by opinion leaders on the very existence of PAs, gave rise to this type of inconsistent action.
ENVIRONMENTAL RISK Climate change is aggravating habitat fragmentation and efforts to reconnect OKM and WAP complexes are compromised.	L	M	M	This risk is considered moderate because the effects have already been observed by the local communities (observations of the participants during the METT threat assessment at mid-term) rather than developed gradually as foreseen in the project document. The risks associated with climate change in Togo include rainy seasons that may start with a delay of thirty days on average, interspersed with periods of drought and high temperatures. These changes may, seasonally, dry up the watering ponds that are vital to wildlife survival in the area. These changes may also affect access to water for human populations, increasing their dependence on rivers and water bodies within PAs. The effect of climate change on the condition of habitats within corridors has not been evaluated.

3.1.3 Lessons from other relevant projects (e.g., same focal area) incorporated into project design

Togo, through the Ministry of the Environment, has been engaged since 1999 in a process of rehabilitation of areas still viable with the financial support of the EU in the framework of the Com-Stabex 91-94, the Togo PA Rehabilitation Program, which intended to identify the populations living in protected areas, to undertake the re-delineation and restoration of the areas concerned, and to implement a population resettlement program involving investments in the riparian villages. In order to ensure that delineation followed a consensus process, the project supported the structuring

of peripheral populations in priority areas and the establishment of AVGAP and UAVGAP. The project initially focused on restoration and investments in local communities were delayed. In 2003, a population uprising in Mango against PAs and wildlife led to a death and the EU withdrew its support to PAs, redirecting funds to other purposes that were not related to PAs. The PRAPT integrated several key outputs of this project: i) striving to complete the participatory / consensual delineation of PA boundaries, although involving local communities rather than enterprises for the building of landmarks, ii) supporting the organization of local communities through the revitalization of existing AVGAPs and UAVGAPs or supporting the establishment of new ones, and iii) conducting trainings on participatory management of PAs. The polygons that serve as a basis for mapping the boundaries of the PAs are derived from the coordinates of the boundaries established in this project.

The Program of Work on Protected Areas (PoWPA) of the CBD for Togo was to lay the foundations of PRAPT. Many recommendations have actually been integrated into the design of PRAPT. A gap analysis was conducted as part of the POWPA in which habitat coverage by the PA system is compared with that of areas of importance for bird conservation. The final report of the POWPA had highlighted the political expediency of candidates during election periods as an obstacle to the process of requalification of PAs, as the state-led requalification process focused solely on the protection of PA resources at the expense of socio-economic considerations of the riparian populations, and identified this type of approach as the main factor hindering the peaceful coexistence of protected areas with local populations.

The project also incorporated system-level and site-level recommendations from the 2008 evaluation of the management effectiveness of 8 PAs in Togo by IUCN (African Protected Areas & Conservation Program) at the request of the DFC. This diagnosis served as a basis for the development of several of the project's expected results.

3.1.4 Planned stakeholder participation

Stakeholder analysis. All the main actors have been identified as well as their foreseen role in the project implementation. Information on planned stakeholder participation was presented in the section 2.6: Main stakeholders.

Consideration of the views of those who may be affected by the project decisions, who may affect the results, and who can provide information or other resources to contribute to the design and project preparation: During the interviews conducted for the MTR, the officers of the administration in charge of PAs at different levels, members of scientific institutions, and the prefects confirmed having been consulted during the preparation and various validations of the project. Local community members interviewed reported that they were consulted during the development of the project but that their expectations had not been taken into account. Indeed, local communities hoped to benefit from supportive measures (e.g. social infrastructure such as schools and clinics, and support for the development of IGAs) as compensation for their resettlement outside the PA. Such measures had been planned as part of a previous project implemented in 1999 but interrupted before they were able to provide the support promised to local communities (see section 3.1.3), but are not foreseen under the PRAPT, except for supporting the development of IGAs. The disappointment of the communities proved to be a factor of demotivation which hampered their openness to the project proposals to the point of compromising their realization in the OKM complex. It would have been important to be absolutely clear about the types of direct support to communities that the project would have been able to provide in order to avoid disappointed expectations, but still, to act as a priority to ensure communities' vital needs.

Gender mainstreaming in project design: Women are affected differently by any intervention related to natural resource management and this aspect needs to be taken into account in the design and implementation of activities as well as the evaluation of their outcomes. Yet, this dimension has not been integrated into the project design and most of the parties involved are indeed men. No gender or social assessment has been carried out during the project preparation and implementation. The project M&E plan did not include disaggregated indicators to account specifically for women's participation in project activities and the effects on them. However, following a recommendation of the MTR, the project later adopted disaggregated operational indicators related to IGAs.

Best practices to be adopted for future interventions, which are now required for UNDP projects, will be to complete a gender assessment to be able to develop a strategy to mainstream gender in all project interventions and to ensure that all operational and performance indicators that document the outputs and outcomes of the project in relation to the communities systematically report these results separately for men and women. No recommendation will be formulated since this is now required for all UNDP projects.

3.1.5 Replication approach

The replication approach put forward in the ProDoc is linked to its efficiency approach and entailed the establishment of a national framework improving the effectiveness of the management of the PA system to conserve biodiversity and enabling the replication of restoration interventions and operational management improvements conducted in pilot sites

(first in the OKM complex PAs, later in the FMNP) to other PAs in the country.

The project was to enable Togo to more effectively manage the rationalized national terrestrial PA system over 578,000 ha to improve biodiversity conservation. Learning related to the rehabilitation and effective management of PAs in the pilot sites should create opportunities to replicate the management and governance model in Togo's other PAs by demonstrating that improved management and connectivity can contribute to biodiversity conservation and adaptation to climate change while maintaining ecosystem services for the benefit of local communities. Although the demonstration of the project's contribution to global environmental benefits and the maintenance of ecosystem services is limited, Togo's other priority PAs have indeed benefited from improved system management effectiveness at the national level, such as capacity building of PA governance and management frameworks under the first component of the project. Furthermore, through collaborations with other projects (PGICT and GIZ) that followed the models developed by PRAPT with the PAs of the OKM complex and the FMNP, several priority PAs have already benefited from consensual delineation, preparation of management plans based on biodiversity inventories (Alédjo, Abdoulaye, Amou Mono, Togodo), drafting of requalification decrees (Abdoulaye, Alédjo, Togodo), setting up of a Local Management Committee (Togodo) and co-management agreements based on a participatory mapping of the PA zoning (Alédjo, Abdoulaye, Togodo). It is important to outline the fact that, thanks to the effective synergies established with these interventions which allowed to replicate the project's approaches, such results largely exceed the expected outcomes of the project, as defined in the logical framework.

The replication and scaling up of experiences would have been facilitated by the establishment of an effective knowledge management system to ensure the collation and dissemination of experiences and information gained in the course of the project's implementation.

3.1.6 UNDP's comparative advantage

UNDP's comparative advantage for the GEF lies in its global network of country offices resource persons in environment at country and regional levels, and its country presence in Togo, which allows connecting the country to worldwide knowledge, expertise and resources. UNDP's experience in integrated policy development, human resources development, institutional strengthening, and non-governmental participation was also relevant to this project, namely for the component 1 which aimed at strengthening the legislative framework and institutional capacities. UNDP's comparative advantage is also related to UNDP close relationship with the Government of Togo and its credibility as projects are subjected to multiple audits, which ensures the transparency of project management.

3.1.7 Linkages between project and other interventions within the sector

The project established a cooperation with the following 3 projects, through sharing reports, informal collaboration, reciprocal invitations to various workshops under each project, and sharing project staff's expertise for training and for the development of management plans:

- Through the cooperation with the Integrated Disaster and Land Management Project (**PGICT**) funded by the WB from 2013 to 2017, PA managers and AVGAP members have been trained, sworn officers of Water and Forests have been trained in judicial procedures, and 3 PAGs were developed for the Alédjo, Abdoulaye and Amou Mono PAs.
- Through the cooperation with the **ProMono** project funded by GIZ from 2014 to 2018, support was provided to improve the management of the Togodo PA, the PAG was developed, the ecological monitoring system was operationalized including the supply of equipment, local agreements have been negotiated with the communities, riparian communities have been trained in participatory surveillance for its operationalization, and an agreement was concluded with the MEFR on a yearly contribution of 6 million FCFA to support the participatory surveillance of the PA with AVGAPs.
- Through the collaboration with the Promotion of Togo's Non-Timber Forest Products (**PNFL**) project implemented by FAO in 2017-2018, the NWFP supply chains have been identified for all of Togo (shea, néré, honey, cashew, etc.), the capacity of existing groups to organize value chains has been strengthened, including the supply of equipment, sustainable management measures for NTFPs were developed, a beneficiary complementarity strategy was designed to enable them to target villages where PRAPT is not involved, and information was shared on training on honey production and recruitment of trainers.

In addition, a collaboration was established with the UNDP-GEF Small Grants Programme (**SGP**) to inform PRAPT of the launch of the call for projects at each funding cycle. Since the start of the PRAPT, support was provided to local communities to prepare 5 submission files and 3 projects have been funded, including one NGO in Mango for reforestation at the periphery of the OKM PAs, and a gardening project along the Oti River bordering the OKM PAs. There has been no SGP project call since the PRAPT has transposed its activities around the FMNP.

3.1.8 Governance and management arrangements

The Government of Togo through the MEFR received GEF funding for project technical assistance and implementation and the management of this funding was entrusted to UNDP as the GEF **implementing agency** for this project. The project implementation, planned over 5 years, was actually implemented over 7 years after the clearance of a 24-month extension request.

Organization of project management:

- Execution: MEFR
- Quality Assurance / technical and financial management: UNDP at CO regional and global levels
- Day to day implementation: PCUs based in Lomé and, until November 2015, a local PCU in Mango
- Technical expertise, ToRs, review of consultants' outputs: Chief Technical Advisors, Technical Committee
- Other technical partner (as planned in the ProDoc): IUCN (regional office in Burkina Faso), through its commissions and programs
- Supervision and strategic guidance: Project Steering Committee

Modality of execution. The project was developed to be implemented according to the National Execution Modalities (NEX/NIM). However, following an evaluation conducted by UNDP, the management arrangements were changed to "Support to NEX". International consultations for which payments were to be made in foreign currencies were managed according to direct execution (DEX) arrangements.

Executing Agency. The main executing agency was the Directorate of Wildlife and Hunting (DFC) but following an institutional reorganization of the Ministry of Environment and Forest Resources (MERF) in accordance with Decree No. 2012-006 / PR of 07 March 2012 on the organization of ministerial departments, the project came under the Directorate of Forest Resources (DFR) which is now accountable to the Government for the project implementation and the timely and verifiable attainment of project objectives and outcomes of the project. A focal point, the National Project Director (NPD) was appointed within this department to represent the DFR in the project implementation. The contributions of this institution are mainly focused on staff support and infrastructure rehabilitation of targeted PAs.

Implementing agency. UNDP CO was responsible for financial and audit services to the project, staff recruitment and contracting of consultants and service providers, overseeing financial expenditures against project budgets approved by PSC, appointment of independent evaluators, and ensuring that implementation follows UNDP/GEF procedures. Furthermore, UNDP provided advisory support for the implementation of activities, ensured financial management and payments (albeit with significant delays), secured acquisitions, liaised with the Government, MEFR, GEF and WAEMU, participated to a field visit on a yearly basis, advocated for the resumption of the project and contributed to the request for extension.

Supervisory committees. As per the ProDoc, it was foreseen that two committees would be responsible for overseeing the project, the steering committee and a technical supervision committee. These two committees were established through the Order No. 045 MERF/CAB/SG/DFC signed in December 2012. The **Project Steering Committee** (PSC), chaired by the Minister of the MEFR or his delegate, was responsible to serve as the decision-making body of the project. It was expected that this committee would meet twice a year. The same order created the Local Management Committee for the OKM complex which acted as a local steering committee. National and local steering committees include all the stakeholders and representatives of the target groups. All meetings of the national PSC took place in the capital city Lomé. These committees met twice a year to agree on the planning of activities and to review the implementation of the annual work plan by the end of the year. In addition to these steering committees, local associations for the management of PAs (AVGAPs and UAVGAPs) were set up and supported around the complex of OKM PAs and Fazo-Malfakassa PA, to promote the co-management of the PAs. There was no PSC meeting in 2012 besides the inception workshop. From the establishment of the PSC in December 2012 (18 months after the official start of the project) till the suspension of the project, the PSC met at least annually in the first stage of the project to fulfill the regular tasks of approving progress reports and work plans, but played a particular role in highlighting the external influences exercised by executives acting as opinion leaders in their areas and the need to raise awareness and involve them in decisions about PAs. The PSC has improved inter-ministerial synergies specially to coordinate actions in support of local communities, as with the Ministry of Agriculture to support agricultural activities and the Ministry in charge of Water for drilling wells. By raising the awareness of other ministries, the PSC has avoided harmful actions for PAs such as the construction of schools and stores for food crops. The PSC has played an important advisory role for prioritization and financial investments in local communities. After the social uprising in November 2015 and project suspension, a meeting in April 2016 brought together some key actors of the PSC, including representatives of the Ministries of Planning and Development, Territorial Administration, Decentralization and Local Government, Agriculture, Security and Civil Protection, and Environment and Forest Resources as well as technical and financial partners, to provide guidance to the Government in organizing broad

national consultations following the unfortunate events of Mango and on the appropriate strategy to restart the implementation of PRAPT. No further PSC meeting took place in 2016. A PSC meeting in June 2017 validated the identification of the FMNP as a new pilot site for component 2, since project activities could no longer be conducted in the OKM complex.

Created by the same decree as the PSC, the Technical Supervision Committee of the project was the advisory body in charge of assisting the MERF and the PSC by proposing general guidelines for the national and local implementation of the project, providing the required technical support, and contributing to the management of potential conflicts over uses in the areas of PAs. A first meeting of this technical committee was held in December 2013. This meeting had a very large participation of about 70 people, including the members of the PSC and the technical committee, the deputies concerned, the administrative and traditional authorities, the prefects concerned, the central and decentralized administration of the MEFR, representatives of civil society, as well as many international experts to present the experience developed in their country (Benin, Burkina Faso, West African Savannah Foundation). Experts presented the planned actions in the Pendjari corridor on the Benin side, as part of the PAPE project and several recommendations consolidating the ProDoc have been presented. The second meeting scheduled two years later in December 2015 never took place due to the suspension of the project in November 2015. Upon the resumption of the activities of the PRAPT in June 2017 with a refocusing on the Fazo-Malfakassa NP, this meeting was not reprogrammed, partly because the level of adhesion of the local population of Fazo-Malfakassa and the involvement of local officials and deputies were high.

These two supervisory committees could have played a more active role in the validation of ToRs, including the technical specificities and estimation of the level of effort required to achieve requested tasks. For example, a 6-month time allowance for developing the management plan and the ecological monitoring system for the MFNP was insufficient if one considers that the PAG is based on a participatory mapping process that had to be conducted in twenty villages, which represents a large population and numerous problems to consider before reaching a consensus on all the boundaries of the zones and on the uses that are permitted. Such an exercise is time-consuming and the level of effort to achieve this contract has been underestimated.

Project teams. Initially and until the suspension of the project in November 2015, the project was implemented by two teams, the Project Coordination Unit (PCU) based in Lomé and in charge of project achievements at national level and monitoring of activities in the field, and the Mango-based Oti-Kéran-Mandouri coordination unit responsible for managing the operations carried out at the targeted site, the OKM PA complex.

The PCU consisted of three full-time staff including the National Project Coordinator (NPC), an Administrative and Financial Assistant (AFA) and a Monitoring and Evaluation Expert in charge of databases and Georeferenced Information System. The PCU was responsible for day to day implementation as per workplans validated by the PSC, for reporting on project progress and for preparing workplans and budget requests. The NPC was responsible for the results in accordance with the project schedule and budget, compliance with UNDP administrative and financial procedures and collaboration with partners. Upon resumption of activities in 2017 (after the approximately one-year suspension), the whole project team was reduced to the NPC supported by the AFA, the ecological monitoring expert on a 6-month contract, a driver and an assistant, working from offices located in Lomé.

The AFA was part of the Government counterpart to the project and never had the status of project's staff (in terms of salary, taking into account overtime, rates for travel expenses, etc.), and yet was subjected to the requirements of a UNDP-GEF project in terms of workload, performance and availability which do not compare with the working conditions of a Government official. Neither did he benefit any type of incentive or compensation such as targeted training. Such an arrangement was inequitable for this key position in the project team. Furthermore, he did not have access to UNDP's information system which complicated his work as he had to rely on the UNDP CO to provide required information which entailed additional delays for current procedures.

The PCU was to be supported by a Senior Technical Advisor (STA) during the first half of its implementation, but his contract was not renewed after one year because of his poor performance and, as the project's technical experts were only recruited in 2013, they did not have the opportunity to work with him. A new STA was recruited in 2014 to support the project for 18 months but this support was limited to three short-term missions (12 days, 1.5 month, and 12 days). Other national and international consultants have been contracted.

The local coordination unit for OKM included a site manager responsible for stakeholder involvement, PA management and investment planning, an expert in social mobilization and alternative livelihoods, an expert in participatory management of natural resources and land use planning, an ecological monitoring expert and a driver. This team was responsible for supporting all PA management interventions, establishing a board of directors for the OKM PA complex, supporting the creation of micro-projects to develop new livelihoods, facilitating involvement of communities bordering

PAs, planning land use in PAs and migration corridors outside PAs and working with PAs in neighboring countries to restore connectivity at the regional level, especially with the WAP complex.

3.2 Project Implementation

3.2.1 Adaptive management and feedback from M&E activities

The project developed a first work plan for a period of 7 months followed by annual work plans but did not develop an overall work plan covering the total duration of its implementation. The lack of a global vision of all the interventions and their chronology, and the requirement to apply for funding for each activity has forced a tedious and inefficient activity-by-activity implementation, reducing the potential for increased planning efficiency and contributing significantly to the slower pace of achievement. For most of the project, annual planning was done with the project team during a retreat. This planning was then broken down into quarterly and monthly work plans (the latter are internal to the project). However, the assessment of the progress of the project for the preparation of the annual report was dissociated from the planning process, thus making it impossible to carry out adaptive management by integrating the lessons learned from the evaluation of the results and effects of the project.

A significant change was made to the project design and to the second project outcome and related outputs during implementation in response to the Ministry's formal directive to suspend indefinitely all project activities within the OKM PA complex. Since the second component was focused on this specific site, a new site meeting both the GEF (biodiversity of global importance, demonstrative value for further replication of results) and the Government's criteria (regional importance of the site) was identified and outputs were reformulated accordingly. Besides such changes required by the difficult circumstances and events that the project and the government have not been able to contain and pacify despite their best efforts, no proper adaptive management has been carried out on the basis of monitoring and evaluation of results and indicators. Annual work planning was not associated or preceded by a participatory evaluation of the progress of the project while the joint operation of these two activities would have facilitated the adoption of adaptive management by integrating lessons learned from the evaluation of project results and outcomes of the previous year.

3.2.2 Partnership arrangements

WAEMU committed to assisting Togo in upgrading the OKM PA complex for integration with the Entente Parks initiative and contributed directly to the financing of the project, a contribution that was managed by UNDP. The project has maintained ongoing communication with this co-financing partner through (i) quarterly meetings in Lomé with the resident representative of UNDP of all UEMOA-funded projects, (ii) PPC meetings, (iii) quarterly reports and communicated to all partners, and (iv) during the preparation of the AWP. Furthermore, when needed, special meetings were held with the PCU, UNDP and WAEMU to find solutions to specific problems.

IUCN was expected to play a key role in helping to restore the ecological condition of the OKM complex and serve on the steering committee of the project. A management agreement was to be established between MERF and IUCN to frame IUCN's support for stakeholder capacity building activities on METT and RAPPAM monitoring tools and on PA management. However, at the start of the project, IUCN chose to contribute only under contracts for specific activities, and its support was eventually limited to training on the use of the management effectiveness tracking tool for PAs (METT). The project no further used its services, in particular because of the high cost of its services compared to the amounts previously agreed upon.

NGOs. It was expected that contracts would be established with local NGOs, such as RAFIA and CARTO that were operating in the OKM complex area, for their participation in the implementation of activities under outputs 2.4 and 2.5. Although the project has maintained regular contact and collaboration with these NGOs, these partnerships have not been the subject of formal agreements. The NGO Agbozegue supported the project through providing trainings and equipment to four local communities neighbouring the OKM PAs for the restoration of degraded lands. However, to oversee the development of IGAs for the riparian communities of the FMNP, the project has concluded contracts with 2 NGOs, an association and a small business.

As part of **South-South cooperation**, the project also benefited neighbouring countries' support through

- Benin's General Directorate of Forests and Natural resources support in the training of Togo's officers in charge of PA management for the processing of ecological data, including through multivariate analysis, as part of the cooperation agreement of 2012 in the field of environment and natural resources management between the Governments of Togo and Benin;
- A study trip in 2014 which took 19 participants from the three prefectures of the OKM complex, including some village inhabitants, and AVGAP CLG members of the OKM complex, to the Pendjari NP in Benin. This study tour helped train

and raise awareness of the participants, including some who were known to be non-supportive of the OKM rehabilitation, on the Pendjari NP history, management and development plan, surveillance strategy, and monitoring challenges, on the contribution of Village Associations for the management of wildlife reserves (AVIGREF), equivalent to AVGAPs in Togo, to co-management and local development.

- A study trip to Burkina Faso in 2015 by three project staff, including the STA, to familiarize with the Arly National Park's ecological monitoring system and align the design of the monitoring system for the OKM complex in view of its integration to the WAPO complex.

3.2.3 Mobilization of stakeholders

Participatory process for the implementation of the project: The project document described the extensive consultation processes that went into the project preparation by all the stakeholders in the public sector, as well as the NGO and CSOs. The same participatory process has continued throughout the implementation of the PRAPT, involving as relevant most of the stakeholders identified in the section 2.6. Besides the formal participation of stakeholders through the PSC and the technical committee, the project resorted to large meetings to validate several project outputs such as the communication strategy and plan or the report on the financing of the PA system, review of the PA management system, and review of the legal framework of PAs.

The **development of PA management and development plans (PAGs)** is a highly participatory process that integrates the various experiences gained in participatory forest management and is consistent with the Government's political will to continue and make effective the involvement of local populations in the conservation and promotion of national forest and wildlife resources. Each step of the elaboration of the PAGs required the concerted and consensual efforts of the various stakeholders concerned by each PA through preliminary surveys and validation and feedback meetings. This participatory process involved i) the prior information and awareness campaign for local communities and local authorities on the process of drafting the PAGs through village assemblies and what concerns them, ii) conducting socio-economic studies and interviews, and wildlife and forest inventories with the support of national scientific institutions and experts, iii) a workshop for the validation of technical studies with representatives of the technical directorates of MERF, the other sectoral ministries concerned, associations of PA riparian communities, and NGOs involved in the management of natural resources, iv) negotiations with the decentralized communities (prefects, mayors), the representative structures of the communities (UAVGAPs, AVGAPs, Cantonal, Village and District Development Committees), traditional authorities and the local forestry administration, natural resource users (hunters, transhumant pastoralists, charcoal growers, and loggers), women's groups, and the technical and financial partners, and v) restitution meetings of the PAG taking place in the cantons bordering these PAs.

Consultations with local stakeholders after the events of November 2015. At the time of the MTR, the social context had improved and seemed favorable to pursue the project interventions. However, during the last quarter of 2015, local people in the area of the OKM complex started showing renewed distrust toward efforts to rehabilitate PAs conducted by the project. Protest demonstrations led to clashes and unfortunate events. On November 7th, 2015, the Government suspended the project to restore a favorable climate for consultation with all stakeholders. Since these events, the Ministry of Environment and Forest Resources has spared no effort to create a peaceful environment to enable the relaunch of the project. Numerous consultation meetings with all stakeholders and information on the situation in other PAs, led the Ministry of Environment to request the Prime Minister to withdraw the suspension on other PAs, while consultations were conducted with the population adjacent to the PAs of the OKM complex. The Ministry of Environment and Forest Resources held a consultation meeting with key stakeholders in March 2016 to discuss the issue of the management of PAs and to reflect on new intervention approaches. Minutes were signed by three key ministries (Ministry of Environment, Ministry of Development Planning and Territorial Administration, Ministry of Decentralization and Local Government) and submitted to the President of the Republic and the Prime Minister.

Consultations with local stakeholders prior to initiating any intervention related to the Fazao-Malfakassa NP. As required by the Prime Minister, prior to conducting any activity in the FMNP, the project engaged in consultations with local legislative representatives, government officials and opinion leaders from the 5 concerned prefectures. Consultations and mobilization of authorities in support of the project's activities were successful and the local political actors signed a commitment for their participation in the implementation of the activities of the project to minimize the political risk.

Gender mainstreaming in project implementation. Even though the project was not designed specifically targeting women, the gender issue was mainstreamed in most project activities. Since quite early stages of the project (as reflected in the PIR 2012), women have been targeted and encouraged to participate in the project implementation. The PCU required a minimum of 15% of women participants in all meetings with local communities and women have been systematically invited to participate in the project workshops. The project strived as much as possible to involve women

in awareness sessions and especially when recruiting local laborers for the consensual delineation and demarcation of PAs, thus involving more than 175 women in this process. The work to materialize the limits of the PAs (making of the landmarks) brought income of nearly five million FCFA in one month to a hundred people in the local communities, of which 25% of women; however, it must be noted that these revenues are not sustainable. The development of a type of IGA exclusive to women, the processing of shea nuts into shea butter, specifically targeted five groups of women in local communities bordering PAs of the OKM complex. For other IGAs, the project requested a ratio of 50% female beneficiaries. Unfortunately, the suspension of the project in the OKM area and the incipient stage of IGAs in communities around the FMNP did not allow to document the effect of these activities on women's incomes and the impact on their quality of life. During meetings with local communities, it was reported that AVGAP bureaux were predominantly male, however most bureaux include at least one or two women. Women are represented in all CLGs established with the support of the project, although in a minority way. All volunteers who supported the project were women.

3.2.4 Communication

The development and implementation of a communication strategy was foreseen in the ProDoc but had not been developed until the MTR, despite the repeated recommendations since the launching workshop, the first meetings with the Minister in charge of the Environment and during the meetings of the Steering Committee. Although the project maintained the necessary communications as needs arose, its partners mentioned the lack of communication as a gap in project management.

The inception workshop only took place in the capital, Lomé. A formal inception workshop had been planned in the OKM complex site but never took place due to the slow mobilization of necessary resources. The decision to leave out this workshop on the pilot site possibly sent the message that the local stakeholders, including village communities, were not as important as the central administration for the success of the project.

One of the constraints to the implementation of the project was that people did not perceive the benefits of PAs and had high expectations of supportive measures (especially social infrastructure, clinics, schools) that the project had neither the means nor the objective to provide. During consultations as part of the project preparation, local communities shared their expectations in terms of support (*mesures d'accompagnement*) and were disappointed that the project did not address it. Following consultations, there was no appropriate feedback with the consulted communities to clarify what the project could do and would be able to support to avoid disappointed expectations and demotivation.

At the end of 2014, following the MTR recommendation, a national Information, Education and Communication (IEC) strategy on PAs and biodiversity for the project was developed and validated through a national workshop. The strategy included an approach to promote participation and synergies with other stakeholders and the dissemination of the project interventions and achievements, through several media such as a Facebook page, communication in real time on on-going events through WhatsApp, and contributions to the Government's publications on environmental issues through the Government's communication unit. The strategic communication plan for the project and for the PA system has been important to help restore a link between local communities and their PA by changing their perception of the purpose of PAs and the benefits they can bring and also to promote national ownership of the PA system and depoliticize PAs.

Later, in 2016, a communication plan was specifically developed to support the resumption of activities after the project suspension and disseminate an outline of planned interventions. Increased internal and external communication with all stakeholders, especially on site, was a prerequisite for resuming project interventions after the project suspension.

3.2.5 Project Finance

This section assesses the key financial aspects of the project, including the extent of planned and realized co-financing. Financial data to complete the financing table were provided by the Project Coordination Unit.

GEF. Table 6 shows that, as at 30 April 2018, the GEF had contributed 75% of the committed grant. It is expected that the remaining funds of the GEF grant will be used until the end of the project implementation to cover the remaining costs of the project including the TE.

UNDP pledged a co-financing of US\$900,000 through TRAC and other projects funds. This amount included a grant contribution of US\$ 500,000 from TRAC funds and an in-kind contribution of US\$ 400,000 through the implementation of two UNDP-funded projects, the Capacity-Building Program for Environmental Management, and the Joint Program for the Management of the Environment. Poverty Reduction and Localization of the MDGs: Millennium Communes, and GEF SGP program support to micro-projects in peripheral communities of the OKM complex. The contribution of these

projects to the PRAPT in terms of output has not been identified and their achievements have not been systematically recorded and valued so that it has not been possible to estimate the actual contribution to the project.

MEFR / DFR. The MEFR pledged a total of US\$1,450,000 as grant and in-kind co-financing for their participation in the project implementation, office facilities, and project contributions contributing to enhancing biodiversity conservation and PA management. The estimates in Tables 6 and 7, and detailed below indicate that the MEFR actual contribution is US\$471,758 or **33%** of the initial commitment. If the PNADE is set aside, the actual MEFR grant and in-kind contribution amounts to **105%** of the pledged contribution.

MEFR actual **in-kind** contribution amounts to US\$93,450 which includes coordination and meetings with partners and stakeholders, participation of technical staff in project activities, provision of premises and office furniture in Lomé and in Mango where the project coordination unit and the local project management unit (up to 2015), were located, including water and electricity, and equipment over 7 years, amounting to 31% of the contribution initially pledged. The lower in-kind contribution as compared to the pledged contribution is due to a different interpretation of in-kind contribution (see details below).

At the time of the TE, MEFR **grant** contribution amounts to US\$188,912 which includes an estimation of the active participation of ministry's staff in the project activities. This amount represents 126% of the grant co-financing initially pledged, excluding the expected contribution from the PNADE. A large part of the MEFR planned contribution was through the EU-funded National Program of Decentralized Actions for the Management of the Environment (PNADE) which accounted for a co-financing amount of 1,000,000 USD, representing 24% of the total resources pledged at the stage of the CEO submission. This contribution was expected to provide for the identification and demonstration of livelihood activities for riparian populations and transhumant herders, training and information of decentralized authorities on support to local development, and support to development and financing micro-projects aiming at reducing pressures on natural resources. Without knowing the basis of calculation for estimating the contribution of the project at US \$ 1,000,000, it seems that this amount was overstated. Nevertheless, the PNADE closed before the technical staff of the project was hired, thus preventing any collaboration with the PRAPT. Three territorial integration plans (PITs) were elaborated through this project for prefectures within the OKM PA complex, but their review by the project staff revealed that although the PITs did address general environmental issues, none of them effectively integrated biodiversity conservation and elephant migration needs. Therefore, no contribution from the PNADE could be accounted for in the estimate of the co-financing to the PRAPT.

WAEMU. The WAEMU grant is a direct cash contribution managed by UNDP. WAEMU pledged a co-financing of US\$500,000 without mentioning a specific purpose. As at 30 April 2018, the actual contribution amounted to 54% of the pledged contribution. This is explained by the fact that WAEMU stopped paying its contribution when the project was suspended in 2015 and, by the time the project was ready to resume its operations (after the no-cost extension was agreed), the MoU had expired. The renewal of the MoU to allocate the balance of the contribution initially pledged by WAEMU required a few meetings to allow the MEFR and UNDP to advocate for the project and explain the reasons for imposing and for lifting the suspension, the 2-year extension period, as well as the new strategy focused on the FMNP to the new WAEMU representative in Lomé.

CARTO. The contribution of the CARTO partner organization amounts to 80% of the amount committed and represents agricultural training and other support provided to families in villages bordering the PAs of the OKM complex, until the suspension of the project in this area in 2015.

Local communities. The contribution of local communities was estimated at US\$15,600 representing their involvement in the PRAPT activities: PA consensual delineation and demarcation of PAs, in awareness and training activities, participatory mapping and development of the FMNP management plan and the final evaluation of the project.

Leveraged funding. An amount of US\$189,396 has been estimated to account for the outputs of other projects implemented under the MEFR that are contributing to the PRAPT's intended outcomes: the development of PAGs for the Aledjo, Abdoulaye and Amou-Mono PAs by the PGICT, the national forest inventory and mapping by GIZ, and awareness and anti-poaching campaigns carried out in the PAs of Fazao-Malfakassa and Togodo-Sud.

Table 6. Financial planning of the project and actual contributions from partners as at 30 April 2018 (amounts in USD)

Source of co-financing	Type of co-financing (cash, in-kind, partner-managed funds)	Amount pledged upon approval of the CEO	Actual amount paid at mid-term	Actual amount paid at the final evaluation	Anticipated amount at the end of the project
GEF	Grant	1,222,200	376,736 (31%)	917,490 (75%)	1,222,200 (100%)
WAEMU	Grant	500,000	116,258 (23%)	269,947 (54%)	500,000 (100%)
CARTO	Partner-managed funds	150,000	90,000 (60%)	120,000 (80%)	120,000 (80%)
MEFR (through PNADE project)	Partner-managed funds	1,000,000	Data not available	Data not available	Data not available
MEFR	Grant	150,000	105,000 (70%)	188,912 (126%)	188,912 (126%)
	In-kind	300,000	78,264 (26%)	93,450 (31%)	93,450 (31%)
	Leveraged (PROMONO-GIZ, PFNL, FNDF)	-	-	189,396	189,396
UNDP Togo (regular resources) through other projects	Partner-managed funds	400,000	Data not available	Data not available	Data not available
UNDP Togo (regular resources)		500,000	91,503 (18%)	412,380 (82%)	412,380 (82%)
Local communities	Involvement in the PRAPT activities	Not estimated	-	15,600	15,600
Total resources invested in the project implementation		4,222,200	> 857,761 (> 20%)	2,207,175 (52%)	2,726,338 (65%)

Table 7. Summary of amounts pledged and realized as at 30 April 2018 (amounts in USD)

Cofinancing (type / source)	GEF		UNDP		Government of Togo		WAEMU		CARTO		Total	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants or cash contributions	1,222,200	917,490	900,000	412,380	1,450,000	378,308 (Without PNADE)	500,000	269,947	150,000	120,000	4,222,200	2,098,125
Loans/concessions												
In-kind					300,000	93,450						93,450
Totaux	1,222,200	917,490 (75%)	900,000	412,380 (46%)	1,450,000	471,758 (33%)	500,000	269,947 (54%)	150,000	120,000 (80%)	4,222,200	2,191,575 (52%)

In-kind and grant contributions. The differences between planned and actual in-kind and grant contributions from the Government are related to a different understanding of “grant” and in-kind” co-financing. The contributions from the MEFR have been rigorously re-evaluated based on the following definition which allows to account for the real and effective contribution of partners.

“Everything that is budgeted for on a ‘current basis’ (i.e., as part of a current/operational budget) can be categorized as ‘Grants’ as part of the co-financing, including activities, salaries, new vehicles, new infrastructures and miscellaneous operational costs. Contrary to common belief, staff time is NOT ‘in-kind’, but as ‘Grants’. This is because every year a partner, e.g., government, needs to budget for the time of staff, consultants, managers and various other associated costs of an activity / initiative on a current basis. On the other hand, **the estimated value of using existing office space or previously purchased furniture, vehicles, equipment etc. that are to be made available to the project should be reported as ‘in-kind’.** In other words, the goods and services that were not acquired on a current basis, but in the past, are ‘in-kind’. The ‘in kind’ category denotes that we only account for their use value (or ‘rent’).”

Project financial execution

The project was developed to be implemented according to the National Execution Modalities (NEX/NIM). However, following an evaluation conducted by UNDP, the management arrangements were changed to "Support to NEX". International consultations for which payments were to be made in foreign currencies were managed according to direct execution (DEX) arrangements.

Following the "Support to NEX" modalities, rather than being managed based on quarterly advances justified by a work plan as is the case for NEX/NIM projects, the administrative process for the disbursement for the realization of each activity implies a succession of validation steps: The preparation of the TORs for the activity (internal project step) involved the preparation of a first draft with a cost estimate by the relevant expert, then forwarded to the NC for review and validation. This step sometimes involved significant delays. TORs were then forwarded to the AFA who prepared the budget to be further validated by the NC and the expert and then submitted to the UNDP PO for validation (short 3 to 5-day delay). TORs and budget (FACE form) were submitted to the National Project Director (DNP) and then to the Minister of the Environment for signature before being submitted to UNDP. This step involved significant delays when the Minister of Environment was not available. Funds were transferred by UNDP following receipt of the FACE form (minimum period of 2 weeks). Then the DNP requested the Treasury to put the funds at the disposal of the project (money had to go through the Treasury since the project could not have an account allowing transactions). Once the funds were released by UNDP, the project had to submit a financial report within 2 weeks, without taking into account the time required by the Treasury to make the funds available to the project, and regardless of the duration of activities that could easily exceed 2 weeks, for example boundary activities that required negotiations with local communities and reiterations in case of refusal, field surveys, socio-economic studies etc. Unused funds had to be returned after 6 months.

The "Support to NEX" implementation modality where each activity had to be the subject of an individual funding request imposed a heavy and unproductive burden on the project team, particularly in the absence of a STA. In the first phase of the project, the weakness of the ProDoc guidelines, the lack of common understanding of the interventions to be implemented to achieve the expected results, and the ineffective support of the first STA burdened and slowed down the planning and implementation of activities.

From the beginning, this management was based on the initially approved budget included in the ProDoc since there has been no budget revision.

Financial audits. Financial audits are conducted to control and redress practices that are not in line with UN rules. Until the MTR, no audit had yet been carried out for the project. This procedure was not required in the early years because of the very low rate of execution. The first project audit was conducted in 2015 to review the year 2014. No other audit was conducted because the project operations were suspended and only resumed in 2017. The audit report for the year 2014 concluded with a favorable opinion. A 670 \$US gap has been justified by UNDP CO. The audit found no inadequacy of the internal control system, and that the management was in accordance with the aims of the project, UNDP rules and justified by the appropriate accounting documents

Variations between planned and actual expenditures. The data and information required to assess the cost of each outcome and compare actual vs planned expenses for the various budget items have been provided by the PCU. Data are presented in the Annex 15 - Expenditure statement per outcome as at 31 April 2018, including explanatory notes. Significant variations between planned and actual expenditures are found for the following categories:

- **International consultants:** the cost for international consultants for all project components corresponds to 81% of the amount budgeted in the TBWP of the ProDoc – this difference is mainly explained by the fact that the consultant in ecotourism and marketing provided for in the ProDoc was not recruited.
- **National consultants:** the cost for individual national consultants for all project components corresponds to 73% of the amount budgeted in the TBWP of the ProDoc. The difference between planned and actual costs is explained by consultations being done at a lower cost, one being awarded to an international (rather than national) consultant, and the project also adopted a participatory approach to address a specific issue rather than hiring a consultant.
- **Contractual Services for Individuals:** the cost for Contractual Services for Individuals for all project components corresponds to 50% of the amount budgeted in the TBWP of the ProDoc – this difference is explained by i) the fact that this budget line included the STA fees which was hired for a much shorter duration than planned: the contract of the 1st STA was not renewed after one year due to low performance and the contract of the 2nd STA was terminated much earlier than planned due to insufficient availability of the consultant, and ii) the duration of the long-term contracts for 3 national experts was significantly shorter (3, 3.5 and 4 years) than planned (5 years).

- - Total travel expenses amount to 126% of the budgeted amounts for all components. The variance is explained by the fact that travel expenses have been underestimated given the remoteness of PAs from Lomé (OKM at 550 km and FMNP at 350 km).
- Grants. A total of \$US 100,000 was budgeted as grants under both components but rather than providing grants, the project established partnership agreements with local NGOs.

3.2.6 Monitoring and evaluation: design at entry, implementation, and overall assessment

Monitoring and evaluation was the responsibility of the project M&E expert who established a M&E plan in line with the UNDP-GEF guidance. After the project suspension, the M&E was the responsibility of the project coordinator (NPC). The M&E expert, and later the NPC, oversaw the preparation of quarterly and annual reports based on data collected according to the M&E plan. The PCU including the M&E expert also participated to regular field visits, and the UNDP PO joined one field visit per year.

Operational indicators. The project did not develop operational indicators to monitor its implementation. The MTR developed operational indicators to facilitate monitoring of the progress of activities to achieve outputs and outcomes. Monitoring is done on the basis of the progress and completion of activities in the work plans.

Result indicators and TTs. The quality of objective- and outcome-level indicators has been evaluated and reported in section 3.1.1 - Analysis of LFA/Results Framework (see Table 6). Most indicators of the results framework have been updated to April 2018 and included the results of interventions conducted through the partnership of other projects. In most cases, these indicators adequately measure cumulative progress towards intended outcomes and progress measured for indicators is adequately explained/demonstrated. Outcome indicators at the level of impacts and effects have not been, or could not be systematically measured or assessed every year so that some indicators could not be adequately documented for the final evaluation such as indicator 8 on Ecosystem and habitat regeneration in the PAs (OKM PAs and later FMNP), indicator 9 on Income generation from new PA and biodiversity value chains for local communities, and indicator 10 on Critical habitats and key natural resources for elephant migration at regional level identified and priority threats addressed. The GEF tracking tools have been completed as required for the MTR, and at end of project, although not in time for the TE mission.

Project Implementation Reviews (PIRs). The annual reports (PIRs) present a rather narrative account of the progress made for activities related with the expected results. There is a tendency to report on activities rather than reporting on results, or achievements towards results. The justification of ratings provided for the progress made towards the development objective and implementation progress are overall relevant.

Project Quarterly Reports: These documents provided information on the implementation of activities and monitored the implementation of the MTR recommendations.

Annual audits. The project has been subjected to audits as of 2015 (the first audit in 2015 reviewing the year 2014). This procedure was not required in the other years because of the low rate of financial execution.

Mid-Term Review. An independent Mid-Term Review (MTR) was undertaken at the mid-point of the project lifetime in 2014 to determine progress made towards the achievement of outcomes and to identify course correction if needed. A management response was prepared, and most recommendations have been implemented except for recommendations regarding the reformulation of indicators.

Design at entry: MS or moderate shortcomings – Well designed M&E plan providing adequate information and budget, moderate shortcomings in the quality and relevance of the objective- and outcome-levels indicators and well articulated roles and responsibilities for M&E in the ProDoc, in the Monitoring responsibilities section.

Implementation: S or minor shortcomings – Adequate implementation despite significant delays, MTR conducted and management response prepared and implemented, some indicators not assessed at the frequency indicated in the plan, TTs completed for the midterm review and for the TE, acceptable quality of PIRs and other progress reports by the PMU, no use of M&E results to implement adaptive management, regular monitoring of risks for most years, audit conducted once over the project duration.

Overall assessment: S- minor shortcomings – average based on the above observations.

3.2.7 Implementing Agency (UNDP) execution (*) and Executing Agency execution (*), overall project implementation/ execution (*), coordination, and operational issues

Implementing Agency (UNDP) execution (MS⁸). As the implementing agency, UNDP was responsible for assuring/controlling quality throughout the stages of project identification, development and implementation oversight, recruitment of project staff and contracting of long-term project staff and short-term consultants, and ensuring that all activities including procurement and financial management and project accounting are carried out in strict compliance with UNDP and GEF rules and procedures, support to MEFR for main stakeholders' meetings and coordination, in particular donors and international organisations such as IUCN and WAEMU, ensuring synergies with other UNDP initiatives and sub-regional cooperation and information-sharing (with other GEF projects and cross-border PA projects) and to be a member of the PSC. Planned UNDP contribution and responsibilities were detailed in the stakeholder analysis and in the Management Arrangement section of the ProDoc.

From the interviews, it appears that UNDP supervision, oversight and quality control, at the Country Office level was overall moderately satisfactory as shown by burdensome and unduly slow procurement procedures significantly impacting the project delivery, especially related to the project suspension, insufficient oversight during the period between the departure of the PO and recruitment of the new one, difficult restart after the project suspension and significant delays in the payment of amounts owed for expenses incurred before the suspension and for which the services or goods had been delivered (material and equipment for ecological monitoring, vehicle repair, international consultation for the development of the sustainable management strategy for PAs). However, it is necessary to emphasize the dynamism instilled by the arrival of the new Program Officer who has been able to provide an effective, responsive and sustained support to the PCU for the resumption of activities following its suspension. Also, at the regional level, significant support was provided for the preparation and submission of the extension request which was critical for the resumption of project activities.

Executing Agency execution (S). As the Executing Agency, the MEFR, at first through the Directorate of Wildlife and Hunting as the primary authority responsible for biodiversity conservation in Togo, and after the ministry's restructuring, through the Directorate of Forest Resources, was responsible for several participation, nomination, supervision and overall guidance tasks, accountable for the production of outputs and management of UNDP funds at the national level, for ensuring that internal monitoring and review systems are in place, and for establishing collaboration agreements with key institutions, organizations and individuals at the local, national or international level, all according to UNDP procedures. The institution was actively involved in both project components as outlined in section 3.3.5 on Country ownership and as shown by the financial estimation of their participation exceeding the committed contribution.

Overall project implementation/ execution (S), coordination, and operational issues. To summarize, overall implementation and execution are rated as satisfactory despite multiple delays and a few gaps in the production of outputs, the project suspension and difficult restart, as more weight is given to the project period after the MTR to outline the effective efforts made by the Government, PCU and UNDP to accelerate the rate of delivery and achieve most key expected outcomes.

⁸ Refer to Annex 7 for the TE rating scales

3.3 Project Results

3.3.1 Overall results (attainment of objectives and outcomes) (Refer to Annex 7 for the TE rating scales)

The review of progress towards results includes evaluation (rating) based on criteria presented in Annex 7. Table 7 presents the status of progress towards achievement of the purpose and effects as formulated in the project document. Indicators and end-of-project targets are presented as formulated in the project's strategic results framework. The situation at the end of the project is documented from the information gathered in the progress reports of the project and during the evaluation mission.

Table 7. Project Progress towards achieving the objective and expected outcomes at project end

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
Objective: To strengthen the management of Togo’s protected area system to improve its contribution to biodiversity conservation by demonstrating effective approaches to PA rehabilitation and management			
1. Coverage of the National Protected Area System of Togo	A dysfunctional PA Estate: 793,000 ha in 83 sites, many of which serve no conservation purpose and are currently a burden for the PA system. The status for the 10 priority sites is described in PRODOC Table 1. These are: 1. Fazo-Malfakassa/Anié 2. Abdoulaye 3. Oti-Kéran / Oti-Mandouri Complex 4. Togodo South/North 5. Bayémé 6. Amou-Mono/ 7. Tchilla-Monota 8. Alédjo 9. Lions' Den 10. Assévé and Godjinmé	A rationalized PA estate: 578,250 ha (with ~ 456,883 ha in 10 priority PA)	<p>The area secured within PAs for which delineation has been established on a consensus basis and demarcated with permanent landmarks by surrounding communities amounts to approximately 356,483 ha (approximation obtained by the percentage of demarcated boundaries applied to the total area of each PA and added up for all PAs – see details below). This area represents 78% of the EOP target for the 10 priority areas.</p> <p>The initial end-of-project target of 578,250 ha was corresponding to 10 priority areas (456,883 ha) and a mosaic of 15 smaller PAs which then had high rehabilitation potential. The project did not provide support to the smaller PAs and to the Lion’s Den and Assévé / Godjinmé PAs because these sites had lost their potential to conserve globally or nationally significant biodiversity. For that reason, the MTR recommended a new formulation to increase the specificity of the indicator to actual project interventions and a target change closer to the total coverage of PAs where the project conducted interventions directly and with the support of contributing projects but was not adopted. Proposed target was 450,000 ha, representing the areas of the OK, OM, Fazo Malfakassa, Aledjo, Balam, Togodo South / North and Abdoulaye PAs which demarcation has been materialized and requalification decrees adopted at the end of the project.</p> <p>The PRAPT focused on 3 of the 10 priority PAs identified in the ProDoc (Fazo-Malfakassa, Oti-Kéran / Oti-Mandouri Complex, Alédjo) and on an additional PA that was added on the priority list due to its high biodiversity (Mont Balam). The focus was on the consensual validation of the revised PA delineations (conducted in 2002 through the EU-funded project under COM-STABEX) and the participatory demarcation of the boundaries through the building of permanent landmarks by contracted local communities. This work was 100% completed for the PAs Mont Balam and Alédjo, 80% for the Fazo-Malfakassa PA, and 64% for the Oti-Kéran / Oti-Mandouri Complex. This was achieved thanks to the commitment of local authorities and prefects and increased, and continuous awareness activities led by the project and the Government. Throughout the process, a dialogue with opinion leaders and executives who are native of each region was maintained to reassure the</p>

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation																																																		
			Value of indicator and Observations																																																		
			<p>populations on the new vision of the government as regard to management of PAs and as put forward by the project.</p> <p>The requalification decrees for the PAs of Alédjo, Fazao-Malfakassa, Balam and Abdoulaye were drafted and submitted to the Secretary General of the Government in April 2018 and are currently under review. The time for the adoption of these decrees depends on the willingness of the Government and advocacy by MEFR to register the adoption of decrees in the agenda of the Council of Ministers. The decrees specify the coordinates of the PA boundaries determined by consensus with the communities and demarcated by boundaries built by these same communities, as well as the management objectives of the PAs, technically validated at the MEFR level.</p> <p>The delimitations (previously established consensually) of segments that have not been demarcated around the PAs of the OKM complex and the Fazao-Malfakassa NP have been challenged by local communities through unreasonable claims that would have compromised habitat integrity within the PAs. The project involved deputies and senior managers from these communities on a number of occasions to negotiate acceptable solutions. However, the negotiations were interrupted in November 2015 when the project was suspended because of the uprisings of people in Mango that degenerated into conflict with the police and led to casualties. Since then, the Government halted any activity of the project related to the PAs of the OKM complex. More recently, the same local communities where the boundaries have not been completed around the Fazao-Malfakassa NP have been demanding the demarcation of the PA to be able to identify appropriate sites for the installation of their hives with the support of PRAPT.</p>																																																		
			<p>Protected Areas (ha) delineated and demarcated on a consensual and participatory basis</p> <table border="1"> <thead> <tr> <th></th> <th>Name of PA</th> <th>Area (ha)</th> <th>% demarcated with local pop</th> <th>Estimated secured area (ha)</th> <th>Requalification Decree</th> </tr> </thead> <tbody> <tr> <td>1</td> <td>Fazao-Malfakassa</td> <td>192,000</td> <td>80%</td> <td>153,600</td> <td>Drafted, not adopted</td> </tr> <tr> <td>2</td> <td>Abdoulaye</td> <td>30,000</td> <td>100% (by PGICT in 2012-2016)</td> <td>30,000</td> <td>Drafted, not adopted</td> </tr> <tr> <td>3</td> <td>Oti-Kéran / Oti-Mandouri Complex</td> <td>179,000</td> <td>64%</td> <td>114,560</td> <td>Not drafted</td> </tr> <tr> <td>4</td> <td>Togodo South/North</td> <td>25,500</td> <td>100% (2002)</td> <td>25,500</td> <td>Adopted (2002)</td> </tr> <tr> <td>5</td> <td>Bayémé</td> <td>158</td> <td>100% (2002)</td> <td>158</td> <td>Adopted (2002)</td> </tr> <tr> <td>6</td> <td>Amou-Mono/ Tchilla-Monota</td> <td>26,400</td> <td>100% (2002)</td> <td>26,400</td> <td>Adopted (2002)</td> </tr> <tr> <td>7</td> <td>Alédjo</td> <td>765</td> <td>100%</td> <td>765</td> <td>Drafted not adopted</td> </tr> </tbody> </table>				Name of PA	Area (ha)	% demarcated with local pop	Estimated secured area (ha)	Requalification Decree	1	Fazao-Malfakassa	192,000	80%	153,600	Drafted, not adopted	2	Abdoulaye	30,000	100% (by PGICT in 2012-2016)	30,000	Drafted, not adopted	3	Oti-Kéran / Oti-Mandouri Complex	179,000	64%	114,560	Not drafted	4	Togodo South/North	25,500	100% (2002)	25,500	Adopted (2002)	5	Bayémé	158	100% (2002)	158	Adopted (2002)	6	Amou-Mono/ Tchilla-Monota	26,400	100% (2002)	26,400	Adopted (2002)	7	Alédjo	765	100%	765	Drafted not adopted
	Name of PA	Area (ha)	% demarcated with local pop	Estimated secured area (ha)	Requalification Decree																																																
1	Fazao-Malfakassa	192,000	80%	153,600	Drafted, not adopted																																																
2	Abdoulaye	30,000	100% (by PGICT in 2012-2016)	30,000	Drafted, not adopted																																																
3	Oti-Kéran / Oti-Mandouri Complex	179,000	64%	114,560	Not drafted																																																
4	Togodo South/North	25,500	100% (2002)	25,500	Adopted (2002)																																																
5	Bayémé	158	100% (2002)	158	Adopted (2002)																																																
6	Amou-Mono/ Tchilla-Monota	26,400	100% (2002)	26,400	Adopted (2002)																																																
7	Alédjo	765	100%	765	Drafted not adopted																																																

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation					
			Value of indicator and Observations					
			8	Lions' Den	1650	0%	0	Not drafted
			9	Assévé and Godjinmé	10	0%	0	Not drafted
			10	Mont Balam	5,500	100%	5,500	Drafted, not adopted
			Total		460,983		356,483 (78% of EOP target)	3 adopted, 4 drafted not adopted 3 not drafted
			<p>The ProDoc had identified a total of 10 priority areas, yet the PRAPT focused on a subset of four, including one that had not been identified in the previous list, Mont Balam. Of the remaining PAs, the Togodo North/South PA was supported by a GIZ project and the Abdoulaye PA by the WB-GEF PGICT in 2012-2016. The Amou-Mono / Tchilla-Monota PA (26 400 ha), requalified in 2002 into a natural resource management area / wildlife reserve by the EU-funded project under COM-STABEX, benefited from the PGICT's support in 2015 to develop its first development and management plan.</p> <p>The Bayémé Forest PA (158 ha), revised in 2005 into a natural resource management zone, was chosen by the ministry in 2007 to test a participatory PA management approach that is coherent both with the sovereign role of the State to ensure the conservation of biodiversity and that of the civil society for the sustainability of the PA's natural resources. In view of developing a management plan, MERF supported the implementation of several thematic studies in the PA and in the surrounding villages to better understand the development problem, operation and management of the site.</p> <p>The Lions' Den National Park (1650 ha) is under heavy anthropogenic pressure from agricultural activities and its value in conserving biodiversity is significantly reduced. Currently, the PA is operated by the Forestry Development and Exploitation Office for the planting of timber (teak and eucalyptus). The Asseve and Godjinme's PA (10ha), completely anthropized, only exists in name.</p>					
2. Estimated permanent and temporary populations of Elephants in Togo are increasing	~ 70 permanent (estimation 2010)	At least 90 permanent (return of the ~20 (1990) elephants in Oti-Kéran)	<p>Elephants in the OKM PAs. In 2013, a survey conducted in the PAs of the OKM complex by the PRAPT with the support of consultants from Benin working in the Pendjari PA, did not allow any direct observation of animals but only the observation of recent feces. As part of the participatory monitoring of elephants and other mammals in the OKM complex and outskirts and the WAP, the migratory corridors of large and medium-sized mammals were mapped to identify corridors still in use, those that are deserted, human-wildlife conflict areas, and challenges along these corridors. Further details on the migration corridors are given under Indicator 10.</p> <p>Elephants in the FMNP. According to the information provided in the MFNP Management and Development Plan, the park's elephant populations are dependent on marshy areas where water is permanent. Large herds are found in the valleys in the south-east of the Park, in the contact zone between the plain of the Anié river and the south-west plateaus, and in the small flood plain embedded between the Malfakassa mountains. and Balanka Mountains to the northwest boundary</p>					

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
			<p>of the Park. These elephant herds have stabilized in these areas and make regular incursions along corridors to agricultural areas on the periphery of the Park.</p> <p>Despite the lack of rigorous monitoring, previous data and observations from park staff indicate that these populations have been increasing in recent years due to decreasing poaching pressure. According to Campbell and Radley (2005)⁹, in 2003, elephant populations in the FMNP were estimated at fifty (50) individuals. In 2013, a flora and fauna survey led by the University of Lomé¹⁰ and funded by the Franz Weber Foundation had confirmed the presence of 115 elephants in the Fazao-Malfakassa NP. Many juveniles were observed during this campaign. This survey was based on direct observations along terrestrial transects. In 2017, the staff of the Fazao-Malfakassa NP (Conservator and ecoguards) have observed 3 groups of 75 to 80 elephants, in addition to a group of 10 to 15 smaller-size elephants, possibly African forest elephants (<i>Loxodonta cyclotis</i>¹¹), that occupy the park on a continuous basis, and estimate the number of elephants in the park to more than 200 individuals. This number, 3 times that of the baseline of 70 elephants, is a clear indication that elephant populations in this park are increasing. This positive result should however be attributed to the conservation efforts of the FFW. On the other hand, these elephants cause considerable damage by destroying the crops of the populations bordering the Park.</p> <p>Ecological monitoring. The annual 'monitoring of wildlife' in the FMNP has been -so far- carried out during surveillance missions by ecoguards and park warden, under the authority of the FFW and the State as of 2016, and not as part of ecological monitoring missions (which are not yet implemented). The PRAPT established a long-term ecological monitoring system for monitoring: i) vegetation dynamics and bushfires in relation to climate and demographic pressures, ii) large and medium-sized mammal (especially elephants) and bird populations, iii) key habitat degradation in relation to human demographics and exploitation activities, and iv) implementation of management measures, especially anti-poaching operations. A surveillance and anti-poaching strategy was developed to improve the previous surveillance activities conducted with the FFW.</p> <p>The monitoring system involves</p> <ul style="list-style-type: none"> - the setting up of permanent sampling stations including 90 transects covering the entire park, fixed observation points for birds, and ten water points for reptiles and other aquatic species, - trainings on monitoring methodologies and techniques, including for the monitoring of PA management effectiveness, - methodology sheets,

⁹ Campbell, G. and P. Radley. 2005. Primate and Bird Diversity in the Fazao Malfakassa National Park, Togo. University of Calgary; 2500 University Drive, N.W. T2N 0P4, Canada, 52 p.

¹⁰ Atsri H. et al., 2013. Inventaire faunique et forestier, études écologiques et cartographiques du Parc National de Fazao-Malfakassa.

¹¹ Preliminary genetic evidence suggests that there may be at least two species of African elephants, namely the Savanna Elephant (*Loxodonta africana*) and the Forest Elephant (*Loxodonta cyclotis*). A third species, the West African Elephant, has also been postulated. There is a fair likelihood that the Forest Elephant is present in the Fazao-Malfakassa NP since its occurrence in West Africa and more precisely in Ghana is reported by WWF (<https://www.worldwildlife.org/species/forest-elephant>).

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
			<p>- georeferenced databases and related computer equipment, as well as means for sharing resulting information to users for decision-making about the management of the PA,</p> <p>- equipment for anti-poaching and ecological monitoring as well as training for 15 brigade chiefs.</p> <p>This system will allow a more thorough monitoring and provide more rigorous data on the actual presence of elephants and other fauna and flora species in the park.</p> <p>At the time of the TE, the PRAPT had acquired all the necessary equipment for ecological monitoring (binoculars, GPS, compasses, tents, cameras and computers) in the Fazao-Malfakassa NP, but this equipment had not yet been distributed in the field because of administrative delays in UNDP procurement receipt procedures. The identification of the location of the transects by permanent signs had been completed at 50% and training on ecological monitoring had been provided to approximately 30 concerned actors throughout the network, targeting the conservators of the priority PAs, a dozen DFR officers and about 15 brigade leaders for the Fazao-Malfakassa NP.</p>
<p>3. PA in the Savannah biome of the OKM complex have zoning, management and business plans which include biodiversity conservation and riparian communities needs and are enforced</p> <p>Indicator revised for Fazao-Malfakassa: PA in the Savannah biome have zoning, management and business plans which include biodiversity conservation and riparian communities needs and are enforced</p>	<p>PA: 0 Agreements DFC –local communities (represented by 10 AVGAPs and 4 UAVGAPs), concerning co-management and natural resource use in PAs: 0</p> <p>Baseline revised for Fazao-Malfakassa: PA: 0 Agreements with DFR – local communities (represented by 10 AVGAPs and 4 UAVGAPs), concerning co-management and natural resource use in PAs : 0</p>	<p>PA: 2 Agreements DFC –local communities (represented by 10 AVGAPs and 4 UAVGAPs), concerning co-management and natural resource use in PAs: 14</p> <p>Target revised for Fazao-Malfakassa: PA: 1 Agreements with DFR – local communities (represented by 10 AVGAPs and 4 UAVGAPs), concerning co-management and natural resource use in PAs: 14</p>	<p>The participatory development of PA management plans including zoning and business plans rested on the establishment of a Local Committee for the Management (<i>Comité Local de Gestion - CLG</i>) of each PA, elected by AVGAPs and UAVGAPs members, to represent and advocate for local communities’ concerns and priorities. The actors involved in the implementation of these management plans have committed themselves by signing co-management agreements.</p> <p>AVGAPs, UAVGAPs & CLGs. Village Associations for Protected Area Management (<i>Associations villageoises de gestion de l'aire protégée</i> or AVGAPs) have been set up around Togo's PAs since 1999 to represent the interests of communities bordering PAs and act as guardians of the values of PAs. Unions of Village Associations for the Management of Protected Areas (<i>Union des Associations Villageoises pour la Gestion des Aires Protégées</i> – UAVGAPs) have been elected to represent the various <i>cantons</i> related to a same PA and facilitate collaboration among the populations of different villages, and Local Management Committees (<i>Comité local de Gestion – CLG</i>) were established for the management of PAs extending over more than two prefectures. These committees are to be elected by AVGAPs and UAVGAPs members, to represent and advocate for local communities’ concerns and priorities in the participatory or co- management of a specific PA.</p> <p>PRAPT worked with existing AVGAPs by revitalizing them and supported the creation of new ones to ensure a better representation of local populations. Nearly 50 AVGAP Bureaux (existing and new ones) were supported or set up, and 24 UAVGAPs were set up in five prefectures in the Central Region including 17 for the Fazao-Malfakassa NP, as well as 38 AVGAP offices and 4 UAVGAPs in the three prefectures concerned by the OKM complex in the Savannah Region. With the support of the PRAPT, Local Management Committees (CLGs) have been established for the PAs of the OKM complex and for the Fazao-Malfakassa NP, for a total of 2 CLGs, although only the CLG of the OKM complex was formalized by Order No. 045 MERF/CAB/SG/DFC signed in December 2012, the same decree that created the PSC and the technical committee. Meetings were held to inform CLG</p>

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
			<p>members on the various elements of the co-management agreements to be signed between the administration and committees with a view to facilitate the signature of agreements on the basis of <u>informed consent</u> of local communities and their representatives.</p> <p>Interviews with local communities neighboring the PAs of the OKM complex during the MTR had sometimes questioned the representativeness of AVGAP bureaux, who saw it as a new way of imposing rules that did not suit them. It seems that, at least in the communities visited, there was confusion between the AVGAP bureaux and the association itself. The MTR noted, first, that the creation of a large number of AVGAPs could give the illusion of strong community support to PAs and mask resistance that would call for greater awareness and on the other hand, there was little or no representation of women in these AVGAP offices. At the final evaluation, the issue of women's representation in representative community structures had apparently made little progress, based on the three villages visited. The PRAPT required that women make up at least 15% of CLG members for the Fazao-Malfakassa NP.</p> <p>OKM CLG. This CLG included 28 members from the Oti, Kéran and Kpendjal prefectures. In late October 2015, a first meeting of the board members of the local management committee (CLG) for the OKM PAs allowed drafting management rules and addressing the operationalization of the CLG to enable it to play its role, especially to accompany the ministry of Environment in the requalification of the OKM complex and its valorization to the benefit of local populations. This first meeting allowed to discuss the role of the CLG and to explore ways to ensure the sustainability of its operations. Unfortunately, this process was halted due to the population uprising in Mango and the resulting suspension of the project in this area.</p> <p>FM CLG. The CLG for the FM NP was established in June 2017 with the participation of public administration officials and parliamentarians from the 5 prefectures concerned by this PA, and with the technical support of the PRAPT. This CLG includes 19 members of which only one is a woman (despite the requirement of 15% of women). This committee includes 5 commissions responsible for issues of transhumance and bushfires, social mobilization, mobilization of financial resources, management of land and natural resources, and monitoring & evaluation. The role played by the CLG in the development of the FM NP's management plan was to mobilize the communities, to defend their interests in the negotiations to define the zoning plan and the prescriptions within these zones, to act as a relay of information between the administration and the communities, to mobilize external and internal resources, to act as a focal point for development partners interested in the PA and to evaluate development actions related to the PA, to provide assistance to AVGAPs and UAVGAPs, to intervene in case of conflict of interest and to counter the politicization of PAs. For example, the GLG intervened in December 2017 to address a problem in the village of Fôlo whose agricultural activities encroached on the PA. After negotiations, the villagers decided to withdraw peacefully.</p>

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
			<p>Participatory management and development plans have been developed based on the participatory mapping conducted with local communities' representatives for the PAs of Fazao-Malfakassa (including participatory mapping and co-management agreements), Alédjo, Abdoulaye and Amu-Mono. A management plan was developed for the Togodo South PA as part of the support of a GIZ project to establish this PA as a biosphere reserve. A management plan was initiated for the PAs of the OKM complex but could not be completed for reasons previously explained.</p> <p>The ProDoc had provided for the development of management plans solely for the PAs of the OKM complex. However, faced with the difficult social context related to the mistrust of local communities toward the new policy on the management of PAs in the OKM region, the project decided to devote its efforts to develop management plans for other priority PAs where relationships with local communities were more conducive to a successful result. Under the impulse of the PRAPT and in synergy with the Integrated Management of Disasters and Land project (PGICT) funded by the GEF-WB under the MEFR, development and management plans for Alédjo, Abdoulaye, and Amu-Mono PAs were elaborated. The availability of these plans reassures stakeholders and local communities on the Government's intentions and encourages them to support the process. The development of management plans for Alédjo, Balam and Abdoulaye PAs was based on detailed analyses of the conservation status of habitats conducted in 2015 by the PRAPT, providing a description of the composition/condition of ecosystems and of threats/pressures as well as indications for conservation and rehabilitation measures.</p> <p>The development of these management plans was guided by a PA management plan template validated by the MEFR which ensures the standardization of the structure of these management plans and their coherence through the PA system. However, this framework (and the management plans developed on this model) does not include a business plan. Budgetary aspects include an estimate of the recurrent operational costs and investment costs, including the training but there is no estimation of the financial resources available to cover these costs and no resource mobilization strategy.</p>
			<p>Co-management agreements. A template was developed and validated to facilitate the negotiation and drafting of protocols of agreement to be signed between the MEFR and local communities. The PRAPT supported the development of 18 agreements for the FM NP (1 per <i>canton</i>) which have been negotiated and drafted based on the needs and requests expressed by the communities, validated at the technical level by the PRAPT, then validated by the Commission of Studies of Legal Texts of the MEFR to ensure their conformity with the Forest Code which specifies the rights of use. In June 2018, the co-management agreement protocols of the Fazao-Malfakassa, Alédjo and Abdoulaye PAs have all been signed by the three stakeholders concerned, namely the riparian communities represented by 16 cantonal chiefs, the Ministry of Territorial Administration, Decentralization and local authorities represented by the 7 prefects of Blitta, Sotouboua, Tchaoudjo, Bassar, Mô (PNFM), Assoli (Aledjo</p>

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
			Wildlife Reserve), Tchamba (Abdoulaye Wildlife Reserve) and the Ministry of Environment and Forest Resources represented by the Minister. The monitoring of the implementation of these agreements will be ensured by a monitoring committee of co-management agreements in which are represented the Minister, the Prefecture or the Rural Commune, the traditional chiefdom, the CLG, and managers or concessionaires.
The progress towards the objective can be described as: S			
Outcome 1: Improved policy, legal and institutional framework for PA estate covering approximately 578,000 hectares			
4. Improved competence levels and standards of the institution responsible for PA, measured by increased scores of the Capacity Development Scorecard:	Total: 35 /out of 96	Scores, expressed in absolute terms, increase by at least 20% Total: 42/out of 96	<p>The competence level of the institutions and stakeholders responsible for PAs, as measured by the Capacity Development Scorecard has improved at or beyond EOP targets in all strategic areas and at all levels (systemic, institutional and individual) as indicated by detailed scores for strategic areas and capacity levels, and a total score of 64 out of 96, clearly above the end-of-project target of 42 out of 96. Detailed results of the Capacity Development Scorecard are presented in Annex 13. The most significant capacity improvements at the systemic level are observed for implementing programs and projects and mobilizing and managing partnerships; at the institutional level, for formulating policies and regulatory frameworks, for mobilizing and managing partnerships, and for monitoring; and at the individual level, for formulating policies, and in a lesser extent, for mobilizing and managing partnerships and for information and knowledge.</p> <p>Such scores were obtained through numerous trainings provided by the PRAPT to stakeholders to improve PA management and increased retention of trained forest staff, through the development of a draft strategic framework for PAs, and a proposal for a sustainable financing mechanism for the PA system.</p> <p>Trainings included:</p> <ul style="list-style-type: none"> – several awareness meetings held with local communities, reaching at least 500 people, to inform them on the Government’s new approach towards PAs involving local communities in the participatory management of PAs, and more intensely in the OKM region before the project suspension in November 2015, and around the Fazao-Malfakassa NP, before the resumption of activities in 2017; – PA management tools for 90 PA staff and stakeholders among local populations (AVGAP members); – collection and statistical processing of ecological data and digital mapping using free QGIS software to improve spatial analysis and training on multivariate analysis to enhance participants’ analytical capacities for 25 staff involved in PA management; – participatory monitoring, anti-poaching surveillance and conflict management for 80 staff working in the PAs of OKM, Alédjo, Fazao-Malfakassa, Amou-Mono, Togodo North and South, and the Missahoe gazetted forest;

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
			<ul style="list-style-type: none"> - ecological monitoring for approximately 30 concerned actors, targeting the conservators of the priority PAs, a dozen DFR officers and about 15 brigade leaders for the Fazao-Malfakassa NP; - 5-day training workshop on GIS and remote sensing for 25 DFR officers from Togo's 5 regions; - natural resource management provided by IUCN for approximately 80 village chiefs, AVGAP members and DFR officers; - judicial procedures for 48 DFR officers involved in the management of PAs – this training has better empowered forest officers (who are sworn and have power of arrest) to comply with the rules prescribed in court proceedings and prevent that offenders are released within hours of arrest; - mobilization and management of financial resources to support their autonomous operation and community projects, for the 18 members of the FM CLG and over 100 UAVGAP members; - sustainable land management practices for over 100 UAVGAP members; - beekeeping for local communities around the PAs of the OKM complex and Fazao-Malfakassa including a training manual, and shea butter processing around the PAs of the OKM complex. <p>The project had planned to build the capacity of UAVGAPs and AVGAPs across the PA system through trainings on associations, micro-projects, fundraising, and advocacy, and production of a training manual. The training of at least 150 staff (30 % women) representing AVGAP / UAVGAP and 5 PAs (OKM, Fazao Malfakassa, Aledjo, Balam, Abdoulaye) was planned through 5 workshops. Due to the project's suspension, such training activities that were prepared could not take place.</p>
4a) Policy formulation: Systemic Institutional	Policy Formulation 5/out of 6 0/out of 3	Policy Formulation 5/out of 6 1/out of 3	Policy Formulation 5/out of 6 3/out of 3
4b) Implementation: Systemic Institutional Individual	Implementation 5/out of 9 10/out of 27 1/out of 12	Implementation 5/out of 9 11/out of 27 3/out of 12	Implementation 8/out of 9 18/out of 27 7/out of 12
4c) Engagement + consensus: Systemic Institutional Individual	Eng. and consensus 2/out of 6 1/out of 6 1/out of 3	Eng. and consensus 2/out of 6 2/out of 6 1/out of 3	Eng. and consensus 4/out of 6 4/out of 6 2/out of 3
4d) Info and knowledge: Systemic Institutional Individual	Info and knowledge 2/out of 3 2/out of 3 1/out of 3	Info and knowledge 2/out of 3 2/out of 3 2/out of 3	Info and knowledge 2/out of 3 2/out of 3 2/out of 3

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
4e) Monitoring Systemic Institutional Individual	Monitoring 2/out of 6 2/out of 6 1/out of 3	Monitoring 2/out of 6 3/out of 6 1/out of 3	Monitoring 2/out of 6 4/out of 6 1/out of 3
5. Improved financial sustainability of PA management agency, measured by increased scores of the Financial Sustainability Scorecard – broken down by sub-indicators: FSC Part II Indicators 1) Legal and regulatory framework: 2) Business planning 3) Tools for revenue generation	FSC Part II Indicators 1) Legal and regulatory framework: 17.9% (14 out of 82) 2) Business planning: 0% (0 out of 67) 3) Tools for revenue generation by PAs: 7% (4 out of 57) Total: 8.7% (18 out of 206)	FSC Part II Indicators <u>Scores, expressed in absolute terms, increase by at least 100%:</u> 1) Legal and regulatory framework: 23.2% (19 out of 82) 2) Business planning: 10.4% (7 out of 67) 3) Tools for revenue generation by PAs: 17.5% (10 out of 57) Total: 17.4% (36 out of 206)	FSC Part II Indicators 1) Legal and regulatory framework: 49% (47 out of 82) (was 33% at MTR) 2) Business planning: 32% (19 out of 67) (was 2% at MTR) 3) Tools for revenue generation by PAs: 18% (13 out of 57) (was 8% at MTR) Total: 38% (79 out of 206) (was 17.6 at MTR) The overall improvement observed at mid-term had already reached the EOP intended target at the end of the project and was mainly related to improved legal, regulatory and institutional frameworks. Based on EOP scores of Part II indicators of the FSC, further progress was made during the second phase of the project under all of the components, and especially in the field of Business planning and tools for cost-effective management, thus surpassing EOP targets for every indicator.
FSC Part I Indicators Financial Analysis of the National Protected Area System [5a] Total score [5b] Total finances available to the PA system [5c] Costs and Financing Needs for basic and optimal management [5d] Annual financing gap for basic and optimal management	FSC Part I Indicators [5a] Total score 8.7% (18 out of 206) [5b] Total finances available to the PA system: \$200K p.a. in 2009. [5c] Costs and Financing Needs for basic and optimal management: \$14M and \$20M p.a. in 2009 for 10 priority sites, though with no explanation on the figure. [5d] Annual financing gap for basic and optimal management:	FSC Part I Indicators [5a] Total score by end of project, expressed in percentage terms, increases to at least 18% [5b] at least \$2M by project end. [5c] <i>a realistic and attainable figure is proposed for the 10 priority sites and for the entire PA system (e.g. based on costs per hectares for specific sub-systems), and with explanatory notes provided, covering both for basic and optimal management scenarios.</i>	FSC Part I Indicators: [5a] Total score by end of project increased to 36% above the EOP target of 18% [5b] Total finances available to the PA system: US\$1,503,076 below the EOP target of at least US\$2M. [5c] Costs and Financing Needs for basic and optimal management scenarios: US\$2,180,000 (basic scenario) and US\$2,480,000 (optimal scenario) [5d] Annual financing gap for basic and optimal management: - US\$676,924 (basic scenario) and - US\$976,924 (optimal scenario), both below the US\$3M EOP target. Based on EOP scores of Part I indicators of the FSC, significant progress was made during the project to reduce the financing gap under the basic or the optimal scenarios, although, overall, little additional financing has been secured for the PA system. The reduced gap can only be explained by a more realistic and modest evaluation of financial needs under the basic and optimal scenarios, since the withdrawal of the Franz Weber Foundation at the end of a 25-year concession represents the loss of an annual contribution of US\$330,000, which loss is balanced by an equivalent increase in funds channeled through the Government (through ongoing projects contributing to the PA system). Reduced financing needs may also be attributable to the adoption of a participatory approach for the management of PAs involving local communities in the delineation and demarcation of PA boundaries, in decision-making regarding zoning plans and related prescriptions of access and use

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
	\$13.8M and \$19.8M p.a. in 2009.	[5d] gap for basic management: below \$3M p.a. by project end.	through participatory mapping, in conducting participatory surveillance missions, in addressing user conflicts and a series of potential issues through the multi-level representative structures that are AVGAPs, UAVGAPs and CLGs. Increased PA ownership and understanding by local communities that PAs may bring benefits to them necessarily leads to an attitude change and related reduced management costs. The PRAPT conducted an assessment of the financial needs for the operation of PAs and an assessment of their economic role, including a proposal for a sustainable financing mechanism. This assessment and a brochure for its wide dissemination were available in December 2017 but the proposals have not yet been implemented. The values reported in this report were used to document the 2018 FSC.
The progress of the outcome can be described as: MS /S			
Outcome 2) Effective management of the OKM PA Complex (with 179,000 ha of protected land surface) counters threats to biodiversity from poaching, uncontrolled fire and grazing			
Revised outcome 2) Effective management of the FM PA (with 192,000 ha of protected land surface) counters threats to biodiversity from poaching, uncontrolled fire and grazing			
6. Legal status of re-demarcated PAs of the OKM Complex	0	2 re-demarcated PAs officially gazetted end of 2nd project year (i.e. 2015)	The coordinates of the markers used to demarcate the consensual delimitations were the subject of minutes signed by the neighboring populations, with a view to developing the requalification files. The requalification decrees for the Fazao-Malfakassa NP along with the Alédjo, Balam and Abdoulaye PAs were drafted and submitted to the Secretary General of the Government in April 2018 and are currently under review. The time for the adoption of these decrees depends on the willingness of the Government and advocacy by MEFR to register the adoption of decrees in the agenda of the Council of Ministers. The decrees specify the coordinates of the PA boundaries determined by consensus with the communities and demarcated by boundaries built by these same communities, as well as the management objectives of the PAs, technically validated at the MEFR level.
Indicator revised for Fazao-Malfakassa: Legal status of re-demarcated PAs of the Fazao-Malfakassa	Baseline revised for Fazao-Malfakassa: 0	Target revised for Fazao-Malfakassa: 1 re-demarcated PAs officially gazetted end of project (year 2018)	
7. Improved PA management effectiveness at the two PA sites (Oti-Kéran, Oti Mandouri) of the OKM complex for general management and business planning, as measured by increases in the METT scores	METT scores in 2010: Oti-Kéran: 26.5 % Oti Mandouri: 15.7 %	Results, expressed in relative terms, increase by at least 30% in Oti-Kéran and 75% in Oti-Mandouri Oti-Kéran: 34.4% Oti-Mandouri: 27.4%	Because of the suspension of project activities in the PAs of the OKM complex, the METT scores were not updated in 2018. However, since the PRAPT also supported the PAs of Alédjo, Abdoulaye, and Mont Balam, the METT was applied to PAs and final scores can be compared with the scores reported in the MTR report. All METT scores have increased as compared to the values reported in the MTR for 2013. However, the METT score for Fazao-Malfakassa in 2018 is 61% (62 out of 102), below the 15% increase target. The lack of difference between the two values is surprising given the support provided by the PRAPT and is possibly a reflection of erroneous answers in the previous METT conducted in 2013. Indeed, the PRAPT contributed to increase the management effectiveness of the Fazao-Malfakassa NP through the participatory elaboration of a management and development plan, the development of an ecological monitoring system, enhanced capacities of the forest brigades, ecoguards and Conservator through several targeted trainings, surveillance and monitoring

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation				
			Value of indicator and Observations				
Indicator revised for Fazao-Malfakassa: Improved PA management effectiveness for the Fazao-Malfakassa PA for general management and business planning, as measured by increases in the METT scores	Baseline revised for Fazao-Malfakassa: 2013 METT Score FM: 59%	Target revised for Fazao-Malfakassa: Results, expressed in relative terms, increase by at least 15% by end of project in the Fazao-Malfakassa PA	equipment, and most importantly, by changing local communities' perceptions about the ownership of the PA and involving them in its management through representative structures. Such tools and capacities had not been put in place by the FFW during the 25 years of the concession. Based on knowledge of the FMNP before PRAPT, METT baseline score was evaluated <i>a posteriori</i> during the TE and was estimated at 34%.				
			METT scores in %				
				Fazao Malfakassa	Abdoulaye	Mont Balam	Alédjo
			MTR	59%	-	23%	33%
			TE	61%	57%	28%	49%
The MTR noted that score evaluation using the METT tool varied widely by respondent and questioned the validity of time comparisons when respondents differ from one exercise to another. The management effectiveness of the Mont-Balam, Alédjo and Abdoulaye PAs was also enhanced through the participatory elaboration of management and development plans, enhanced capacities of the forest brigades and Conservator through targeted trainings, and also, by changing local communities' perceptions about the ownership of the PA and involving them in its management through representative structures.							
8. Ecosystem and habitat regeneration in the two OKM complex PA	Oti-Kéran: 18% of the surface of the core protection zone occupied by agriculture Oti-Mandouri: 16% of the surface of the core protection zone occupied by agriculture OKM complex: ~16.700 people living in 54 villages inside the complex	50% reduced habitat conversion: Oti-Kéran: 9% of the surface of the core protection zone occupied by agriculture Oti-Mandouri: 8% of the surface of the core protection zone occupied by agriculture Reduced human pressure in the OKM complex: 10,000 people living in 20 villages inside the complex	This indicator could not be measured directly during the project. It was expected that the National Forest Inventory conducted by GIZ from August 2015 to May 2016 would inform this indicator but the PRAPT could not access the results. PAs of the OKM complex. Data on habitats and major threats and pressures in both PAs of the OKM complex were updated in 2015 through a survey to characterize habitats, pressures and threats for the development of the management plan. Results indicated a better preservation of habitats around the base of the Naboulgou forestry brigade and more advanced habitat degradation in Oti- Mandouri than in Oti- Keran. Main threats included human settlements, habitat conversion due to agriculture and pasture expansion, and logging of large trees. A long-term ecological monitoring system for the OKM complex was designed and includes (i) basic studies (ii) monitoring of the vegetation dynamics in relation to the evolution of the climate and anthropogenic pressures, (iii) monitoring large mammals populations, especially elephants, (iv) monitoring demographic evolution and related impact of exploitation activities, (v) monitoring the application of management measures, especially anti-poaching operations and fight against agriculture and pasture encroachment within the OKM				

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
Indicator revised for Fazao-Malfakassa: Ecosystem and habitat regeneration in the Fazao-Malfakassa PA	Baseline revised for Fazao-Malfakassa: 30 000 ha of Fazao-Malfakassa (192 000 ha) occupied by agriculture at 2010	Target revised for Fazao-Malfakassa: Occupied surface will not be extended beyond current limits. Occupied surface will be reforested.	<p>complex. A Strategy for the surveillance and fight against poaching in the OKM complex was developed with the participation of relevant actors to define and promote ways to enhance the surveillance and anti-poaching mechanism in the OKM PAs, including required resources (human, technical, material, infrastructure, etc.). Faced with the increasing encroachment around the base of the Naboulgou forestry squad and advanced destruction of the gallery forests along the Oti River, the project had started to implement this strategy by undertaking surveillance missions to remind local people of the importance of preserving these natural resources. Unfortunately, the PRAPT had to put an end to its activities in these PAs in November 2015. According to the information provided by the foresters, the surveillance missions are continued in the vicinity of the base of the Naboulgou forestry brigade where the habitats are in better condition, but mainly have an awareness-raising role.</p> <p>Fazao-Malfakassa NP. The development of the Fazao-Malfakassa management plan was based on the results of a thorough ecological survey conducted by the University of Lomé in 2013¹² and updated data on biodiversity distribution -mainly fauna- and on the migration corridor, on habitats, major threats and pressures on flora, fauna, socioeconomic, and land and resource use through surveys and participatory mapping conducted in 2017. Results indicated a better preservation of habitats around the midwestern and southwestern parts of the PA and more advanced degradation in the south-east where villages are established within a controlled land occupation zone. Main threats include poaching (reportedly by Ghanaians), cutting of firewood and lumber, gravel quarrying in the southeast and gold panning in the Mo River but there is no clear indication of any trend in these activities. The only indication that expanding farming activities might be encroaching on the PA and migration corridors is the fact that local communities reported increased human-elephant conflicts, mainly through crop destruction, in the last 2 to 3 years. Since elephants are known to generally follow the same migratory routes annually, this is likely due to human encroachment onto the elephant route due to the expansion of their agricultural lands. Monitoring of this type of information will be made possible in the future through the PA Management and Management Plan, which identifies biodiversity resources and threats, and proposes measures to mitigate them, and the ecological monitoring system put in place by the PRAPT.</p>
9. Income generation from new PA and biodiversity value chains for local communities	0	To be identified during management and business plan elaboration for each zone	<p>This result conditions the support of the village communities and is crucial to ensure the continuation of the actions initiated by the project and the sustainability of its outcomes.</p> <p>OKM PAs. The work of demarcating the boundaries of the PAs (making of the landmarks) provided income of nearly five million CFA francs in a month to a hundred people in local communities, 25% of them women, but these incomes were not sustainable.</p>

¹² Atsri H. et al., 2013. Inventaire faunique et forestier, études écologiques et cartographiques du Parc National de Fazao-Malfakassa.

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
(ecotourism, benefit sharing, small game farming, local job creation etc.)	Baseline revised for Fazao-Malfakassa: 0	Target revised for Fazao-Malfakassa: 10 micro-projects for income generating activities in the buffer zones of Fazao-Malfakassa PA	<p>To develop sustainable livelihoods that help reduce the pressure on biodiversity, the project provided a grant of CFAF 65,000,000 for income-generating activities (IGAs) or beekeeping and shea butter production microprojects to the benefit of 10 community groups in villages located on the periphery of the complex PAs OKM, beekeeping (5) and shea butter production (5). The PRAPT provided equipment, material trainings and coaching in the early stages of activities in 2014. At the time of the MTR, although development of IGAs was still incipient, it was contributing to improve communities' perception on PAs benefits, at least in beneficiary communities. In 2015, most of the hives established with the PRAPT support were colonized by bees. An official award ceremony on 21st August 2015 to provide Farming and Shea butter equipment to agricultural groups gathered more than 2000 participants in Mango. This ceremony was honoured by the presence of the Minister for Environment and Forest Resources and the Resident Representative of the UNDP in Togo, thus giving high visibility and showing strong support to the project. Unfortunately, PRAPT support on this output in OKM was limited by the suspension of the project by the Government in November 2015 and the project could not assess the increase in the income of local populations.</p> <p>Yet, information gathered at the time of the TE in May 2018, by the PRAPT is fairly encouraging:</p> <p><u>Shea butter production.</u> Of the CFAF 25,280,000 subsidy granted by the PRAPT and distributed according to the budget of each group shea butter microproject, 45% were used for the purchase of 5 wood roasters, 5 manual churns, 60 drums, 635 jute bags and one grain mill, and 30% were used for the purchase of shea nuts. To date, the 5 shea butter production groups are still operational and the number of members in most groups has increased. The amount of shea butter produced varies according to the groupings but is growing overall. It varies from 12 to 25 barrels (300 to 625 l / year) depending on the group, for an average of 10 barrels of shea butter a year since 2016, and annual revenues ranging from CFAF 150,000 to 450,000. Women often take out loans to purchase shea nuts and to pay for the maintenance of their equipment.</p> <p><u>Beekeeping.</u> The 5 groups are still operational and since 2016 have been harvesting honey from 30 l to 120 l per year depending on the groups. The honey from these groups is sold on site and the first sale of a liter of honey brings in income ranging from 2500 to 4000 FCFA. In some groupings, the hives were distributed to the members but in other groups, the harvest is collective and the income from the sale is redistributed to the members of each community. These revenues allow each year to acquire inputs for the crop year.</p> <p>FMNP. Project interventions to develop sustainable livelihoods that help reduce pressures on biodiversity in the FMNP were still at a very early stage: contracts for developing beekeeping in local communities had been recently awarded to 4 trainers (2 NGOs, 1 association and 1 small enterprise with expertise in beekeeping). Beneficiary training on beekeeping practices had started and equipment was still being procured in most cases and distributed to only one community group. During the TE mission, some of the beneficiaries met had received a training but had not yet started</p>

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
			their activity. The effects of IGAs in terms of income generation and prospects for sustainability cannot therefore be assessed because of their too limited implementation. Although no business plan had been developed prior to implementing these activities with local communities, trainers estimate that income can be generated from 3 months after swarm capture. However, the estimation of the production potential was very variable from one trainer to another, as was the first sale price per liter, ranging from CFAF 1,500 per liter to CFAF 7,000 per liter, thus reducing the validity of a prospective estimate based on such values.
10. Critical habitats and key natural resources for elephant migration at regional level (OKM - WAP) are identified and priority threats addressed, including through WAPOK-wide cooperation among the WAPOK countries	Some useful maps are contained in PRODOC Annex 9. Atlas of the project region. These are not sufficiently detailed to prioritise action on critical habitats, elephant migration	By mid-term, the project would have identified: (a) key habitats for elephant migration across the WAPOK Complex involving the OKM Sub-Complex (b) nevralgic points for elephant poaching across the WAPOK Complex involving the OKM Sub-Complex (c) At least 3 priority activities for addressing the threats of elephant poaching across the WAPOK Complex involving the OKM Sub-Complex and requiring cross-border cooperation among the WAPOK countries.	OKM. As part of the participatory monitoring of elephants and other mammals in the OKM complex and outskirts and the WAP, the migratory corridors of large and medium-sized mammals were mapped to identify corridors still in use, those that are deserted, human-wildlife conflict areas, and challenges along these corridors. Three major elephant migratory corridors were identified in between the WAP and Northern Togo PAs: the corridor of the Lion Den National Park, the corridor of Oti River / Galangashie Fauna Reserve, and the corridor of Oti River / Koumongou tributaries. The habitat and shelter function, essential for animals' migration, has been considerably reduced, especially in the Lion Den NP corridor. As news spread about the project suspension, local communities readily invaded the protected areas, increasing dramatically human activities and land occupation by houses and farmlands along this corridor, leading to severe habitat fragmentation. Reducing the security of this corridor and the availability of resources required for elephant survival reduces the likelihood of its continued use by elephants in the future. Information collected from field trips and informal surveys with populations living around OKM PAs indicated that the Oti River / Galangashie Fauna Reserve and Oti River / Koumongou tributary corridors were still sustainably used with a low impact on elephant populations and with minor disturbance on the surrounding communities. GIS-based analysis of the OKM PAs gave a clear picture of the elephant migratory patterns along the Oti River and of human-wildlife conflict areas, showing that, during their migration, elephants move along the Oti River and cross it at some point, causing major conflicts with the populations during the crossing, and more importantly because of the rise in water level. The same observations were made in the Oti Keran Park.

<p>Indicator revised for Fazao-Malfakassa: The vital corridor of wildlife migration between the Fazao-Malfakassa (Togo) and Kyabobo (Ghana) national parks are identified and priority threats addressed. Measures to improve the ecological connectivity between these two complexes are implemented.</p>	<p>Baseline revised for Fazao-Malfakassa: 0</p>	<p>Target revised for Fazao-Malfakassa: (a) key habitats for elephant migration across the Kyabobo park and Fazao- Malfakassa identified (b) nevralgic points for elephant poaching across the Kyabobo park and Fazao-Malfakassa are identified</p>	<p>FMNP. The vital corridor of wildlife migration between the Fazao-Malfakassa (Togo) and Kyabobo (Ghana) national parks as well as priority threats have been identified in the FMNP management and development plan (which has not been fully implemented yet). The FMNP is contiguous to Ghana's Kyabobo National Park and separated by the Koué stream which acts as a natural boundary between the two national parks, which thus constitute one borderless territory for animals. The elephant migration corridor is located south-west of the park and adjoins Ghana's Kyabobo NP. It consists of dense dry forests in the valleys, gallery forests and clear forests on the side of mountains and hills, wooded savannahs on the plateaus, and ponds where elephants and buffaloes are permanently concentrated. Regular movements of elephants and buffaloes are effectively observed between the two protected areas. These species and other mammals are increasingly subject to cross-border poaching by hunters from both countries, which is facilitated by the permeability of borders and allows traffic networks of all kinds (weapons and ammunition, game, wood and other products). On the other hand, it is due to the lack of a bi-national framework of collaboration such as cross-border patrols. Unfortunately, the project did not allow for an agreement with Ghana to organize the fight against poaching in the two PAs.</p> <p>Critical habitats in the FMNP. According to the information provided in the FMNP Management and Development Plan, the park's elephant populations are dependent on marshy areas where water is permanent. Large herds are found in the valleys in the south-east of the Park, in the contact zone between the plain of the Anié River and the south-west plateaus, and in the small flood plain embedded between the Malfakassa and the Balanka Mountains to the northwest boundary of the park. These elephant herds have stabilized in these areas and make regular incursions along corridors to agricultural areas on the periphery of the park. Despite the lack of rigorous monitoring, previous data and observations from park staff indicate that these populations have been increasing in recent years due to decreasing poaching pressure.</p> <p>Threats. Main threats include poaching (reportedly by Ghanaians), cutting of firewood and lumber, gravel quarrying in the southeast and gold panning in the Mo River but there is no clear indication of any trend in these activities. Most of these activities are carried out by the village communities located inside the park, in the south-east (19 villages) and the center-east of the park (4 villages), representing a population of about 8,500 people. The area occupied by these settlements and farming areas represent approximately 15% of the total park area. The installation of these villages in controlled occupation zones within the boundaries of the national park by the Government has led to a degradation of habitats and especially an invasion of the migration corridor of large mammals such as elephants and buffaloes. Such decisions reflected the absence of a management plan for the PA and of a development planning framework for its peripheral area. Currently, the only indication that expanding farming activities might be encroaching on the PA and migration corridors is the fact that local communities reported increased human-elephant conflicts, mainly through crop destruction, in the last 2 to 3 years. Since elephants are known to generally follow the same migratory routes annually, this is likely due to human encroachment onto the elephant route due to the expansion of their agricultural lands.</p>
--	---	---	--

Indicator	Baseline Level	Target level at end of project	Terminal Evaluation
			Value of indicator and Observations
11. Number of PIT (integrated land use plans), which integrate biodiversity conservation and elephant migration needs	<i>(not set or not applicable)</i>	At least 4: In the Savanna Region, covering 2 Prefectures: (1) Kpendjal; (2) Oti; and in the Kara Region, covering one Prefecture: (3) Kéran	The EU-funded National Decentralized Actions Management Programme on Environment (PNADE - closed in 2013) piloted a decentralized planning process to mainstream environment in integrated development plans at the territorial level in 8 prefectures including Keran, Oti and Kpendjal which were the focus of the 2 nd component until 2015. 30 territorial integration plans (PITs) were elaborated including 3 for the prefectures within the OKM PA complex. These PITs were developed before the technical staff of the PRAPT was recruited so that the project was unable to contribute to it, and a review (by the project staff) revealed that while the PITs for the OKM prefectures did address general environmental issues, none of them effectively integrated biodiversity conservation and elephant migration needs. The PRAPT team had planned to provide technical assistance for the amendment of these PITs to incorporate biodiversity conservation objectives, but this task was not completed as the project refocused on the Fazao-Malfakassa PA.
The progress towards the outcome can be described as: MS			

3.3.2 Relevance

This section assesses the extent to which the project responds to local and national development priorities and policies and is in line with GEF operational programs. As appropriate, the question of relevance also examines whether the objectives of an intervention or its design remain appropriate in light of changing circumstances. Rating: R¹³

Consistency of the project with national priorities and policies. The project built on, and has been consistent with, the country's political and legislative framework. The project greatly contributed to the implementation of the *National Biodiversity Strategy and Action Plan 2011-2020* (NBSAP, 2014) more specifically to the objective 2 to make biodiversity a priority for decision-makers and stakeholders and incorporate biodiversity values into national accounts, to the objective 3 to develop a national planning scheme including the areas devoted to the conservation of biological diversity, to the objective 4 to reduce the rate of degradation and fragmentation of natural habitats, to the objective 7 to develop management plans for the priority PAs important for biodiversity conservation, to the objective 8 to strengthen the legal, institutional and governance frameworks to create an enabling environment for biodiversity conservation, to the objective 15 to map ecosystems important for the conservation of biological diversity and to ensure the sustainability of the use of biological resources, through the biodiversity surveys conducted in the priority PAs, and to the objective 18 to increase national expertise .

The project supported the process led by the Government since 1999 to streamline and rehabilitate the national system of PAs and is in line with the recommendations of the Truth-Justice-Reconciliation Commission, which proposed, in the face of the manifest hostility of the populations towards PAs, a series of recommendations to which the Government of Togo responded with the implementation of the PRAPT. It was recommended among others to involve and empower grassroots communities about the importance of wildlife for themselves and for the state, to adopt incentives for the protection of wildlife in PAs, and to give consideration to the victims of the policy of creation of wildlife reserves.

Through the maintenance of ecosystem services and sustainable land and resource management in peripheral areas of the OKM complex and of the FMNP, project interventions have contributed to the implementation of the priorities set out in the Poverty Reduction Strategy Paper and the 2013-2017 Accelerated Growth and Employment Promotion Strategy (SCAPE). The project contributed to the "Strategy for the Conservation and Sustainable Management of Biodiversity" and more specifically to two of the three specific objectives (i) to develop the capacity of all stakeholders involved in biodiversity management; (ii) preserve, in a participatory manner, representative areas of different ecosystems to ensure their sustainability and preserve their constituent elements.

This project is also consistent with the Forest Policy Statement and the forestry policy whose strategic axis 2 refers to "the restoration of degraded stands and the conservation of biodiversity". The project was part of one of the components of the National Investment Program for Environment and Natural Resources (PNIERN) for the period 2011-2015, a strategic federative framework for environmental interventions, and still consistent with the new Program updated in 2018. The project has contributed in particular to the implementation of the National Forestry Action Plan elaborated in 1994 and updated in 2011 which advocates the strengthening of institutional and human capacities in the field of sustainable forest management. The participatory process for the development of management plans and management of PAs integrates the experiences acquired in the field of participatory forest management and is consistent with the policy of the Government to make effective the involvement of local populations in the conservation and the promotion of national forest and wildlife resources.

Compliance with GEF Operational Programs. As per the ProDoc and CEO ER, the project is aligned with the GEF-4 Biodiversity focal area strategy, namely with the Strategic Objective (SO) 1: 'Catalyzing Sustainability of Protected Areas Systems'. The project contributed to this SO by consolidating and strengthening the enabling planning and institutional framework for the effective management of terrestrial protected areas; and contributed to strengthening the capacity (strategies, equipment, knowledge, and skills) to support the operational management of PAs following a participatory approach. More specifically, the project complies with the eligibility criteria for the Strategic Programme (SP) 3 on Strengthening Terrestrial Protected Area Networks by ensuring a better conservation of Togo's key ecosystem by enhancing the viability of the PA system.

Contribution of the project to SDGs and Aichi Targets

¹³ Refer to Annex 7 for the TE rating scales

SDGs. Through the enhancement of the management effectiveness of natural habitats of vulnerable species, the project is contributing to the **SDG 15 - Life on Land**, which is to protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and biodiversity loss. The project also contributed, although in a limited way, to **SDG 1 – No poverty** by supporting the creation of sustainable IGAs for men and women living around the PAs of the OKM complex and the FMNP and by contributing to the maintenance of ecosystem services on which local people depend for their livelihoods. By requiring the involvement of women in the structures that represent local communities in the participatory decision-making processes for the management of PAs and by targeting and training them specifically for some IGAs, the project contributed to **SDG 5 – Gender equality**. Finally, by drilling wells within the peripheral villages of the FMNP, the project contributed to **SDG 6 – Clean water and sanitation**.

Aichi Targets. The project is contributing to the following Aichi targets: **1.** Increased **awareness** of biodiversity values, through the multiple awareness activities conducted by this project; **3.** Progress towards the development of positive **incentives** for biodiversity conservation through the development of IGAs based on PAs' natural resources (beekeeping, shea butter production, fishing), negotiating co-management agreements with local communities through their representative structures, AVGAPs, UAVGAPs and CLG; **5. Reduced loss, degradation and fragmentation of habitats** namely by reducing pressures on biodiversity (xxx) and enhancing protection (in PAs) of suitable habitats for vulnerable species such as the elephant and the xxx; **11.** Increased management effectiveness of **PAs** through the development of management plans and increasing the capacities of staff and institutions in charge of PAs; **15.** Enhanced **ecosystem resilience** and contribution to biodiversity as shown by increasing population trends of elephants in the FMNP.

3.3.3 Effectiveness

Rating: MS. Effectiveness assessment reviews the extent to which intended results have been achieved and is included in the Section 3.3.1 – Table 7. Results include direct outputs, short and medium-term outcomes and longer-term impacts, including global environmental benefits. This assessment is carried out based on the indicators identified in the logical framework and used to report annually on the progress of the project to UNDP-GEF and considering the factors that may have facilitated or hindered their achievement.

3.3.4 Efficiency

Efficiency reflects how inputs, costs and implementation time are translated into results - or the extent to which environmental and development outcomes and project outputs have been achieved with the lowest possible cost; also called cost-effectiveness. It also examines the project's compliance with the incremental cost criteria and the effectiveness of the co-financing search. **Rating: S**

Investments in strengthening institutional and individual capacities of PA agencies are highly cost-effective as it contributes to increase staff productivity and effectiveness at achieving the tasks under their responsibility. Enhanced national capacities meeting high-level standards reduces the need to resort to costly external expertise.

In the ProDoc, it was argued that the selected approach focusing on the enhancing management effectiveness in areas with a real potential for biodiversity conservation through the requalification process was more cost-effective with an investment of 6.87 USD per hectare as compared with an investment of several hundreds or thousands of dollars per hectare for the reforestation of tropical forest ecosystems. Unfortunately, due to the resistance of populations in part of the OKM complex, their refusal to adhere to the project's proposals and the persistence of their occupation of the land and use of resources within the complex, which is likely to be related to the late development of IGAs and the suspension of the project activities which prevented the drilling of deep wells in villages neighbouring the PAs, this could not be demonstrated in the first pilot site of the project. Indeed, during the MTR, it was observed that it was not realistic to maintain the target of halving the area cultivated within the OKM PA complex at the end of the project due to the sharp rise in human occupation, especially in anticipation of compensations that could have been granted to people who voluntarily leave the PAs. In the second pilot site, the Fzao-Malfakassa NP, the duration of the intervention was too limited to allow the effect of habitat restoration to be observed in relation to the reduction of anthropogenic pressures on the PA and its resources. Therefore, this expected effect in terms of efficiency could not be observed.

It was also expected that the establishment of new value chains for the benefit of local communities, based on natural resources of the PAs for which the rights of use of the communities would be recognized, secured, and managed in collaboration with them, would develop their accountability as partners in the management and monitoring PAs and provide

sufficient incentives to conserve natural resources and reduce pressures on PAs and biodiversity, thus reducing significantly the cost of their sustainable management and protection. Again, regrettably and for the reasons cited above, the project did not allow the thorough development of this accountability and ownership attitude by local populations, with a few exceptions as noted in the MTR. However, in less than a year in the Fazao-Malfakassa NP, this change of attitude occurred even in the villages that had demonstrated stubborn resistance to the project's efforts to demarcate the limits of the PA. AVGAP members shared that they used to 'enter' the PA when it was managed by the Foundation Franz Weber as they felt the national park was 'for them'. Indeed, the FFW had adopted a rather repressive approach towards local communities and poaching and illicit use of resources in the park, despite some efforts to enhance communication with local communities under the influence of the PRAPT, as noted during the MTR. However, after the awareness and information sessions conducted by the project and the Government, they shared that once they understood that the "PA was for them", they stopped their incursions into the PA, their poaching and charcoal activities, and they themselves supervised the portion of the PA located near their agricultural fields. Again, the duration of the project intervention in this site was too limited to implement the participatory surveillance protocol with local communities and to calculate efficiency gains, but these observations, although preliminary, are promising and should be followed to demonstrate the economic benefits of adopting of this new type of governance. Such economic and social benefits should be carefully weighed before resorting again to the solution of conceding the management of PAs to ensure their sustainability.

3.3.5 Country ownership

National ownership is demonstrated, among other things, by the government's compliance with its financial commitments, involvement in project implementation and adoption of policies or legislative texts that support the project's outcomes.

Financial commitment. In the PRAPT project, such ownership has been demonstrated by the direct involvement of the MERF authority in motivating its officers to participate in project activities and support its interventions in the field. If the parallel contribution of the PNADE project is set aside, the MEFR has exceeded its financial commitment through the combined in-kind and grant contributions, which amount to 105% of what had been initially committed (please refer to section 3.2.5 for a detailed assessment).

Government involvement. This project benefited from the unequivocal support for the Minister of the Environment when needed, from the support of its broad national PSC which fulfilled its functions with diligence, meeting at least twice a year, and more often as required by special circumstances, and from the support of local steering committees. The MEFR has demonstrated strong ownership of the project, under the leadership of the Minister which prompted ministry officials at all levels to get involved and contribute to the project activities and to identify measures to reduce barriers raised by political opportunism and, more recently, to relaunch its implementation. In April 2015, the government reasserted its support to the PRAPT through a note addressed to Ministers and members of the National Assembly demanding to intervene to bring to a standstill the political interference against the project implementation in the PAs of the OKM complex.

Government support in addressing a critical situation. After the events of November 2015, in March 2016, the MEFR spared no effort to create a peaceful environment to enable the relaunch of the project and organized a meeting of reflection and consultation on the future of PAs in Togo with relevant stakeholders to address the critical situation of the PAs which had been invaded by local communities following the dissemination of the project's suspension. After numerous consultation meetings with all stakeholders and information on the situation in other PAs, the Ministry of Environment requested the Prime Minister to withdraw the suspension on other PAs. In the meantime, consultations with the population adjacent to the PAs of the OKM complex have helped ease the protests against the rehabilitation of PAs, but the Government decided to maintain the suspension of activities to bring calm and serenity.

The validation of several outputs of the project and discussions related to the challenges posed by the local communities' perceptions aggravated by political expediency in the region of the OKM complex required the active participation of high level officers in the MEFR. Key ministries concerned by the issues addressed by this project were represented in the PSC and ensured an inter-ministerial liaison with the project team.

Government's commitment to the project's objectives. Another great demonstration of the Government ownership, is the strategy adopted by the MEFR to complement and finalize key outputs of the project that could not be completed due to the one-year suspension, through partnerships with other projects implemented by the MEFR, such as the finalization of the National Strategy for the Sustainable Management of Protected Areas to enable its adoption and implementation. A draft strategy was developed by an international consultant from Benin but could not be finalized because of the project

suspension. Delays were too important to allow to make an amendment to the contract and the situation too complex to prepare a new one. However, at the synergy meeting of MEFR projects in 2017, the finalization of the strategy was entrusted to the WB-funded REDD + project (2015-2020) which planned to develop a management strategy for PAs related to sequestration of carbon, for finalization in 2018.

The MEFR also mobilized the support of the PGICT project to recruit a consultant to support the preparation of a national dialogue on the sustainable and participatory management of PAs in Togo which output was validated in May 2017 through a large national workshop. Main recommendations focused on: (i) holding a national dialogue on PAs involving all stakeholders and taking care that no key actors are left behind, (ii) the synergies to be put in place between the various ministerial departments in order to harmonize the actions undertaken around the PAs, notably those of the OKM complex, (iii) with the support of the prefects and traditional authorities concerned, understanding of the underlying causes of populations' recurrent invasions in PAs to avoid jeopardizing future efforts to rehabilitate PAs, and identifying measures to be put in place to limit invasion and degradation of PAs in areas still favorable to the rehabilitation process, (iv) the creation of a national support network for the management of biodiversity and PAs (composed among others of parliamentarians, other Togolese notables, NGOs / CSOs and international partners), (v) securing an adequate budget for the PA system to ensure the essential functions of PAs, and (vi) the proposed legal status for the OKM complex (national park or biosphere reserve).

In addition, adopted legislation and policies in line with the project's objectives include the adoption of the requalification decrees for the Fazao-Malfakassa, Abdoulaye, Alédjo and Togodo PAs developed by the project. The on-going revision of the Forest Code integrated recommendations related to classification / declassification of PAs and incentives for local communities, made through the Review of the PAs legal framework and proposal of an improved framework adapted to the context of decentralization, which was achieved as part of the PRAPT.

3.3.6 Mainstreaming

UNDP-supported GEF-financed projects are key elements of UNDP country programming, as well as regional and global programs. The evaluation is assessing the extent to which the project has successfully integrated other UNDP priorities, including reducing poverty, improving governance, prevention and recovery from natural disasters.

Strategic documents, studies and evaluations in this project were all developed or conducted following a highly participatory approach, where relevant stakeholders were consulted repeatedly to review and validate the project main outputs. Such an approach is in line with UNDP's understanding of what is good or democratic governance which entails meaningful and inclusive political participation – basically people having more of a say in all of the decisions which shape their lives.

The project also contributed to enhance the governance of the PA system through the establishment and capacity development of AVGAPs, UAVGAPs, and local management committees to represent and advocate for local communities' access and use rights and related benefits. These structures have represented local communities' interests in the negotiations of co-management agreements and in participatory mapping and decision-making for the development of PA management plans.

The work of demarcating the boundaries of the PAs (making of the landmarks) provided income of nearly five million CFA francs in a month to a hundred people in local communities, 25% of them women, although these incomes were not sustainable. To develop sustainable livelihoods that help reduce the pressure on biodiversity, the project supported the development of sustainable income-generating activities (IGAs) or beekeeping and shea butter production microprojects to the benefit of 10 community groups in villages located on the periphery of the OKM complex PAs, beekeeping (5) and shea butter production (5). The groups that initially included 30 to 40 people have now increased and are still active despite the withdrawal of the project since 2015, which gives good prospect of sustainability.

3.3.7 Sustainability

This section provides an assessment of the extent to which the main project results are likely to continue after UNDP and GEF assistance or other external assistance has ended under this project. Sustainability is classified by evaluating factors within four dimensions of risk that may affect the persistence of project outcomes, including sustainable funding mechanisms, changes in perception and attitude within communities and other stakeholders, capacity building, socio-political context, the institutional and governance framework, and the environment. These dimensions of risk are assessed according to the scale provided in Annex 7.

Financial risks to sustainability - Rating: U (severe risks to sustainability)

Financial resources to support PA management. At the end of the project, the economic activities of valorisation of the PAs do not generate the necessary resources to support the recurrent operational costs of the PAs and no mechanism of sustainable financing has been put in place. The Government does not currently have the necessary financial resources to meet all basic needs for the management of the PA system. The report on the “Assessment of the financial needs for the operation of Togo's PAs, their economic role and proposals for a sustainable financing mechanism” made some recommendations to value PAs and to build a sustainable funding mechanism dedicated to the PA system, but although the report was validated by a national workshop (2017), its recommendations have not yet been implemented.

PA management and development plans developed as part of this project do not include business plans, do not identify funding sources, and there is no secure source of funding to ensure their implementation. No budget is secured for the implementation of the 5 new management plans besides the National Forest Development Fund which is fed by fines, logging permits and timber transport and auction of seized goods. Those revenues have been plummeting since the adoption of a moratorium at the end of 2016 on the cutting of *Pterocarpus sp.*, an endemic precious wood. This moratorium has severely reduced revenues related to the transport of wood. Moreover, since the account of this fund is owned and managed by the Public Treasury, there is no guarantee that the money deposited therein will be used for the purposes intended. This fund has been supporting the FMNP with 51 million FCFA in 2016 and 43 million in 2018 to cover expenses related to operations, fuel for patrols, ecoguards fees, maintenance of vehicles and office supplies. Currently, there is no guarantee that the fund will be able to support the FMNP beyond 2019. Without funding for concrete protection measures such as effective surveillance and anti-poaching and habitat restoration measures, the expected effects of the project on natural resources are unlikely to be sustainable.

Socio-economic risks to sustainability - Rating: ML (Moderate risks to sustainability)

Attitudes of communities opposed to PAs and wildlife. The assessment of socio-economic risks to sustainability of PAs is very much contrasted depending on the geographical location of the project interventions. In the Prefecture of Oti where recurrent events have taken place in 2015 and previously in 2003, the local communities attitude towards protected areas and fauna is such that the socioeconomic risks to the sustainability of this project's results are significant. Despite the various awareness activities conducted by the PRAPT staff, the support provided to 15 groups for the development of IGAs (shea butter, fishing and beekeeping) to improve livelihoods, and repeated interventions by the prefect to calm the situation, a significant part of the population in the northern part of the OKM complex persisted with an attitude radically opposed to PAs and to the PRAPT project, to such an extent that the Prime Minister had to suspend the implementation of the project to restore a climate of peace. Therefore, in this area, the socio-economic risk to the sustainability of PAs is very high. However, in the area surrounding the FMNP, this risk is now assessed as low. Even before providing support for the development of IGAs and water supply, the PRAPT interventions to raise awareness on collaborative management and for the participatory development of the PAG and co-management agreements have succeeded in changing the perceptions of village communities which now understand that *protected areas are for them*. For these communities, these activities were a tangible demonstration of the Government's commitment to introduce a new governance model that allows them to have benefits from the PA and develop ownership. they claimed that they readily stopped their incursions into the PA once they understood the concept of co-management and now exercise surveillance themselves to prevent activities that are incompatible with the objectives of the PA and intervene to raise awareness and inform offenders of the management rules of *their* PA. This perception shift took place in less than a year after the PRAPT started working directly with them and has been reported by all communities interviewed for the TE.

Sustainability of IGAs supported by PRAPT. The project supported the development of IGAs and capacity building for the benefit of 10 groups within local communities on the periphery of the Fazao-Malfakassa NP (beekeeping) and previously of 10 groups within the local communities around the OKM complex (beekeeping, shea butter production, improved fishing methods).

This expected result conditions the involvement of village communities and is crucial to ensure the continuation of the collaborative management scheme put forward by the project and the sustainability of its effects. Lack of tangible support by the Government to develop sustainable livelihoods for local communities living at the periphery of the PAs may be interpreted by them as a lack of commitment and the local communities that have agreed to participate with the project proposals are likely to quickly regain their skepticism due to lack of tangible and long-term benefits. During the evaluation mission, the beneficiaries met had, at best, received training and sometimes material, but had not yet started their activity.

The effects of AGRs in terms of income generation and the prospects of sustainability for communities bordering the MFNP can not therefore be evaluated because of their too recent and too limited implementation. However, a few factors open up optimistic perspectives on the results of AGRs and their sustainability:

(i) Despite the complete withdrawal of project support since November 2015, the IGAs set up in 2014 for the populations neighboring the PAs of the OKM complex have been continued to date:

- Shea butter production. To date, the 5 shea butter production groups are operational and the number of members in most groups has increased. The amount of shea butter produced varies between groups but is overall increasing. It varies from 12 to 25 barrels (300 to 625 l / year) depending on the group, for an average of 10 barrels of shea butter a year since 2016, and annual revenues ranging from CFAF 150,000 to 450,000. Women often take out loans to purchase shea nuts and to pay for the maintenance of their equipment and are able to repay them.

- Beekeeping. The 5 groups are still operational and since 2016 have been harvesting from 30 l to 120 l honey per year depending on the groups. The honey from these groups is sold on site and the first sale of a liter of honey brings in income ranging from 2500 to 4000 FCFA. In some groupings, the hives were distributed to the members but in other groups, the harvest is collective and the income from the sale is redistributed to the members of each community. Every year, these revenues allow to acquire inputs for the following crop year.

(ii) The IGAs were selected taking into account the existing market and profitability prospects (widely varying estimates of a consultant to another but promising)

(iii) Material quality requirements (stainless steel) guaranteeing its durability and the quality of the products (honey) have been imposed by their inclusion in the contracts of the consultants who support the development of these IGAs for the benefit of the local communities.

(iv) Beneficiaries have received training to develop the skills needed to carry out these IGAs and market the products and these trainings are supported by the development of accompanying documents developed by the consultants.

Institutional framework / governance risks to sustainability - Rating: ML (moderate risks to sustainability)

Institutional fragmentation. On the one hand, the strong commitment and involvement of the MEFR's authorities and staff, and their increased capacities thanks to the strategic guidance provided by documents developed through the project, trainings provided as part of the project, consolidate the institutional framework for managing the PA system. On the other hand, the institutional fragmentation between the Division of Fauna and Protected Areas in charge of PAs (under the Forest Resources Directorate) and without a budget of its own, and the decentralized administrative levels and PA staff in charge of PA management under the MEFR General Secretary's authority, without hierarchical or operational link between the two, weakens the effectiveness and efficiency of the PA System. It has been recurrently recommended to set up an agency dedicated to the management of PAs but while the political will to address this issue may be questioned, the constraint imposed by the International Monetary Fund on the creation of new budget lines is a definite limitation. The current institutional setup for managing the PA system is reducing effectiveness and efficiency of the MEFR's efforts to conserve terrestrial biodiversity and ecosystems.

Mobility of staff in charge of PAs. Due to the procedures in force within the MERF, the mobility of the staff between the different divisions and divisions prevents the capitalization of the project investments in developing the individual capacities to effectively manage a PA system. At the time of the MTR, a large proportion of the DFR agents who were interviewed had recently taken up their duties related to PAs and, in the same proportion, the agents who had benefited from the training could have been transferred to professional functions unrelated to PAs. Also, the project has not been able to support the establishment of a stable entity (i.e. agency / office) dedicated to the management of the PA system in Togo. Recommendations are made to advocate with the MERF to stabilize the staff dedicated to the PAs and to solve the problem of institutional fragmentation which dispossesses the Division in charge of the PAs of all financial autonomy and its operational link with the staff directly involved in the PAs. The establishment of a PA agency with financial autonomy, recommended during the organizational audit of the Ministry, would make it possible to capitalize on the achievements of the project and contribute to ensuring the sustainability of its results.

Lack of compliance with transhumance management agreements. Agreements have been the subject of orders from the Ministry of Agriculture to manage the use of space and resources from January to the end of April by transhumant Peuls from northern Togo and neighboring countries. Transhumance corridors have been defined in accordance with the agreements of the Economic Community of West African States (ECOWAS) and are monitored by transhumance committees. However, transhumant herders do not respect these corridors (which are not materialized) and, ignoring the rules and co-management

arrangements of PAs that are agreed with local populations, they invade PAs and use protected resources or whose right to use is reserved for communities bordering the PA.

Environmental risks to sustainability - Rating: ML (moderate risks to sustainability)

Climate change. The project assumes that ecosystem restoration will restore the migratory behavior of elephants. Elephants migrate mainly to find suitable water sources and habitats. The adult African elephant consumes 150 to 300 liters of water and 130 to 220 kg of food a day. Climate change can reduce the potential of ecosystems to meet the needs of elephants, especially in the dry season, even if the pressure of human occupation decreases. The effects of climate change have already been observed, including an average 30-day delay in the onset of the rainy season, interspersed with periods of drought and very high temperatures. These changes are likely to seasonally dry up water points for wildlife and affect access to water for human populations, increasing their dependence (for wildlife and humans) on the rivers Oti and Koumongou within the PAs of the OKM complex and on the seasonal rivers in the FMNP. It is therefore appropriate to dig wells for people, but it is also important to develop and maintain water points for wildlife in the PAs.

Human – Elephants Conflict. One of the conditions for the success and sustainability of the participatory governance scheme for the management of PAs is to ensure the livelihoods of the neighboring communities. A limitation to the sustainability of the project outcomes is that while village communities barely start perceiving the benefits related to PAs, they have been incurring the opportunity costs related to the creation of the PA for decades as they had to cease poaching and subsistence hunting activities, and their livelihoods are threatened by the wildlife they are now accepting to protect. The recurrent problem invoked by all the communities encountered during the final evaluation is the invasions of cultivated fields and the destruction of crops (cassava, maize, bananas) by elephants. Villagers complain that their gardens and plantations are ransacked, and the safety of their families is threatened as elephants get bolder and approach villages and farming plots to feed on crops. As long as the safety of communities and their access to adequate livelihood resources is not ensured on the periphery of the PA, it is likely that communities who practiced hunting, poaching and logging activities until very recently (until PRAPT raised awareness on the co-management approach) will resume these activities, thus compromising the brilliant but precarious results of the project in the FMNP.

3.3.9 Impact

The evaluation is assessing to what extent the project has achieved impacts or has actually made progress towards achieving the expected impacts in terms of measurable or verifiable improvement of the ecological condition, verifiable reduction of pressures on ecological systems, and/or demonstrated progress toward achieving such impacts. **Rating: MS**

This project goal was to conserve globally significant biodiversity in Togo's Savanna Biomes and to assure PA connectivity at eco-regional level. Early indication of the conservation of globally significant biodiversity is the evidence of increasing elephant population in the Fazao-Malfakassa NP, although this success can only be very partially attributed to the PRAPT which interventions have been taking place too recently.

4 CONCLUSIONS, RECOMMENDATIONS AND LESSONS

Conclusions

After 7 years of implementation, including a 24-month no-cost extension, this project has a moderately satisfactory rate of technical achievement and 75% of the GEF financial grant has been utilized. By the end of the project, as detailed in Table 7, progress towards achieving the project objective is evidenced by increased elephant population in the Fazao-Malfakassa NP from 70 (baseline) to 115 according to inventories conducted in 2013, and higher according to current estimates. Progress towards achieving the two project outcomes (i) the legal and institutional framework has been strengthened by

- 407,265 ha delimited and bounded consensually corresponding to 83% of the total area of the 10 priority PAs,
- requalification decrees for the PAs Fazao-Malfakassa, Abdoulaye, Alédjo and Togodo submitted to the SG of the Government,
- a National Strategy for Sustainable Management of PAs drafted and reviewed through a workshop, and to be finalized by the REDD+ project),
- enhanced skills and competencies of officers in charge of management at the central, regional and local levels through targeted trainings on management tools, surveillance, anti-poaching strategy, legal procedures, and ecological

monitoring, empowerment and enhanced skills of local communities for participatory surveillance, community life, SLM practices, co-management,

and (ii) increased effectiveness of PA management reducing threats to biodiversity by availability of management tools and increased capacities resulting in increased management effectiveness for all PAs as shown by METT scores, through

- the availability of management and development plans for 5 protected areas (without financial plans), FMNP, Alédjo, Abdoulaye, Amou Mono and Togodo, based on biodiversity surveys
- the creation and capacity development of AVGAPs, UAVGAPs and Local Management Committees for the FMNP and OKM PAs, as representative structures of local communities' interests in the development of co-management agreements and participatory zoning maps developed for 4 PAs: FMNP, Alédjo, Abdoulaye, and Togodo, and
- sustainable IGAs implemented and in OKM and foreseen in FMNP.

Despite a significant increase of the delivery rate after the MTR and sustained efforts by a committed project team, the delays caused by the slow start of the project, burdensome procurement procedures namely for staff recruitment, equipment and consultancies and above all the suspension of the project for over a year, could not be fully recovered. However, the Government enabled the development of collaborations with other projects, especially during the project suspension, that allowed to reach expected outputs and outcomes and replicate them to other priority PAs, thus contributing to a moderately satisfactory overall impact of the PRAPT despite a few gaps.

The underperformance for an important result such as the protection and rehabilitation of the transboundary corridor, whether for the OKM complex in connection with the WAP transboundary PAs or for the Fazao-Malfakassa NP in connection with the Kyabobo NP in Ghana, is attributable to the project low performance during the first part of its implementation, which delayed the delivery of outputs which completion was required prior to the undertaking of related tasks, to the one-year suspension of the project and to the relocation of the 2nd outcome to a new PA, thus interrupting on-going efforts in the OKM complex and allowing very little time to undertake required collaboration, planning and on-site implementation in the Fazao-Malfakassa NP.

The sustainability of the project's achievements may be compromised by the lack of funding for the PA system, particularly to finance the implementation of management and development plans that have been prepared with the support of different projects, insufficient alternative options to reduce agricultural expansion and encroachment and human-elephant conflict that may compromise the positive change in attitude and involvement of local communities in co-management of Fazao-Malfakassa NP, and the fact that the institutional structure in charge of the PAs does not have a dedicated budget for the management of PAs, no operational link with the decentralized operational structures involved in the management of PAs, and does not allow to capitalize the gains in terms of individual capacity development due to the rotation of the PA staff within the Directorate.

Recommendations

Recommendations are listed with the suggested implementers of the recommendations (Responsible entity) and include corrective actions for the implementation, monitoring and evaluation of the project, and actions to follow up or reinforce initial benefits from the project.

	Recommendations	Resp. entity
1	<p>TORs.</p> <p><u>Timing:</u> The development of TORs of major importance for a project and conditioning a sequence of subsequent activities should be a priority from the start of the project, within the first 3 months.</p> <p><u>Responsibility:</u> The STA, the project manager and the UNDP CO should prepare the ToRs based on the specifications provided in the project document and have them validated by experts, at least by persons able to assess rigorously the consistency of the content and conditions of execution, including level of effort, resources allocated and duration, including the RTA and local specialists. These TORs should be circulated and validated by the PSC and advertised as broadly as possible. If the TORs are not developed within a short delay, the PSC as the supervisory structure should be vigilant and rapidly inquire about the reasons and take action.</p>	<p>UNPD</p> <p>Future projects</p> <p>Government</p>

	Recommendations	Resp. entity
	<p>Selection: Procurement rules that require to select the cheapest offer could be misleading and technical criteria should be considered foremost and outweigh the financial criteria, while remaining within the budget of the project.</p> <p>Description: ToRs prepared with clear, detailed, and scheduled deliverables based on a realistic assessment of the level of effort required to achieve the tasks.</p>	
2	<p>Finalization of the NBSAP. It is recommended that MEFR ensure that the National Strategy for the Sustainable Management of Protected Areas which finalization has been entrusted to the WB-funded REDD+ project (2015-2020) to enable its adoption, integrates and remains consistent with biodiversity conservation goals of national and global significance.</p>	MEFR
3	<p>Awareness of non-economic benefits of PAs. It is important to raise local communities' awareness about the contribution of PAs in terms of tangible ecosystem services that contribute to their quality of life and livelihood activities, including water, soil and the natural resources they have the right to use - economic benefits may materialize later and depend on a range of other interventions that are not part of the current project. If the objective is to seek a permanent change in local communities' perception of the PAs, it is necessary to avoid that they associate the PAs with the accompanying measures that they expect from the projects. Such measures end with the projects, but it is essential that the communities' support and positive perception towards the PAs continues well beyond.</p>	MEFR AVGAPs UAVGAPs projects
4	<p>Coordinated support to local communities' livelihoods. Poverty is an obstacle to the involvement of local communities in the participatory delimitation and management of PAs. The implementation of a shared governance mode for PAs requires coordinated and more consistent support from all stakeholders concerned with the well-being and quality of life of local communities, to be able to meet their basic needs and support them in the development of sustainable livelihoods, such as water, sustainable agriculture and IGAs, and education. There is an urgent need to mobilize partners and resources required to support local communities with SLM and agricultural intensification approaches, to diversify IGAs to include small livestock (to counter poaching and illegal hunting in the dry season) , market gardening where water is available, beekeeping (to stop the unsustainable collection of wild honey), and train AVGAPs and community leaders to empower them to replicate / expand these trainings.</p>	MEFR And other ministries in charge of agriculture, water, education
5	<p>Assessment of efficiency gains linked to local communities' partnership in biodiversity conservation and PA management. One of the key assumptions of the project was that the establishment of new value chains for the benefit of local communities, based on natural resources of the PAs for which the rights of use of the communities would be recognized, secured, and managed in collaboration with them, would develop their accountability as partners in the management and monitoring of PAs and provide sufficient incentives to conserve natural resources and reduce pressures on habitats and biodiversity, thus reducing significantly the cost of their sustainable management and protection. The duration of the project intervention in the FMNP was too limited to implement the participatory surveillance protocol with local communities and to calculate efficiency gains, but it is strongly recommended to the MEFR to monitor their implementation and assess the economic benefits related to the adoption of this new type of governance. Such economic and social benefits should be carefully weighed before resorting again to the solution of conceding the management of PAs to ensure their sustainability.</p>	MEFR
6	<p>Formalization of the Fazao-Malfakassa Local Management Committee. It is recommended that the Government formalizes the Local Management Committee (CLG) of the FMNP to enable it to mobilize the necessary financial resources for the continuation of its operations and to be able to play the role for which it was created.</p>	MEFR
7	<p>Finalization of PA boundaries demarcation wherever local communities are favorable. It is recommended to mobilize required resources to finance the demarcation of the PA boundaries wherever local communities attitude has become favorable to it, and following the approach adopted by the PRAPT, through involving members of the local communities in the validation of the delineation and in the building of landmarks. It has been assessed that one landmark costs approximately \$US 115.</p>	PRAPT, MEFR

	Recommendations	Resp. entity
8	Availability of PAGs and zoning maps to local communities. It is recommended, following participatory mapping and planning, to return to each village to explain the key aspects of the management plan, the boundaries of the different zones and their associated rules, and to distribute permanent (laminated) maps to AVGAPs. Following the same objective of ensuring that the first concerned are well informed about the PAGs, it is recommended to prepare a summary of the PAG, possibly in local language, for the members of the village communities and the AVGAPs.	PRAPT, MEFR
9	Feedback to local communities on the TE. It is recommended that the relevant information from the final project evaluation be returned to local communities at the request of AVGAPs.	PRAPT
10	Ecological monitoring system. It is recommended to complete the identification of the transects (currently 50% complete), to materialize the fixed observation points (for birds, reptiles and other aquatic species) that have been positioned by the FFW, as part of the long term ecological monitoring system. Also, a practical guide and further hands-on trainings are required to enable PA staff to master the tools required for monitoring flora and fauna in PAs and train newly recruited ecoguards and forest officers.	PRAPT, MEFR
11	Business plans. It is recommended to develop individual <u>business plans for each of the Protected Areas whose development and management plan has been developed</u> , based on the following assessments: <ul style="list-style-type: none"> – Identification and assessment of available finances for the individual PA based on the operational budget (for salaries, maintenance, fuel) and infrastructure investment budget (such as roads, visitor centres), annual revenue generated on the site such as tourism entrance fees, income from concessions such as ecotourism development, and payments for ecosystem services; – Assessment of the costs and financing needs for the basic management of the individual PA including recurring operational costs (such as salaries, fuel for transportation, office maintenance), and infrastructure investment costs; – Assessment of the annual financing gap for operations and infrastructure investment based on the previous assessments and identification of additional options and sources of revenues to leverage supplemental financial resources. 	MEFR
12	PES. The implementation of conservation and restoration actions entails high costs and, in order to maintain such actions over time beyond the support provided by projects, it is necessary to develop adequate financial mechanisms. The development and testing of a Payment for Ecological Services (PES) scheme as part of an Integrated Financing Strategy for PAs should motivate a reflection (possibly as part of a MSP or as a component of a larger project) on the possibility of establishing voluntary PES schemes as an alternative or complement to a concession system. PES can be defined as (i) voluntary, (ii) contingent transactions between (iii) at least one seller and (iv) one buyer (v) over a well-defined Ecosystem Service, or a land use likely to secure that service. This could involve valuation studies for high value ecosystem services likely to be improved by conservation, restoration and sustainable use of ecosystems and natural resources (such as carbon storage, regulation of climate and water flow, provision of clean water, and maintenance of soil fertility), an analysis of the market for specific PES to identify service providers (sellers) and users (buyers) of the ES, and the identification of several elements required to operationalize the PES scheme ¹⁴ .	MEFR UNDP

¹⁴ A clear set of criteria, and a procedure to define eligible activities, expected benefits, and level / mode of payment or compensation practices for different land and resource users to generate environmental benefits; A mechanism to transfer payments from buyers to sellers; A procedure to enforce the application the contracts; Indicators and methodology to monitor performance of the contracts to ensure that the scheme effectively achieves its conservation and environmental objectives; An institutional structure capable of managing the funds generated in the PES mechanism and monitoring its implementation and outcomes.

Lessons

One key lesson from this project is about the appropriate sequence to follow in the planning of interventions that could potentially affect local populations rights of access to land and resources. For the resumption of activities at the FMNP, the project started with awareness and information meetings for local authorities and communities on the Government's new approach to collaborative management of PAs generating benefits for local communities, in order to verify and confirm their adherence to the objectives and proposals of the project. This concept was reinforced by the development of IGAs and the planning of drilling wells in the riparian villages, which were perceived by villagers as permanent evidence of support from the Government, and which has been instrumental in changing their attitudes towards PAs and biodiversity. It is important to initiate interventions with local populations by raising awareness among all relevant stakeholders and providing information about the approach proposed by the project and what they can expect from the project and what is expected of them and to seek their prior consent before any intervention likely to limit / constrain their rights of access or use of land and natural resources, whether these rights are illicit or not.

The other lesson is more of a good practice that deserves to be highlighted. This is the strategy adopted by the MEFR to optimize the efficiency of programming supported by its partners, by organizing synergy meetings for all ongoing projects. These meetings provide an opportunity to review the annual plans for each project and to identify the synergies and complementarities that the overall programming could benefit. This strategy has made it possible to multiply certain project outputs, such as biodiversity inventories, PA management and management plans, requalification decrees, and co-management agreements, to several PAs following the approach followed by the PRAPT, and also to complete important outputs which finalization was not possible, mainly due to the suspension of the project for more than a year, such as the Strategy for the sustainable management of the PA system.

5 ANNEXES

Annex 1. ToRs

Annex 2. Schedule of meetings and site visits for the TE of the Project PIMS 4220

Annex 3. List of persons interviewed

Annex 4. Assessment Matrix for Evaluation

Annex 5. Questions to document results based on logical framework

Annex 6. Evaluation questions (indicative list included in ToRs)

Annex 7. Rating scales used in the terminal evaluation

Annex 8. List of documents reviewed

Annex 9. Evaluation Consultant Code of Conduct and Agreement Form

Annex 10. Evaluation Report Clearance Form

Annex 11. *Annexed in a separate file*: TE Report audit trail (to be completed)

Annex 12. *Annexed in separate files*: Terminal GEF Tracking Tool, Financial Sustainability Scorecard for PA Systems

Annex 13. UNDP Capacity Development Scorecard

Annex 14. Risk Assessment Guiding Matrix

Annex 15. Expenditure statement per outcome as at 31 December 2017

ANNEX 1. TERMINAL EVALUATION TERMS OF REFERENCE (WITH ANNEXES 1 AND 2)

TERMS OF REFERENCE FOR THE PROJECT-LEVEL TERMINAL EVALUATION AND A PROTECTED AREAS THEMATIC LEARNING REVIEW FOR THE UNDP-GLOBAL ENVIRONMENTAL FINANCE UNIT – TOGO “STRENGTHENING THE CONSERVATION ROLE OF TOGO’S NATIONAL SYSTEM OF PROTECTED AREAS” PROJECT PIMS 4220

INTRODUCTION

As an implementing agency of the Global Environment Facility (GEF), UNDP oversees a portfolio of projects in the Focal Areas of biodiversity, climate change, international waters, ozone-depleting substance phase-out, land degradation, and persistent organic pollutants. These are implemented through UNDP’s network of more than 130 Country Offices located in developing countries, as well as numerous UN and other agency partners.

UNDP’s work in Ecosystems and Biodiversity has as an overall strategic objective to maintain and enhance the goods and services provided by biodiversity and ecosystems in order to secure livelihoods, food, water and health, enhance resilience, conserve threatened species and their habitats, and increase carbon storage and sequestration. The value of all UNDP-managed biodiversity and ecosystems projects currently in planning or under implementation is US\$1.6 billion, with UNDP supporting 132 countries to access Global Environment Facility (GEF) and other vertical funds’ grant finance. Through this project portfolio UNDP provides support to work in three programming areas: (i) Integrating biodiversity and ecosystem management into development planning and production sector activities; (ii) Unlocking the potential of protected areas, including indigenous and community-conserved areas to contribute towards sustainable development; and, (iii) Managing and rehabilitating ecosystems for climate change adaptation and mitigation.

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP supported GEF financed projects are required to undergo a Terminal Evaluation (TE) upon completion of implementation. All full-sized UNDP supported GEF financed projects are also required to undergo a Midterm Review (MTR) at the midpoint of implementation.

The UNDP Global Environmental Finance (UNDP-GEF) Unit is seeking the services of international consultants to work as part of a team that will undertake MTRs and or TEs of selected protected area projects, and contribute to the development of a Thematic Learning Review based on the findings of the MTR/TE reports, as well as existing MTR/TE Reports that have already been completed. One of these consultants will serve as the overall Team Leader, and will have additional responsibilities, which are detailed later in this Terms of Reference.

Although each consultant will undertake their designated evaluations independently, they will work as part of a coordinated approach. Cross-fertilization and joint learning between individual evaluation exercises will be facilitated by the Team Leader, culminating in a wider protected area portfolio review, and the production of a knowledge management product, and associated materials, that will be widely disseminated to support future project/programme design and implementation by UNDP and beyond.

The services of up to 7 evaluation specialists are sought to form a team to collectively undertake up to 25 TEs/MTRs across all regions from the list provided in Annex 1, as well as contributing to the thematic portfolio-wide review based on the TEs/MTRs done for protected area projects under GEF-3, 4 and 5, and the compilation of a thematic review report to be launched in October 2018.

OBJECTIVE AND SCOPE

A. Project-level Terminal Evaluations

In accordance with UNDP and GEF M&E policies and guidelines, GEF-financed projects are required to undergo a Terminal Evaluation (TE) when implementation has completed. This evaluation must follow detailed guidance outlined in the [UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported GEF-financed Projects](#).

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

For details on the scope of the TEs, please see Annex A1.

B. Thematic Learning Review on Protected Areas

To distill learning across a number of MTRs/TEs, the team of consultants will contribute to and collaborate on a *Thematic Learning Review* in conjunction with selected MTR/TE assignments. The Review, which will be coordinated by the Team Leader, will focus on a collection of GEF-financed protected area projects under the GEF-3, 4 and 5 funding cycles, including, but not limited to those projects that undergo an MTR/TE as part of this contract. Thus, in addition to delivering the standard MTR/TE reports required for adaptive management and accountability purposes, the consultants will contribute to delivery of a Thematic Learning Review report for publication in September 2018, and to be launched in October 2018 at the CBD COP 14 in Egypt.

The Thematic Review will be based on a review framework developed and agreed to at the beginning of the assignment. The report will include an in-depth exploration of themes (to be identified by the team) that advance understanding of solutions that have worked or not worked within the UNDP-GEF protected areas portfolio of projects, so as to improve the design and implementation of ongoing and/or future projects.

IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing these MTRs/TEs and the Thematic Learning Review resides with the UNDP-GEF Unit in New York. The UNDP-GEF Unit will contract and manage the consultants, and the UNDP Country Offices will ensure the timely provision of per diems and travel arrangements within the country/ies for the evaluation team. The Project Teams will be responsible for liaising with the consultant teams to set up stakeholder interviews, arrange field visits, coordinate with the government, etc.

TIMEFRAME

The timeframe for MTRs/TEs is from August 2017 – July 2018, with additional time inputs for contributing to the Thematic Learning Review extending up to September 2018. Time allocations are broken down as follows:

A. Terminal Evaluations

The total duration of each individual Terminal Evaluation will be approximately 32 days over a time period of 10-12 weeks according to the following plan:

Activity	Indicative Timing
Document Review and Preparation of TE Inception Report	4 days
TE Mission	7-18 days
Draft TE Report	5-8 days
Final TE Report	3 days
Thematic Review Participation per TE	3 days

Note: The specific allocation of time spent in-country (i.e. the TE Mission) will vary between evaluations.

DELIVERABLES

B. Terminal Evaluations

For each individual project-level Terminal Evaluation, the consultants are expected to deliver the following:

Terminal Evaluations			
Deliverable	Content	Timing	Responsibilities
Inception Report	Consultant provides clarifications on timing and method	No later than 2 weeks before the evaluation mission	Evaluator submits to UNDP-GEF Unit and UNDP CO
Presentation	Initial Findings	End of evaluation mission	To project management, UNDP-GEF Unit and UNDP CO
Draft Final Report	Full report, (per annexed template) with annexes	Within 3 weeks of the evaluation mission	Sent to UNDP-GEF Unit and UNDP CO, reviewed by CO, RTA, PCU, GEF OFFs

Final Report*	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to UNDP-GEF Unit and UNDP CO; UNDP CO will upload to UNDP ERC.
----------------------	----------------	---	---

*When submitting the final evaluation report, the evaluator is required also to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report. See [Annex A8](#) for an audit trail template.

As part of the TE process, consultants will be required to gather information required for the Thematic Learning Review, according to the framework agreed to at the start of the process.

C. Thematic Learning Review

For the Thematic Learning Review, the consultants are expected to deliver the following

Thematic Learning Review	
Deliverable	Timing
Contribute to development of thematic questions, Thematic Learning Review report structure and detailed timeline	September 2017
Provide inputs to draft Thematic Learning Review report as assigned by Team Leader	November 2017 – March 2018
Provide feedback on draft full Thematic Learning Review report	July 2018

TEAM COMPOSITION

For each individual TE, the senior consultant will be supported in-country by national evaluation consultant(s) hired by the UNDP Country Offices under a separate contract. The selected consultants should not have participated in the project preparation and/or implementation of particular projects they evaluate and should not have conflict of interest with project related activities.

The senior consultant must present the following qualifications:

Education

- A Master's degree or higher in sustainable development, environmental science, natural or social sciences, or other relevant field. [max. 10 points]

Experience

- Specialist technical knowledge in the field of biodiversity conservation and ecosystem management, in particular protected area system strengthening in relation to the 2030 Agenda. [max. 20 points]
- Contributors must have:
 - At least seven (7) years of professional experience with applying results-based monitoring and evaluation methodologies [max. 20 points];
 - Experience as part of an evaluation team for at least two (2) Midterm Reviews and/or Terminal Evaluations of projects in the UNDP-GEF portfolio or of other environment-focused projects with sustainable development objectives in developing countries. [max. 20 points]

Language

- Proficient in written and spoken English. [max. 10 points]
- Knowledge of Spanish, Russian and French is a distinct asset. [max. 10 points]

CONSULTANT ETHICS

Consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex A6 for TEs; Annex B6 for MTRs) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the [UNEG 'Ethical Guidelines for Evaluations'](#).

PAYMENT MODALITIES AND SPECIFICATIONS

Individual Terminal Evaluation

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

TERMINAL EVALUATION ANNEXES:

- Annex A1: Detailed Scope of Terminal Evaluation
- Annex A2: List of documents to be reviewed for the Terminal Evaluation
- Annex A3: Evaluation Report Outline
- Annex A4: Evaluation Questions
- Annex A5: Terminal Evaluation Ratings
- Annex A6: Evaluation Consultant Code of Conduct and Agreement Form
- Annex A7: Evaluation Report Clearance form
- Annex A8: Audit Trail template for Terminal Evaluation report

ANNEX A1: DETAILED SCOPE OF TERMINAL EVALUATION

An overall approach and method¹⁵ for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the [UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects](#). A set of questions covering each of these criteria have been drafted and are included with this TOR (fill in Annex A4) The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to TOGO, including the following project sites (Fazao-Malfakassa National Park, surrounding prefectures of the FM NP namely: Tchaoudjo, Blitta, Sotouboua, Bassar and Mô). Interviews will be held with the following organizations and individuals at a minimum: (Ministry of Environment and Forest Resources and its key Directorates, Ministry of Tourism, National Assembly, PRAPT Project Team / Management unit, UNDP-Togo Country Office, beneficiaries and Civil Society).

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in [Annex A3](#) of this Terms of Reference.

EVALUATION CRITERIA AND RATINGS

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework (see [Annex A1](#)), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact**. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in [Annex A5](#).

Evaluation Ratings:			
1. Monitoring and Evaluation	<i>rating</i>	2. IA & EA Execution	<i>rating</i>
M&E design at entry		Quality of UNDP Implementation – Implementing Agency (IA)	
M&E Plan Implementation		Quality of Execution - Executing Agency (EA)	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	<i>rating</i>	4. Sustainability	<i>rating</i>
Relevance		Financial resources	
Effectiveness		Socio-political	
Efficiency		Institutional framework and governance	

¹⁵ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

Overall Project Outcome Rating		Environmental	
		Overall likelihood of sustainability	

PROJECT FINANCE / CO FINANCE

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

Cofinancing (type / source)	GEF		UNDP		Government of Togo		WAEMU		CARTO		Total	
	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual	Planned	Actual
Grants or cash contributions	1,222,200		900,000		1,450,000		500,000		150,000		4,222,200	
Loans/concessions												
In-kind					300,000							
Total	1,222,200		900,000		1,450,000		500,000		150,000		4,222,200	

MAINSTREAMING

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

IMPACT

The consultants will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.¹⁶

CONCLUSIONS, RECOMMENDATIONS, AND LESSONS

The TE report must include a chapter providing a set of **conclusions, recommendations and lessons**. Conclusions should build on findings and be based in evidence. Recommendations should be prioritized, specific, relevant, and targeted, with suggested implementers of the recommendations. Lessons should have wider applicability to other initiatives across the region, the area of intervention, and for the future.

ANNEX A2: LIST OF DOCUMENTS TO BE REVIEWED BY TERMINAL EVALUATION TEAMS

GEF Project Information Form (PIF), Project Document, and Log Frame Analysis (LFA)

Project Implementation Plan

Implementing/Executing partner arrangements

Project sites, highlighting suggested visits

Mid Term Review (MTR) Report

Annual Project Implementation (APR/PIR) Reports

Project budget and financial data

Project Tracking Tool, at baseline, at mid-term, and at terminal points

UNDP Development Assistance Framework (UNDAF)

UNDP Country Programme Document (CPD)

UNDP Country Programme Action Plan (CPAP)

GEF focal area strategic program objectives

Other annexes to the TORs have been integrated in the TE report

¹⁶ A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROTI) method developed by the GEF Evaluation Office: [ROTI Handbook 2009](#)

ANNEX 2 – SCHEDULE OF MEETINGS AND SITE VISITS FOR THE TE OF THE PROJECT PIMS 4220

Purpose of the meeting	People met	Location	Date
Travel of international consultant		Montréal - Lomé	14-15 May
Lomé, Togo			
Meeting with the project supervision officer in the UNDP Country Office	Mr TCHINGUILOU Abiziou, Environment and Poverty Program Officer, Climate Change Specialist, UNDP Togo Mrs ANIKANOU Rose, Programme Assistant, UNDP Togo	Lomé	16 May am
Briefing on Security during the mission in Togo	Mr KOKOUVI Eteh, Security Assistant, UNDSS Togo		
Interview on UNDP priorities for the final evaluation of the PRAPT	Mr FALL Mactar, Deputy Resident Representative of UNDP Togo		
Interview on the progress, obstacles and challenges of the project	Mr OKOUMASSOU Kotchikpa, Head of PA and Wildlife Division, interim Director of Forest Resources (DFR) and National Project Director (NPD)	Lomé	16 May pm
Interview on the relevance of the project vs national priorities, the challenges and constraints encountered, and the role played by the steering committee	Dr MONKOUNA Lardja, MEFR Technical Advisor - Chairman of the Board of the National Agency for Environmental Management	Lomé	16 May pm
Meeting with a member of the project steering committee	Mr KPOHOU Sim, Honorable Member of the National Assembly, member of the Advisory Committee of the PRAPT	Lomé	17 May am
National Fund for Forestry Development	Mr OUBOTE Gmadjom, Manager of the National Fund for Forestry Development	Lomé	17 May am
Meeting with the PRAPT management unit present in Lomé for a brief presentation of the interventions and the progress of the project, the review of the main difficulties, collection of financial data, etc.	Mr AFODA Chamsoudine, PRAPT National Coordinator Mr ANATE Afate, PRAPT Administrative and Financial Assistant	Lomé	17 -18 May
Meeting with a member of the steering committee	Mr GNON Lantame, Directorate of Planning and Tourism Development / Ministry of Tourism, Member of the PRAPT Steering Committee, Mrs KORIKO Lamie, Directorate of Planning and Tourism Development / Ministry of Tourism	Lomé	18 May am
Questions on PA management, project support, training results	Mr GBEMOU Mawunya Komi, Conservator Fazo-Malfakassa NP	Lomé	18 May am
Arrangements for the field mission	Project team	Lomé	18 May pm
Site Visits			
Travel		Lomé – Sokodé	19 May am-pm
Visit of intervention sites representative of the project: meetings with riparian communities, achievements (Delimitation, iGAs, drilling, participatory management and co-management agreements), particular challenges or difficulties (incl.Man-Elephant Conflict), interviews on the local importance of the project and its acceptability for local populations, perception of PAs and associated benefits	Chiefs cantons, members of the Local Management Committee of Fazo-Malfakassa NP, VDC, AVGAPs, Population	Koui Village, Blitta Prefecture	19 May pm
	Chiefs cantons, President and members of the Local Management Committee of Fazo-Malfakassa NP, VDC, AVGAPs, Population	Fazo Village, Sotouboua Prefecture	20 May am
	Chiefs Cantons, members of the Local Management Committee of Fazo-Malfakassa NP, VDC, AVGAPs, Population	Malfakassa Village, Bassar Prefecture	20 May pm
Ecological monitoring system, permanent transects		Between Sokodé and Malfakassa	20 May pm

Purpose of the meeting	People met	Location	Date
Review of project achievements and indicators of the results framework	Mr AFODA C., NPC	Sokodé	21 May am pm
Meeting with national NGOs, interventions and synergies between projects involved in the conservation of biodiversity	Dimension Humaine (NGO) Action pour la Jeunesse d'Afrique (NGO) Abeilles Progrès (Enterprise) Établissement Abeille (Association)	Sokodé	21 May pm
Working Session - Review of the Tracking Tool on PA Management Effectiveness (METT)	Mr AFODA C., NPC	Sokodé	21 May pm
Meetings with FMNP management staff and representatives of brigades involved in PA surveillance, talks on capacity development and the concept of co-management	Regional Director of Environment and Forest Resources - Central Region, Prefectural Director of Environment and Forestry Resources - Prefecture of Tchaoudjo, Assistant to the Conservator of the FMNP, Ecoguards of the FMNP	Sokodé	22 May am
Travel		Sokodé – Lomé	22 May pm
Lomé, Togo			
Discussions on financial administration and project financing	Mr ANATE Afate K., PRAPT Administrative and Financial Assistant	Lomé	23 May am
Discussions on the Ecological Monitoring System and the PNFM Planning and Management Plan	Mr TAGBI Kossi Afedo, Ecological monitoring expert	Lomé	24 May am
Working session on project management issues	Mr AFODA C., NPC	Lomé	24 May am, pm
Synergies and partnerships established with other projects (PGICT, PALCC, Pro-MONO, REDD+ and PFNL projects)			
Update of the capacity development scoreboard			
Perspectives of sustainability of PAs in Togo from the financial, social and political points of view	Mr SAMA Boundjouw, Secretary General MEFR	Lomé	25 May am
Collection of complementary information	Project office	Lomé	25 May am
Informal debriefing on the initial findings of the mission and elements of sustainability, discussions on preliminary set of key recommendations	PMU, UNDP Program Officer, NPD, PAs and Wildlife Division	Lomé	25 May pm

ANNEX 3. LIST OF PERSONS INTERVIEWED

Government of Togo

Ministry of Environment and Forest Resources

Mr SAMA Boundjouw, Secretary General

Dr MONKOUNA Lardja, Technical Advisor - Chairman of the Board of the National Agency for Environmental Management

Directorate for the Environment and Forest Resources

Mr OUBOTE Gmadjom, Manager of the National Fund for Forestry Development

Wildlife and Protected Areas Division

Mr OKOUMASSOU Kotchikpa, Head of PAs and Wildlife Division, interim Director of Forest Resources (DFR) and National Project Director (NPD)

Regional Directorate for the Environment and Forest Resources

Mr TOSSOU Datè Akpédjé Kokou, Regional Director for the Environment and Forest Resources - Central Region

Mr BALIBAKO Baromta, Prefectural Director of Environment and Forestry Resources - Prefecture of Tchoudjo

Fazao-Malfakassa National Park

Mr GBEMOU Mawunya Komi, Conservator

Mr MAWOULIGNA Tchagouni, Deputy Conservator, responsible for ecological monitoring

Mr M'BA Wentabeye, Brigade Leader, Ecoguard

Mr TCHGAO Tcha, Ecoguard

Mr MADOUGOU Abdoulaye, Ecoguard

Ministry of Tourism

Ms KORIKO Lamie, Directorate of Planning and Tourism Development / Ministry of Tourism

Mr GNON Lantame, Directorate of Planning and Tourism Development / Ministry of Tourism, Member of the PRAPT Steering Committee

National Assembly

Mr KPOHOU Sim, Honorable Member of the National Assembly, member of the Advisory Committee of the PRAPT

PRAPT Project Team / Management unit

Mr Chamsoudine AFODA, PRAPT Project National Coordinator

Mr Afate ANATE, PRAPT Administrative and Financial Assistant

Mr TAGBI Kossi Afedo, PRAPT Ecological Monitoring Expert

UNDP-Togo Country Office

Mr FALL Mactar, Deputy Resident Representative of UNDP Togo

Mr TCHINGUILOU Abiziou, Environment and Poverty Program Officer, Climate Change Specialist, UNDP Togo

Ms ANIKANOU Rose, Programme Assistant

Mr KOKOUVI Eteh, Security Assistant, UNDSS

Civil Society

Local communities involved in the project around the Fazao-Malfakassa PA in the villages of Fazao (~30 people, incl. 6 women), Malfakassa (~ 40 people, incl. 23 women) and Kouï (~100 people, incl. 40 women)
Local Authorities (Heads of Villages and Heads of *Cantons*)

Local associations (members of AVGAPs, UAVGAPs, Local Management Committee of the FMNP, and Village Committees for Development)

National NGOs and Associations

Ms Awoussi BOYINDJO, Executive Director, Dimension Humaine (NGO)

Mr AKOUEMA Ignace, Executive Director, Établissement Abeille (Association)

Mr ISSOUFOU Abdoussalam, Executive Director, Action pour la Jeunesse d'Afrique (NGO)

Mr LAMBONI Yendar, Environment Program Manager, Action pour la Jeunesse d'Afrique (NGO)

Private sector

Mr ASSIKI Patanwé, Coordinator, Abeille progrès (small enterprise)

ANNEX 4. ASSESSMENT MATRIX FOR EVALUATION. QUESTIONS TO GUIDE INTERVIEWS WITH PROJECT TEAM AND PARTNERS ON PROJECT MANAGEMENT ISSUES

Section du rapport	Questions	Source d'information
But de l'évaluation finale	Attentes spécifiques plus précises que telles que mentionnées dans les TDRs?	Entretiens avec : Le CR / RR PNUD Chargé de programme du PNUD Comité de pilotage / Directeur national projet
Conception du Projet (Design)		
Appropriation nationale	Cohérence du projet avec des plans d'action nationaux de développement, environnementaux, de conservation de la biodiversité	Stratégie Nationale et Plan d'Action pour la Biodiversité du Togo et autres plans d'action environnementaux / de développement
Risques et hypothèses	Leur analyse et leur évaluation sont-elles appropriées? Des risques importants ont-ils été omis? Ont-ils émergé depuis la conception du projet?	Personnel du projet et multi partenaires
Participation des parties concernées dans les étapes de conception	De quelle façon les partenaires et bénéficiaires ont-ils été consultés au cours de la phase de préparation du projet?	CEO ER, ProDoc Chargé de programme du PNUD Représentant du Gouvernement Autorités et bénéficiaires locaux Autres partenaires
Liens entre le projet et les autres interventions dans le secteur	Quelles sont les interventions dont les enseignements ou résultats ont été intégrés dans ce projet – sur lesquels le projet a bâti son intervention? Y a-t-il d'autres projets qui ont collaboré ou complété les interventions du projet? Des projets qui se concentraient sur la conservation de la biodiversité et des habitats/écosystèmes, la gestion durable des ressources naturelles, l'intégration des préoccupations pour la BD et la GDRN dans la planification du développement? Quelle est la relation / coordination / communication entre ce projet et les autres? Complémentarité avec d'autres projets FEM?	Chargé de programme du PNUD Coordination du projet Point focal opérationnel FEM
MISE EN OEUVRE DU PROJET		
Approche de mise en oeuvre		
Utilisation du cadre logique comme outil de gestion au cours de la mise en oeuvre	Le CL a-t-il été utilisé au cours du projet pour faire le suivi des résultats (autrement que pour compléter le PIR) avec les partenaires de mise en oeuvre? et ré-évaluer les risques et hypothèses?	Coordination du projet
Planification annuelle	Comment les plans de travail annuels ont-ils été développés? Les partenaires ont-ils été impliqués dans le développement ou la validation des plans de travail?	Coordination du projet Partenaires de mise en oeuvre du projet
Gestion adaptive reflétée dans l'élaboration des plans de travail	Le plan de travail a-t-il été révisé / adapté en fonction des résultats du suivi / évaluation des résultats et des leçons apprises?	Coordination du projet
Suivi et évaluation		
Comité de pilotage du projet	Quel rôle principal le CP a-t-il joué dans le projet ? Le Comité de pilotage a-t-il été utile pour résoudre des problèmes critiques au cours de la mise en oeuvre du projet? Quelles sont les principales décisions prises par le CP au cours du projet ?	Coordination du projet Partenaires de mise en oeuvre du projet
PNUD – Bureau de pays et régional	De quelle façon le PNUD a-t-il appuyé le projet? A-t-il joué un rôle particulier pour dénouer des situations critiques au cours de la mise en oeuvre	
Rapports trimestriels d'avancement	Comment les différentes unités ont-elles été coordonnées pour faire le suivi des résultats, la préparation des rapports trimestriels et annuels? Combien de rapports (narratifs et financiers) / formats devaient être soumis? À qui?	Coordination du projet Partenaires de mise en oeuvre du projet

Section du rapport	Questions	Source d'information
Suivi et rapports annuels	À quelle fréquence les indicateurs de résultats du CL ont-ils été mesurés?	Coordination du projet
Définition d'indicateurs appropriés (SMART)	Les indicateurs ont-ils été changés / modifiés au cours du projet?	Coordination du projet Responsable suivi/évaluation
	Des indicateurs ventilés ont-ils été définis/adoptés et mesurés pour mettre en évidence les effets sur le développement et d'autonomisation des femmes?	
	Le PNUD a-t-il fourni de l'aide / des conseils pour identifier des indicateurs appropriés ou améliorer les indicateurs du PRODOC?	
	L'estimation des situations de référence (<i>baseline</i>) est-elle adéquate? Les cibles atteignables en fin de projet?	
	Le PNUD fourni de l'aide / des conseils pour identifier des indicateurs appropriés?	
Définition d'indicateurs opérationnels	Le projet a-t-il défini des indicateurs opérationnels tel que spécifié dans le document de projet?	Responsable suivi/évaluation du projet
	Des indicateurs opérationnels ventilés ont-ils été définis pour mettre en évidence l'implication / la participation des femmes dans le projet?	Coordination du projet Responsable suivi/évaluation
Appropriation nationale	Le projet a-t-il contribué à développer ou appuyer un cadre réglementaire, législatif et politique? Le pays adopte-t-il de nouvelles réglementations ou politiques qui appuient les objectifs du projet? Quelle a été la contribution des partenaires nationaux – financière (subvention, participation des employés du Gouvernement, financements parallèles via d'autres projets du Gouvernement, et en nature? Que prévoit faire le Gouvernement pour compléter, assurer la pérennité et la continuité des réalisations du projet après sa fermeture?	Chargé de programme du PNUD Représentants du Gouvernement Directeur National de Projet
Participation des parties concernées		
Participation des partenaires et utilisateurs des ressources locaux	Étaient-ils impliqués dans la conception, la mise en œuvre du projet et la prise de décision et comment? Le projet a-t-il développé une stratégie pour favoriser l'équité des genres? Comment a-t-on pris en compte la dimension genre au sein des bénéficiaires et assuré la participation et les bénéfices pour les femmes?	Coordinateur national du projet Comités locaux / communautés locales riveraines du Parc National Fazao-Malfakassa
Mécanismes de diffusion de l'information dans la mise en œuvre du projet	Le projet a-t-il développé une stratégie de communication? Comment la communication a-t-elle été établie à travers la structure du projet et avec les partenaires?	Coordinateur national du projet Partenaires de mise en œuvre du projet et autres parties concernées
Plan de financement, état des dépenses et efficience		
Plan de financement et contributions versées	Demander le tableau	Assistant administratif et financier
	S'il y a des écarts importants entre les montants promis et versés, y a-t-il des explications spécifiques?	Assistant administratif et financier / Coordinateur national du projet
	Le projet a-t-il eu un effet de levier (<i>leverage effect</i>) pour mobiliser des contributions additionnelles d'autres partenaires (en nature ou subvention)? Demander le détail des montants, partenaires et allocation des fonds	Coordinateur national du projet Assistant administratif et financier
État des dépenses par résultat et source de cofinancement de mai 2012 à mai 2018	Demander les tableaux	Assistant administratif et financier / Coordinateur national du projet
	Y a-t-il eu des révisions importantes du budget? Ont-elles fait l'objet de décisions du comité de pilotage du projet? S'il y a des écarts importants entre le budget initial et les montants réalisés, quelles sont les explications?	
Contribution en nature des communautés locales	Est-il possible d'estimer la contribution des communautés locales dans les diverses interventions tout au long de la durée du projet?	
Coût des principales réalisations sous chaque composante	Demander les tableaux	
Planifier pour la durabilité	Le projet a-t-il développé une stratégie de durabilité? Est-elle celle qui a été prévue dans le PRODOC?	Coordinateur national du projet

Section du rapport	Questions	Source d'information
	Quelles sont les modalités institutionnelles et les mécanismes financiers en place pour assurer la durabilité des résultats du projet?	Coordinateur national du projet
Modalités d'exécution et de mise en œuvre		
Questions de mise en œuvre	Mécanismes de coordination de tous les acteurs / partenaires	Coordinateur national du projet Unité de coordination locale? Partenaires de mise en œuvre du projet
Gestion financière	Gestion par le PNUD et coordination des partenaires de mise en œuvre du projet	Coordinateur national du projet Partenaires de mise en œuvre du projet
Résultats		
Réalisations et avancement vers les objectifs du projet	Quel est le niveau de réalisation du projet (quantification / description des réalisations)?	Coordination du projet (Lomé et sites) Chargé de suivi-évaluation
Effets négatifs non prévus	Le projet peut-il avoir des effets négatifs (environnementaux et sociaux, hommes-femmes-jeunes) non prévus lors de sa conception?	
Effets bénéfiques non prévus	Le projet peut-il avoir des effets bénéfiques (environnementaux et sociaux, hommes-femmes-jeunes) non prévus lors de sa conception	

ANNEX 5. QUESTIONS TO DOCUMENT RESULTS BASED ON LOGICAL FRAMEWORK

Indicateur	Situation de référence	Objectif en fin de projet	Source d'informations	Questions / Commentaires	Risques et hypothèses
Objectif Global :					
Objectif – Renforcer la gestion du système d'aires protégées du Togo pour une meilleure contribution à la conservation de la biodiversité, en s'appuyant sur des approches efficaces axées sur la réhabilitation et la gestion des AP.					
1. Superficie du système national d'aires protégées du Togo	Domaine d'AP dysfonctionnel : 793.000 ha dans 83 sites, dont un grand nombre n'est pas destiné à la conservation et représente actuellement un fardeau pour le système des AP	Domaine d'AP rationalisé : 578.250 ha (avec environ 456.883 ha dans 10 AP prioritaires)	Évaluations à mi-parcours et finale Classification officielle de la situation juridique des AP redélimitées (arrêtés)	Combien d'aires protégées (et quelles superficies) ont été redélimitées par le projet avec la participation des communautés ?	Risques : Une mauvaise gouvernance peut saper l'engagement et la capacité du gouvernement à renforcer le système d'AP L'appui politique et institutionnel pour la réhabilitation des AP du Complexe OKM est insuffisant et ne fait pas partie des priorités du programme de développement du Togo Hypothèse : La finalisation de l'exercice de rationalisation des AP fait toujours partie des priorités du MERF.
2. Les estimations des populations permanentes et temporaires d'éléphants au Togo sont en hausse	~ 70 éléphants permanents (estimation 2010)	≥ 90 éléphants permanents (retour d'environ 20 éléphants (1990) dans le Parc d'Oti-Kéran)	Système national de suivi des AP et écologique, appuyé par le projet A-t-il été mis en place ? Système de suivi écologique des sites du projet	Comment la situation de référence a-t-elle été estimée ? Quelles sont les plus récentes données de recensement des populations d'éléphants au Togo et plus particulièrement dans l'OKM et à FM ? technique de recensement ?	
3. Les AP du biome de savane du Complexe OKM disposent de plans de zonage, de gestion et d'activités, comprenant la conservation de la biodiversité et les besoins des communautés riveraines, et ils sont appliqués (voir ind révisé)	AP : 0 Accords entre la DFC et les communautés locales (représentées par 10 AVGAP et 4 UAVGAP), relatifs à la cogestion et l'utilisation des ressources naturelles des AP : 0	AP : 2 Accords entre la DFC et les communautés locales (représentées par 10 AVGAP et 4 UAVGAP), relatifs à la cogestion et l'utilisation des ressources naturelles des AP : ≥ 14	Documents de planification des AP convenus et signés et nombre annuel de violations signalées et sanctionnées des réglementations convenues localement sur l'utilisation des ressources naturelles	Modèle / canevas de plan de gestion élaboré pour l'ensemble des APs du Togo ? pour les accords de cogestion ? Combien de PAGs développés et validés ? Demander des copies ? comprennent-ils des plans d'affaires ? Nombre d'accords de cogestion entre les CL et la DFC le nombre de cas de violation est-il suivi ? que reflète-t-il ? qualité de la surveillance ? nombre de brigades ?	
Résultat 1 – Amélioration du cadre d'action, juridique et institutionnel du domaine d'AP couvrant près de 578.000 hectares.					
4. Amélioration des niveaux et normes de compétence de l'institution chargée de la gestion des AP, mesurée par une hausse	Voir l'annexe 4 du PRODOC pour des données de référence complètes	Les scores, exprimés en termes absolus, augmentent d'au moins 20 %	Application du tableau de bord du renforcement des capacités du PNUD pendant l'élaboration	Application du tableau de bord avec le coordonnateur national et personnel du projet	Risques : Les niveaux de financement central pour soutenir la consolidation du système

Indicateur	Situation de référence	Objectif en fin de projet	Source d'informations	Questions / Commentaires	Risques et hypothèses
Objectif Global :					
des scores du tableau de bord de renforcement des capacités : Élaboration de politique Systémique Institutionnelle Mise en œuvre Systémique Institutionnelle Individuelle Engagement + consensus Systémiques Institutionnels Individuels Informations et connaissances Systémique Institutionnelle s Individuelles Suivi Systémique Institutionnel Individuel	Élaboration de politique 5 sur 6 0 sur 3 Mise en œuvre 5 sur 9 10 sur 27 1 sur 12 Eng. et consensus 2 sur 6 1 sur 6 1 sur 3 Informations et connaissances 2 sur 3 2 sur 3 1 sur 3 Suivi 2 sur 6 2 sur 6 1 sur 3 Total : 35 sur 96	Élaboration de politique 5 sur 6 1 sur 3 Mise en œuvre 5 sur 9 11 sur 27 3 sur 12 Eng. et consensus 2 sur 6 2 sur 6 1 sur 3 Informations et connaissances 2 sur 3 2 sur 3 2 sur 3 Suivi 2 sur 6 3 sur 6 1 sur 3 Total : 42 sur 96	du projet et les évaluations à mi-parcours et finale	À la comparaison des résultats obtenus en fin de projet, à mi-parcours et au début, quels sont les changements attribuables aux interventions du projet ?	d'AP rationalisé peuvent être insuffisants pour garantir son fonctionnement à long terme <u>Hypothèse :</u> Les conditions de référence dans les zones sélectionnées peuvent être extrapolées avec un degré de fiabilité élevé aux autres AP du Togo, et les enseignements tirés peuvent être diffusés avec succès. Le MERF et le ministère des Finances s'engagent sans réserve à assurer l'opérationnalité financière et technique du système d'AP rationalisé. La DFC, le personnel des AP et les autres parties prenantes peuvent assurer le renforcement des capacités par le biais d'expériences de formation, d'encadrement et « d'apprentissage par la pratique » dans le domaine de la cogestion des AP. L'acceptation générale des AP et de la conservation de la biodiversité peut être améliorée par des campagnes et la promotion des valeurs économiques des AP
5. Amélioration de la viabilité financière de l'agence chargée de la gestion des AP, mesurée par une hausse des scores dans le tableau de bord financier : Cadre juridique et réglementaire Planification d'activités Outils de génération de revenus	17,9 % - 14 sur 82 0 % - 0 sur 67 7 % - 4 sur 57 Total 8,7 % - 18 sur 206	Les scores, exprimés en termes absolus, augmentent d'au moins 100 % 23,2 % - 19 sur 82 10,4 % - 7 sur 67 17,5 % - 10 sur 57 Total 17,4 % - 36 sur 206	Application du tableau de bord financier du PNUD (dans le cadre du METT) pendant l'élaboration du projet et les évaluations à mi-parcours et finale	- Application du tableau de bord avec le coordonnateur national - À la comparaison des résultats obtenus en fin de projet, à mi-parcours et au début, quels sont les changements attribuables aux interventions du projet ?	
Résultat 2 : La gestion efficace du complexe OKM (avec 179.000 ha de terres protégées) réduit les menaces liées au braconnage, aux feux incontrôlés et au pâturage qui pèsent sur la biodiversité					
Résultat révisé: La gestion efficace du PN FM (avec 192 000 ha de surface protégée) contre les menaces à la biodiversité du braconnage, du feu incontrôlé et du pâturage					

Indicateur	Situation de référence	Objectif en fin de projet	Source d'informations	Questions / Commentaires	Risques et hypothèses
Objectif Global :					
6. Situation juridique des AP redélimitées du Complexe OKM <u>Révisé</u> : Situation juridique de l'AP redélimitée de FM	0	Deux AP redélimitées officiellement classifiées à la fin de la 2ème année du projet <u>Révisé</u> : Une AP redélimitée et officiellement classifiée à la fin du projet	Textes juridiques officiels (arrêtés) pour les deux AP redélimitées du complexe OKM	Quel est l'état d'avancement ?	Risques : Les communautés locales sont peu motivées à modifier des pratiques ancestrales (agriculture incontrôlée, pâturage, pêche, feux, chasse) qui menacent les AP et la biodiversité
7. <u>Révisé</u> : Amélioration de l'efficacité de la gestion de l'AP Fazo-Malfakassa pour la gestion générale et le plan d'affaires, mesurée par une hausse des scores METT (Efficacité ... mesurée par le score METT)	Résultats 2010 : Oti-Kéran : 26,5 % Oti-Mandouri : 15,7 % PNFM : 59%	Les résultats, exprimés en termes absolus, augmentent d'au moins 30 % à Oti-Kéran et 75 % à Oti-Mandouri Oti-Kéran : 34,4 % Oti-Mandouri : 27,4 % Cible pour PNFM ?	Application de l'outil METT pendant l'élaboration du projet et les évaluations à mi-parcours et finale	Application du METT avec le coordonnateur national, les acteurs de la cogestion des APs pour les APs appuyées par le projet	La pression humaine, les conflits fonciers, les intérêts politiques locaux et l'insuffisance des autres mécanismes de subsistance à l'extérieur des AP peuvent freiner la consolidation du Complexe OKM
8. Régénération des écosystèmes et habitats dans les deux aires protégées du Complexe OKM <u>Révisé</u> : Régénération des écosystèmes et habitats dans les deux aires protégées du PNFM (= résultat et non pas un indicateur – l'indicateur est la proportion de la superficie de la zone de protection principale consacrée à l'agriculture)	Oti-Kéran : 18 % de la superficie de la zone de protection principale consacrée à l'agriculture Oti-Mandouri : 16 % de la superficie de la zone de protection principale consacrée à l'agriculture Complexe OKM : environ 16.700 personnes vivant dans les 54 villages du complexe	Réduction d'au moins 50 % de la conversion des habitats : Oti-Kéran : ≤ 9 % de la superficie de la zone de protection principale consacrée à l'agriculture Oti-Mandouri : ≤ 8 % de la superficie de la zone de protection principale consacrée à l'agriculture Réduction de la pression humaine dans le Complexe OKM : ≤ 10.000 personnes vivant dans les 20 villages à l'intérieur du Complexe	Études de terrain menées dans le cadre du système de suivi écologique du projet	Ces études ont-elles été menées dans le cadre du système de suivi écologique développé par le projet ? Quelles sont les superficies allouées à l'agriculture dans le PNFM ? quelles sont les superficies qui ont préservé leur intégrité ? depuis quand ? où se situe la situation de référence ? peut-on documenter la tendance de l'occupation humaine dans l'AP ?	Le changement climatique aggrave la fragmentation des habitats et les efforts pour reconnecter les Complexes OKM et WAP sont compromis. Hypothèse : Le renforcement de la prise de conscience et des capacités, une plus grande participation active dans les décisions et les incitations découlant des nouvelles chaînes de valeur aboutiront à un changement de comportement en termes d'AP, de conservation de la biodiversité et de gestion des ressources naturelles
Les AP du biome de savane du Complexe OKM disposent de plans de zonage, de gestion et d'activités, comprenant la conservation de la biodiversité et les besoins des communautés riveraines, et ils sont appliqués	AP : 0 Accords entre la DFC et les communautés locales (représentées par 10 AVGAP et 4 UAVGAP), relatifs à la cogestion et l'utilisation des	AP : 2 Accords entre la DFC et les communautés locales (représentées par 10 AVGAP et 4 UAVGAP), relatifs à la cogestion et l'utilisation des ressources naturelles des AP : ≥ 14	Système de suivi du projet et rapports de site Évaluations à mi-parcours et finale		Les responsables des AP peuvent appliquer avec succès des approches de

Indicateur	Situation de référence	Objectif en fin de projet	Source d'informations	Questions / Commentaires	Risques et hypothèses
Objectif Global :					
Indicateur abandonné - redondant	ressources naturelles des AP : 0				
9. Génération de revenus découlant des nouvelles chaînes de valeur des AP et de la biodiversité pour les communautés locales (écotourisme, partage des bénéfices, élevage de petit gibier, création d'emplois locaux, etc.)	0	A identifier au moment de l'élaboration du plan de gestion et d'activités pour chaque zone Pour PNFM : 10 microprojets d'AGR dans les zones tampons du PNFM	Système de S&E du projet (rapports réguliers) et rapports des AVGAP, communautés, ONG, partenaires de projet concernés	Des AGR ont-elles été appuyées ? comment ont-elles été identifiées ? ont-elles fait l'objet d'études de faisabilité en fonction de marchés existants et accessibles ? comment identifie-t-on les bénéficiaires prioritaires ? lien clair entre les bénéfices apportés par les AGRs et l'AP ?	cogestion participative, qui génèrent suffisamment de bénéfices pour les communautés locales et les besoins de base de la gestion des AP. Certains secteurs du développement (par ex., le tourisme) et certaines entreprises privées collaboreront efficacement en vue de la cogestion des AP et des ressources naturelles
11. Les habitats vitaux et les principales ressources naturelles pour la migration des éléphants au niveau régional (OKM – WAP) sont identifiés et stabilisés dans le cadre de la coopération transfrontalière <u>Révisé</u> : Le corridor vital de migration de la faune entre les parcs nationaux de Fazao-Malfakassa (Togo) et Kyabobo (Ghana) sont identifiés et les principales menaces traitées. Des mesures pour améliorer la connectivité écologique entre ces deux APs sont mises en œuvre.	Première estimation, voir l'atlas du projet.	A définir	<ul style="list-style-type: none"> ▪ Études de terrain menées dans le cadre du système de suivi écologique du projet ▪ Protocole d'accord avec les unités de gestion des AP voisines 	<ul style="list-style-type: none"> - ces études ont-elles été réalisées ? les habitats vitaux identifiés ? - si non, pourquoi ? le seront-elles et par qui ? - quels contacts avec le WAP en vue d'un accord de coopération transfrontalière ? 	Les unités de gestion des AP des pays voisins sont prêtes à coopérer pour rétablir les couloirs régionaux de migration de la faune
12. Nombre de PIT (plans d'intégration territoriale), qui prennent en compte les besoins en termes de conservation de la biodiversité et de migration des éléphants	0	A définir pendant la durée de vie du projet	Système de S&E du projet (rapports réguliers) et rapports des communautés/communes concernées		

ANNEX 6: EVALUATION QUESTIONS (INDICATIVE LIST INCLUDED IN TORS)

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
•	•	•	•
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
•		•	•
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
•	•	•	•
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
•	•	•	•
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
•	•	•	•

ANNEX 7. TERMINAL EVALUATION RATING SCALES

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

ANNEX 8. LIST OF DOCUMENTS REVIEWED

UNDP. Evaluation Office. 2012. *Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects*. iii + 53 p.

Guidelines for GEF Agencies in Conducting Terminal Evaluation for Full-Sized Projects. 2017

Project development documents

UNDP-GEF - Government of Togo. 2010. Project Document.

GEF Project Identification Form (PIF). 2010

CEO Endorsement Request. 2010

Project Management Documents:

Inception Workshop Report - 2012

Project Budget and financial data

Project monitoring and evaluation reports, including GEF tracking tools and CD scorecards

Annual workplans and budgets

Annual reviews of the implementation of the project (PIRs 2013 - 2017)

Quarterly Progress Reports

Minutes of the Steering Committee Meeting (February 2013, March 2014, February 2015, June 2017)

Annual Audit Report (for the year 2014)

Final Report of the Mid-Term Review 2014

Extension Request 2017

Technical Documents developed as part of the project

Any study prepared with project funds or related to the project, including

- Feasibility study for setting up a local management committee for the OKM complex. 2013.

- Consolidation report of the monitoring and evaluation system of the PA management project. 2013.

- Review of the PA management system and action proposals for its improvement. 2013.

- Pedestrian inventory report of the OKM complex 2014 (large fauna)

- IEC Strategy on PAs and Biodiversity 2014

- Evaluation of the existing institutional and human PA management framework and proposed strategy for human and material capacity building and training of PA staff. 2014.

- Review of the Legal Framework of PAs, analysis of classification options and decommissioning and proposal of an improved framework adapted to the context of decentralization. 2014

- Report on the Elephant Migration Corridor within the OKM Complex. 2015

- National Strategy for the Management of Togo's PAs – Draft. 2015

- Study for the elaboration of the proposals of the requalification decrees for the PAs Abdoulaye, Aledjo, Fazao-Malfakassa, Mount Balam and proposals for models of memoranda of understanding and contracts between the MERF and the communities bordering the PAs. 2017

- Participatory Monitoring and Anti-Poaching Strategy (for the OKM complex) 2015

Strategy for the implementation of the ecological monitoring system of the Fazao-Malfakassa National Park. 2017

- Management and Development Plan for the FMNP. 2017.

- Assessment of the financial needs for the operation of Togo's PAs, their economic role and proposals for a sustainable financing mechanism. 2017

- Feasibility study for the organization of a national dialogue on participatory and sustainable management of PAs in Togo. 2017.

National Documents

National Biodiversity Strategy and Action Plan 2011-2020

National Investment Program for Environment and Natural Resources

ANNEX 9: EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT FORM

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people's right not to engage. Evaluators must respect people's right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation. Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders' dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form¹⁷

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Dominique Roby

Name of Consultancy Organization (where relevant): _____

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

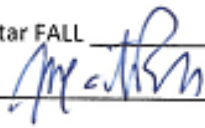
Signed at *Montreal* on *February 20, 2017*

Signature: _____



¹⁷www.unevaluation.org/unegcodeofconduct

ANNEX 10: EVALUATION REPORT CLEARANCE FORM

Evaluation Report Reviewed and Cleared by	
UNDP Country Office	
Name: <u>_Mactar FALL</u>	
Signature: <u></u>	Date: <u>26/10/2018</u>
UNDP GEF RTA	
Name: <u>_Maria Cruz GONZALEZ</u>	
Signature: _____	Date: _____

ANNEX 11: TE REPORT AUDIT TRAIL (TO BE COMPLETED IN A SEPARATE FILE)

To the comments received on **(date)** for the Terminal Evaluation of “xxx” (UNDP PIMS 4220)

The following comments were provided in track changes to the draft Terminal Evaluation report; they are referenced by institution (“Author” column) and by comment number (“#” column):

Author	#	Para No./ comment location	Comment/Feedback on the draft TE report	Evaluator response and actions taken

ANNEX 12. (ANNEXED IN SEPARATE FILES) TERMINAL GEF TRACKING TOOL OBJ I SECT I, II & III

ANNEX 13. UNDP CAPACITY DEVELOPMENT SCORECARD

Summary of the results of the Capacity Development Scorecard for PA management comparing scores compiled during project preparation (Base), mid-term review (MTR) and terminal evaluation (TE)

Strategic area	Systemic							Institutional							Individual							Overall %		
	Project score			Max score	%			Project score			Max score	%			Project score			Max score	%					
	Base	MTR	TE		Base	MTR	TE	Base	MTR	TE		Base	MTR	TE	Base	MTR	TE		Base	MTR	TE	Base	MTR	TE
(1) Ability to conceptualize and develop sectoral and intersectoral policies and regulatory frameworks	5	5	5	6	83	83	83	0	1	3	3	0	33	100	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	42	58	89
(2) Ability to formulate, operationalize and implement sectoral and intersectoral programs and projects	5	7	8	9	55	78	89	10	17	18	27	37	63	67	1	5	7	12	8	42	58	34	61	69
(3) Ability to mobilize and manage partnerships, including with civil society and the private sector	2	3	4	6	33	50	67	1	3	4	6	17	50	67	1	2	2	3	33	67	67	28	55	67
(4) Specific Technical Competencies Related to the Requirements of the GEF Strategic Priorities and Conventions and Agreements on Biodiversity	2	2	2	3	67	67	67	2	2	2	3	67	67	67	1	2	2	3	33	67	67	56	67	67
(5) Ability to monitor, evaluate and report to the sector and projects	2	2	2	6	33	33	33	2	3	4	6	33	50	67	1	1	1	3	33	33	33	33	39	47
TOTAL and percentages	16	19	21	30	53	63	70	15	26	31	45	33	58	69	4	10	12	21	19	48	57	35	56	67

Detailed results of the Capacity Development Scoreboard comparing the findings of the terminal evaluation with those of the mid-term review (MTR) and the baseline situation assessed during project preparation (Base)

Capacity level	Results	Indicators of results (Score)	Base	MTR	TE	Observations
1. Ability to conceptualize and develop sectoral and intersectoral policies and regulatory frameworks						
Systemic	Le programme relatif aux aires protégées est effectivement défendu/encouragé	0 - Il n'y a fondamentalement aucun programme relatif aux aires protégées 1 - Quelques personnes ou institutions mènent activement un programme relatif aux aires protégées mais elles ont peu d'effet ou d'influence. 2 - Un certain nombre de défenseurs des aires protégées pilote le programme relatif aux aires protégées, mais dans des proportions encore insuffisantes 3 - Il existe un nombre suffisant de "défenseurs" et "leaders" compétents appuyant effectivement un programme relatif aux aires protégées	2	2	2	
Systemic	Il existe un mandat juridique solide et clair pour l'établissement et la gestion d'aires protégées	0 - Il n'existe aucun cadre légal pour les aires protégées 1 - Il existe un cadre légal partiel pour les aires protégées mais qui présente de nombreuses insuffisances 2 - il existe un cadre légal convenable pour les aires protégées mais qui comporte quelques faiblesses et lacunes 3 - Il existe un mandat juridique solide et clair pour l'établissement et la gestion d'aires protégées	3	3	3	La loi sur le code forestier et le décret portant organisation des départements ministériels ainsi que l'arrêté portant réorganisation du ministère de l'environnement et des ressources forestières
Institutional	Il existe une institution responsable des aires protégées apte à définir une stratégie et planifier	0 - Les institutions relatives aux aires protégées ne disposent d'aucun plan ni de stratégie 1 - Les institutions relatives aux aires protégées disposent de stratégies et de plans, mais qui sont anciens et non actualisés, ou qui ont été conçus selon un modèle totalement dépassé 2 - Les institutions relatives aux aires protégées disposent de mécanismes visant à actualiser leurs stratégies et plans, mais l'actualisation est irrégulière ou réalisée selon un modèle dépassé sans consultation appropriée 3 - Les institutions relatives aux aires protégées disposent de stratégies et de plans pertinents, conçus de manière participative et régulièrement actualisés	0	1	3	Document définissant le processus de requalification. Des documents de stratégies pour la gestion des aires protégées et la conservation de la biodiversité sont élaboré et périodiquement actualisés. Il en est de même des plans d'aménagement et de gestion de certaines AP
2. Ability to formulate, operationalize and implement sectoral and intersectoral programs and projects						
Systemic	Des compétences satisfaisantes en planification et gestion d'aires protégées existent	0 - Il y a un manque général de compétences en matière de planification et gestion 1 - Certaines compétences existent mais dans des proportions largement insuffisantes pour garantir une planification et une gestion efficaces 2 - Les compétences nécessaires pour une planification et une gestion efficaces d'aires protégées existent mais sont dispersées et difficilement accessibles	1	2	2	Un programme de formation a été conçu et validé par le MERF

Capacity level	Results	Indicators of results (Score)	Base	MTR	TE	Observations
		3 - Il existe une gamme étendue des compétences nécessaires pour une planification et une gestion efficaces d'aires protégées, dans des proportions suffisantes et facilement accessibles				
Systemic	Des systèmes d'aires protégées existent	0 - Il existe peu ou pas d'aires protégées et elles ne couvrent qu'une faible portion des habitats et écosystèmes 1 - Le système d'aires protégées est inégal à la fois dans le nombre et la couverture géographique et comporte de nombreuses lacunes en termes de représentativité 2 - Le système d'aires protégées couvre un échantillon raisonnablement représentatif des habitats et écosystèmes majeurs, mais présente encore quelques lacunes et tous les éléments ne sont pas de dimension viable 3 - Les aires protégées comprennent des exemples viables et représentatifs de l'ensemble des habitats et écosystèmes majeurs à une échelle géographique appropriée	1	2	3	Il n'y a pas d'aire protégée marine au Togo
Systemic	Il existe une autorité totalement transparente de supervision des institutions relatives aux aires protégées.	0 - Il n'y a pas du tout de supervision des institutions relatives aux aires protégées 1 - Il y a une certaine supervision mais uniquement indirecte et selon un mode non transparent 2 - Un mécanisme correct de supervision est en place, fournissant un bilan régulier mais qui manque de transparence (ex : n'est pas indépendant ou est interne) 3 - Il existe une autorité totalement transparente de supervision des institutions relatives aux aires protégées	3	3	3	La DRF supervise les AP, mais le manque de moyens financiers limite l'exécution de sa mission
Institutional	Les institutions relatives aux aires protégées sont efficacement dirigées	0 - Les institutions relatives aux aires protégées souffrent d'un manque total de leadership 1 - Des institutions relatives aux aires protégées mais le leadership est faible et fournit peu de conseils 2 - Certaines institutions relatives aux aires protégées disposent d'un leadership raisonnablement fort mais des progrès sont encore nécessaires 3 - Les institutions relatives aux aires protégées sont efficacement dirigées	2	2	2	Le manque de moyens financiers empêche une gestion efficace – le problème de fragmentation institutionnelle entre la Division responsable des APs et la DRF responsable de l'opérationnalisation réduit l'efficacité de la gestion des APs
Institutional	Les aires protégées disposent de plans de gestion complets, régulièrement mis à	0 - Les aires protégées ne disposent pas de plan de gestion 1 - Certaines aires protégées disposent de plans de gestion mais ils ne sont clairement pas complets et n'ont pas été conçus de manière participative 2 - La plupart des aires protégées disposent de plans de gestion même si certains sont anciens, n'ont pas été conçus de manière participative ou sont incomplets	1	1	2	Des plans de gestion ont été élaborés pour les APs Bayémé, Missahoe, Sarakawa, Djambe, ainsi que pour les APs de Fazao-Malfakassa, de Togodo Nord et

Capacity level	Results	Indicators of results (Score)	Base	MTR	TE	Observations
	jour et conçus de manière participative	3 - Chaque aire protégée dispose d'un plan de gestion complet, régulièrement mis à jour et conçu de manière participative				Sud, Abdoulaye et Aledjo qui ont été conçus de manière participative.
Institutional	Les ressources humaines sont bien qualifiées et motivées	0 - Les ressources humaines sont faiblement qualifiées et non motivées 1 - La qualification des ressources humaines est clairsemée, certaines personnes étant très qualifiées mais la plupart étant faiblement qualifiées et en règle général non motivées 2 - Les ressources humaines sont en général correctement qualifiées, mais beaucoup manquent de motivation, ou les personnes qui sont motivées ne sont pas suffisamment qualifiées 3 - Les ressources humaines sont bien qualifiées et motivées	1	2	2	Le manque de ressources à la disposition du personnel des APs ainsi que leur mobilisation à travers le ministère sont des facteurs de démotivation
Institutional	Les plans de gestion sont mis en œuvre dans les temps et atteignent effectivement leurs objectifs	0 - Les plans de de gestion sont très peu mis en œuvre 1 - Les plans de gestion sont faiblement mis en œuvre et leurs objectifs rarement atteints 2 - Les plans de gestion sont habituellement mis en œuvre dans les temps, même si des retards surviennent généralement et que certains objectifs ne sont pas atteints 3 - Les plans de gestion sont mis en œuvre dans les temps et atteignent effectivement leurs objectifs	0	2	2	Certaines activités des plans de gestion qui ont été élaborés sont mises en œuvre et disposent des ressources adéquates
Institutional	Les institutions relatives aux aires protégées sont capables de mobiliser de manière satisfaisante une quantité suffisante de financements, de ressources humaines et matérielles, afin de mettre en œuvre efficacement leur mandat.	0 - Les institutions relatives aux aires protégées sont généralement sous-financées et n'ont aucune capacité à mobiliser des ressources suffisantes 1 - Les institutions relatives aux aires protégées disposent de quelques financements et sont capables de mobiliser certaines ressources humaines et matérielles, mais de manière encore insuffisante pour mettre en œuvre efficacement leur mandat 2 - Les institutions relatives aux aires protégées ont une capacité appropriée à mobiliser des financements ou d'autres ressources mais pas toujours en quantité suffisante pour une mise en œuvre totalement efficace de leur mandat 3 - Les institutions relatives aux aires protégées sont capables de mobiliser de manière satisfaisante une quantité suffisante de financements, de ressources humaines et matérielles, afin de mettre en œuvre efficacement leur mandat	1	2	2	Le projet PRAPT a organisé en 2011 une table ronde des bailleurs de fonds sur l'environnement et l'eau en vue de mobiliser des ressources financières. Le projet PRAPT a commandité une étude sur l'évaluation des besoins financiers nécessaires au fonctionnement des AP du Togo, leur rôle économique et proposition de mécanismes de financement durables
Institutional	Les institutions relatives aux aires protégées sont gérées	0 - Si les institutions relatives aux aires protégées existent, elles ne disposent d'aucun encadrement	1	2	2	Un audit institutionnel a recommandé des réformes

Capacity level	Results	Indicators of results (Score)	Base	MTR	TE	Observations
	efficacement, déployant de manière efficiente leurs ressources humaines, financières et autres, pour le meilleur résultat	<p>1 - La gestion institutionnelle est largement inefficace et ne déploie pas de manière efficiente les ressources mises à sa disposition</p> <p>2 - L'institution est convenablement gérée, mais pas toujours de manière totalement efficace et n'utilisant pas toujours ses ressources de la manière la plus efficiente</p> <p>3 - L'institution relative aux aires protégées est gérée efficacement, déployant de manière efficiente ses ressources humaines, financières et autres, pour le meilleur résultat</p>				incluant la mise en place d'une agence des APs. Le budget au niveau central est géré au niveau régional. Des dispositions sont prises pour générer des fonds. Le projet PRAPT a fait une évaluation du cadre institutionnel et humain existant de gestion des AP et fait une proposition de stratégies de renforcement de capacités humaines et matérielles et de formation du personnel des AP
Institutional	Les institutions relatives aux aires protégées sont très transparentes, entièrement auditées et ont l'obligation de rendre compte publiquement	<p>0 - Les institutions relatives aux aires protégées ne sont absolument pas transparentes, ne sont pas tenues de rendre compte et ne sont pas auditées</p> <p>1 - Les institutions relatives aux aires protégées ne sont pas transparentes, mais sont occasionnellement auditées, sans obligation de rendre compte publiquement</p> <p>2 - Les institutions relatives aux aires protégées sont régulièrement auditées et l'obligation de rendre compte existe dans une certaine mesure mais le système n'est pas totalement transparent</p> <p>3 - Les institutions relatives aux aires protégées sont très transparentes, entièrement auditées et ont l'obligation de rendre compte publiquement</p>	2	2	2	
Institutional	Il existe des institutions relatives aux aires protégées juridiquement définies et disposant du pouvoir d'exécuter leur mandat	<p>0 - Il n'existe aucune institution principale ou agence disposant d'un mandat ou d'une responsabilité clairs pour les aires protégées</p> <p>1 - Il existe une ou plusieurs institutions ou agences en charge des aires protégées mais leurs rôles et responsabilités ne sont pas clairs et les dispositions comportent des lacunes et chevauchements</p> <p>2 - Il existe une ou plusieurs institutions ou agences en charge des aires protégées, les responsabilités de chacune sont assez clairement définies, mais certaines lacunes et chevauchements demeurent</p> <p>3 - Les institutions relatives aux aires protégées disposent de mandats légal et institutionnel clairs et de l'autorité nécessaire pour les exécuter</p>	1	2	2	Un audit institutionnel a recommandé des réformes incluant la mise en place d'une agence des APs.

Capacity level	Results	Indicators of results (Score)	Base	MTR	TE	Observations
Institutional	Les aires protégées sont efficacement préservées	0 - Aucune mise en application de la réglementation n'est assurée 1 - La réglementation est partiellement appliquée mais demeure en grande partie inefficace et des menaces externes persistent 2 - La réglementation relative aux aires protégées est régulièrement appliquée mais n'est pas totalement efficace et les menaces externes sont limitées mais pas supprimées 3 - La réglementation relative aux aires protégées est appliquée de manière très efficace et toutes les menaces externes ont été réduites à néant	1	2	2	La réglementation est souvent appliquée mais n'a pas les effets escomptés
Individual	Les individus sont capables de progresser et de se développer d'un point de vue professionnel	0 - Aucun plan de carrière n'est élaboré et aucune opportunité en matière de formation n'est proposée 1 - Les plans de carrière sont faibles et les opportunités de formation sont peu nombreuses et gérées de manière non transparente 2 - Des plans de carrière clairs sont élaborés et des formations sont disponibles; cependant la gestion des ressources humaines dispose d'un système de mesure des performances inadéquat 3 - Les individus sont en mesure de progresser et de se développer professionnellement	0	0	2	Un plan de formation du ministère est disponible et propose des programmes de formation aux agents des eaux et forêts
Individual	Les individus sont correctement qualifiés pour leur emploi	0 - Les compétences des individus ne correspondent pas aux exigences de leur emploi 1 - Les individus sont peu ou faiblement qualifiés pour leur emploi 2 - Les individus sont raisonnablement qualifiés mais pourraient se perfectionner davantage afin de répondre de manière optimale aux exigences de leur emploi 3 - Les individus sont correctement qualifiés pour leur emploi	1	2	2	De nombreux cadres en Environnement ont bénéficié de formations postuniversitaires. L'UICN a offert une formation en évaluation de la gestion des APs. L'école de formation de Dendresso au Burkina Faso et celle de Garou au Cameroun forment beaucoup de cadres togolais en gestion de la faune et en inspection des ressources forestières. L'INFA (Institut national de formation agricole) de Tové avec son département foresterie forme également les agents des eaux et forêts en

Capacity level	Results	Indicators of results (Score)	Base	MTR	TE	Observations
						ylviculture et en inventaire forestier.
Individual	Les individus sont extrêmement motivés	0 - Aucune motivation 1 - Motivation inégale, certains le sont mais la plupart ne le sont pas 2 - De nombreux individus sont motivés mais pas tous 3 - Les individus sont extrêmement motivés	0	2	2	Amélioration des conditions de travail des fonctionnaires et ristourne sur les saisies versées en fin d'année
Individual	Des systèmes appropriés de formation, mentorat, et d'apprentissage sont en place en vue de maintenir un flot continu de nouveau personnel	0 - Aucun mécanisme n'existe 1 - Des mécanismes existent mais ne sont pas en mesure de se développer suffisamment et sont incapables de fournir toute la gamme de compétences exigées 2 - Des mécanismes existent généralement afin de faire émerger des professionnels compétents, mais ils sont soit insuffisants, soit incapables de couvrir l'ensemble des compétences requises 3 - Des mécanismes existent en vue de faire émerger une gamme complète de professionnels hautement qualifiés des aires protégées et en nombre suffisant	0	1	1	Recyclage du personnel pendant 3 ans à l'Université de Senghor Recyclage du personnel de l'administration forestière à l'INFA de Tové.
3. Ability to mobilize and manage partnerships, including with civil society and the private sector						
Systemic	Les aires protégées disposent de l'engagement politique dont elles ont besoin	0 - Il n'existe aucune volonté politique, ou pire, les politiques qui prédominent vont à l'encontre des intérêts des aires protégées 1 - Une certaine volonté politique existe, mais elle n'est pas suffisamment forte pour faire la différence 2 - Il existe une certaine volonté politique, mais elle n'est pas toujours suffisamment forte pour soutenir les aires protégées 3 - Il existe une volonté politique très importante de soutenir les aires protégées	1	2	2	Engagement politique au niveau national, mais les interférences des groupes d'intérêts locaux dans le processus de requalification Signature d'une convention et implication effective du gouvernement pour appuyer la mise en œuvre du projet Réalisation d'une étude de faisabilité pour l'organisation du dialogue nationale sur l'aménagement participatif des AP et recherche de financement pour l'organisation de ce dialogue.
Systemic	Les aires protégées disposent du soutien	0 - Le public manifeste peu d'intérêt aux aires protégées et il n'existe pas de groupe de pression significatif pour les aires protégées 1 - Il existe un soutien limité aux aires protégées	1	1	2	Engagement politique au niveau national, mais les interférences des groupes

Capacity level	Results	Indicators of results (Score)	Base	MTR	TE	Observations
	public dont elles ont besoin	2 - Il existe un soutien général du public aux aires protégées et plusieurs groupes de pression tels que des ONG de protection de l'environnement qui les soutiennent fortement 3 - Il existe un formidable soutien public dans le pays pour les aires protégées				d'intérêts locaux freinent le processus de requalification. Mais la dégradation de plus en plus poussée des AP avec les conséquences qui vont avec, retient de plus en plus l'attention des communautés locales et des ONGs pour corriger les comportements.
Institutional	Les institutions relatives aux aires protégées agissent selon une mission bien définie	0 - La mission institutionnelle n'a pas été définie 1 - La mission institutionnelle a été faiblement définie et n'est généralement pas connue ni internalisée à tous les niveaux 2 - Mission institutionnelle bien définie et internalisée, mais pas complètement adoptée 3 - Les missions institutionnelles sont complètement internalisées et adoptées	1	2	2	Missions redéfinies du MERF et autres ministères pour une approche systémique
Institutional	Les institutions relatives aux aires protégées sont en mesure d'établir les partenariats nécessaires pour atteindre les objectifs	0 - Les institutions relatives aux aires protégées opèrent de manière isolée 1 - Certains partenariats sont en place mais comportent des lacunes importantes et les partenariats existants atteignent peu d'objectifs 2 - De nombreux partenariats sont en place avec un large éventail d'agences, d'ONG, etc. mais il existe quelques lacunes. Les partenariats ne sont pas toujours efficaces, et ne permettent pas toujours d'atteindre les objectifs de manière efficace 3 - Les institutions relatives aux aires protégées établissent des partenariats efficaces avec d'autres agences et institutions, y compris des gouvernements régionaux et nationaux, des ONGs et le secteur privé, en vue d'atteindre les objectifs de manière efficace et efficiente	0	1	2	Fazao Malfakassa Djamde, Sarakawa UEMOA FEM et PNUD GIZ Les partenariats qui ont été établis n'avaient pas été encadrés par des cahiers de charge clairs. Le projet PRAPT a proposé à l'administration forestière des canevas de cahier de charge selon les différents types de concession.
Individual	Les individus véhiculent des valeurs, une éthique et des attitudes appropriées	0 - Les individus ont des attitudes négatives 1 - Certains individus ont une idée des attitudes appropriées et font preuve d'intégrité, mais ce n'est pas le cas de la plupart d'entre eux 2 - De nombreux individus véhiculent des valeurs et une éthique appropriées, mais pas tous 3 - Les individus véhiculent des valeurs, une éthique et des attitudes appropriées	1	2	2	
4. Specific Technical Competencies Related to the Requirements of the GEF Strategic Priorities and Conventions and Agreements on Biodiversity						

Capacity level	Results	Indicators of results (Score)	Base	MTR	TE	Observations
Systemic	Les institutions relatives aux aires protégées disposent de l'information nécessaire à l'élaboration et la surveillance des stratégies et plans d'action pour la gestion des systèmes d'aires protégées	0 - L'information est quasiment inexistante 1 - Une certaine information existe, mais elle est de faible qualité et d'utilité limitée, ou difficile d'accès 2 - Une quantité importante d'information est aisément disponible et la plupart du temps de bonne qualité, mais il reste des lacunes en termes de qualité, de couverture et de disponibilité 3 - Les institutions relatives aux aires protégées disposent de l'information nécessaire à l'élaboration et la surveillance des stratégies et plans d'action pour la gestion des systèmes d'aires protégées	2	2	2	
Institutional	Les institutions relatives aux aires protégées disposent des informations nécessaires à la réalisation de leur travail	0 - L'information est quasiment inexistante 1 - Certaines informations existent mais elles sont de faible qualité et d'utilité limitée, ou difficile d'accès 2 - De nombreuses informations sont rapidement disponibles, la plupart du temps de bonne qualité, mais des lacunes demeurent en termes de qualité et de quantité 3 - Une quantité satisfaisante d'informations actualisées et de grande qualité pour la planification, la gestion et la surveillance des aires protégées est largement et aisément disponible	2	2	2	Les données existent mais sont dispersées. Le PRAPT dispose d'une base de données qu'il versera à la DRF. Le Ministère a créé une cellule pour gérer les données de l'inventaire national forestier, une autre cellule pour gérer les données de la cartographie et enfin une cellule pour les statistiques
Individual	Les individus travaillant dans le secteur des aires protégées travaillent réellement en équipe	0 - Les individus travaillent isolément et n'interagissent pas entre eux 1 - Les individus interagissent de façon restreinte et parfois en équipe mais de manière rarement efficace et fonctionnelle 2 - Les individus interagissent régulièrement et forment des équipes, mais de manière pas toujours efficace et fonctionnelle 3 - Les individus interagissent efficacement et forment des équipes fonctionnelles	1	2	2	Collaboration avec d'autres acteurs
5. Ability to monitor, evaluate and report to the sector and projects						
Systemic	La politique relative aux aires protégées est continuellement revue et actualisée	0 - Il n'y a pas de politique ou elle est ancienne et n'est pas régulièrement révisée 1 - La politique n'est révisée qu'à intervalles irréguliers 2 - La politique est révisée régulièrement mais pas annuellement 3 - La politique relative aux aires protégées est révisée annuellement	0	0	0	Pas de politique spécifique pour les AP
Systemic	La société assure un suivi de la situation des aires protégées	0 - Il n'y a aucun dialogue 1 - Un certain dialogue est en cours, mais n'atteint pas un large public et est limité aux cercles spécialisés	2	2	2	Un dialogue a été initié entre les acteurs au niveau local. Une étude de faisabilité pour l'organisation d'un dialogue

Capacity level	Results	Indicators of results (Score)	Base	MTR	TE	Observations
		2 - Un dialogue public assez ouvert est en cours mais certaines questions restent taboues 3 - Il existe un dialogue public et transparent concernant la situation des aires protégées				national sur les AP a été conduite mais faute de financement, le dialogue n'a pas encore commencé.
Institutional	Les institutions ont une grande capacité d'adaptation, répondant de manière efficace et immédiate au changement	0 - Les institutions résistent au changement 1 - Les institutions changent mais uniquement à un rythme très lent 2 - Les institutions ont tendance à s'adapter en répondant au changement, mais de manière pas toujours très efficace et avec retard 3 - Les institutions ont une grande capacité d'adaptation, répondant de manière efficace et immédiate au changement	1	2	3	La gestion des évènements de Mango et les efforts de négociations entrepris par le gouvernement pour inverser la tendance de dégradation des AP en sont quelques illustrations
Institutional	Les institutions disposent de mécanismes internes efficaces pour assurer un suivi, procéder à des évaluations, élaborer des rapports et acquérir des connaissances	0 - Il n'existe aucun mécanisme de suivi, évaluation, élaboration de rapports et d'acquisition de connaissance 1 - Il existe quelques mécanismes de suivi, évaluation, élaboration de rapports et d'acquisition de connaissance, mais ils sont limités et faibles 2 - Des mécanismes convenables de suivi, évaluation, élaboration de rapports et d'acquisition de connaissance sont en place mais sans être aussi forts et complets qu'ils le devraient 3 - Les institutions disposent de mécanismes internes efficaces pour assurer un suivi, procéder à des évaluations, élaborer des rapports et acquérir des connaissances	1	1	1	Il n'y a pas de mécanisme convenu et systématique
Individual	Les individus ont une grande capacité d'adaptation et poursuivent leur apprentissage	0 - Aucune mesure des performances ou feedback adaptif n'est réalisée 1 - Les performances sont irrégulièrement et faiblement mesurées et un faible usage du feedback est réalisé 2 - Il existe une mesure importante des performances et quelque feedback, mais qui n'est pas aussi approfondi et exhaustif qu'il pourrait l'être 3 - Les performances sont effectivement mesurées et le feedback adaptif est utilisé	1	1	1	

ANNEX 14. RISK ASSESSMENT GUIDING MATRIX

<i>Risk Assessment Guiding Matrix</i>						
		Impact				
		CRITICAL	HIGH	MEDIUM	LOW	NEGLECTIBLE
Probability	CERTAIN / IMMINENT	Critical	Critical	High	Medium	Low
	VERY LIKELY	Critical	High	High	Medium	Low
	LIKELY	High	High	Medium	Low	Negligible
	MODERATELY LIKELY	Medium	Medium	Low	Low	Negligible
	UNLIKELY	Low	Low	Negligible	Negligible	Considered to pose no determinable risk

ANNEX 15. EXPENDITURE STATEMENT (IN US\$) PER OUTCOME FROM 2012 TO APRIL 2018.

GEF Outcome/Atlas Activity	Responsible Party (Implementing Agent)	Fund ID	Donor Name	Atlas Budgetary Account Code	ATLAS Budget Description	Total planned	Total expenditure 2012-April 2018	Difference	Note	
OUTCOME 1: National governance framework for PA mgt	NEX	62000	GEF	71200	International Consultants	150 000	95 504	54 496	1	
				71300	Local Consultants	10 000	17 781	-7 781	2	
				71600	Travel	60 000	91 476	-31 476	3	
				72100	Contractuel Services-Companies	40 000	40 000	0	4	
				72600	Grants	20 000		20 000	5	
	Sub total GEF-Activity 1						280 000	244 761	35 239	
	NEX	4000	UNDP TRAC	71200	International Consultants	6 000		6 000	6	
	Sub -total UNDP-TRAC Activity 1						6 000	6 000		
	NEX	3000	WAEMU	71300	Local Consultants	48 000	13 663	34 337	7	
	NEX	3000	WAEMU	72100	Contractuel Services-Companies	40 000		40 000	8	
Sub -total WAEMU Activity 1						88 000	13 663	74 337		
TOTAL ACTIVITY 1 (Result 1)						374 000	258 424	115 576		
OUTCOME 2: Rehabilitation of the OKM Complex	NEX	62000	GEF	71200	International Consultants	30 000	74 261	-44 261	9	
				71300	Local Consultants	30 000	43 261	-13 261	10	
				73410	Maint, Oper of Transport Equip		13 593	-13 593	11	
				71400	Contractual-Services-Individ	545 000	211 529	333 471	12	
				71600	Travel	50 000	75 843	-25 843	13	
				72100	Contractual-Services-Companies	85 000	155 404	-70 404	14	
				72600	Grants	80 000		80 000	15	
	Sub -total GEF Activity 2						820 000	573 891	246 109	
	NEX	4000	UNDP TRAC	71200	International Consultants	30 000	10 361	19 639	16	
	NEX	4000	UNDP TRAC	71300	Local Consultants	25 000	8 104	16 896	17	
	NEX	4000	UNDP TRAC	71400	Contractual-Services-Individ	192 000	165 027	26 973	18	
	NEX	4000	UNDP TRAC	72100	Contractual-Services-Companies	180 000	170 931	9 069	19	
	Sub -total TRAC Activity 2						427 000	354 423	72 577	
NEX	30000	WAEMU	72100	Contractual-Services-Companies	200 289	110 861	89 428	20		
Sub total WAEMU Activity 2						200 289	110 861	89 428		
TOTAL ACTIVITY 2 (Result 2)						1 447 289	1 039 175	408 114		
OUTCOME 3: Proj Mgt	NEX	62000	GEF	71400	Contractual-Services-Individ	20 000	9 759	10 241	21	
				71600	Travel	25 000	3 903	21 097	22	
				72200	Equipment and Furniture	30 500	32 256	-1 756	23	

GEF Outcome/Atlas Activity	Responsible Party (Implementing Agent)	Fund ID	Donor Name	Atlas Budgetary Account Code	ATLAS Budget Description	Total planned	Total expenditure 2012-April 2018	Difference	Note
				74100	Professional Services	35 000	52 920	-17 920	24
				74500	Miscellaneous Expenses	11 700		11 700	25
				Sub total GEF-Activity 3		122 200	98 838	23 362	
	NEX	4000	UNDP TRAC	71200	International Consultants	24 000		24 000	26
	NEX	4000	UNDP TRAC	71600	Travel	13 000	14 870	-1 870	27
	NEX	4000	UNDP TRAC	72200	Equipment and Furniture	30 000	43 087	-13 087	28
				Sub total PNUD-TRACT Activity 3		67 000	57 957	9 043	
	NEX	30000	WAEMU	71200	International Consultants	24 000	32 805	-8 805	29
	NEX	30000	WAEMU	71400	Contractual-Services-Individ	140 000	63 318	76 682	30
	NEX	30000	WAEMU	73200	Renovation of premises	15 000	6 958	8 042	31
	NEX	30000	WAEMU	72200	Equipment and Furniture		29 135	-29 135	32
				Sub total WAEMU Activity 3		179 000	132 216	46 784	
TOTAL ACTIVITY 3 (Project management)						368 200	289 011	79 189	
4) GMS UNDP CO	DEX	30000	WAEMU	75100	Infrastructures et administration	32 710	13 207	19 503	33
				Sub -total WAEMU Activity 4		32 710	13 207	19 503	
TOTAL-ACTIVITY 4 (GMS of UNDP CO on WAEMU contribution)						32 710	13 207	19 503	
	SUB-TOTAL FEM					1 222 200	917 490	304 710	
	Sub-TOTAL UNDP -TRAC					500 000	412 380	87 620	
	SUB -TOTAL WAEMU					500 000	269 947	230 052	
OVERALL TOTAL (cash)						2 222 200	1 599 817	622 382	

NOTES

N°	Explanation for significant discrepancies between planned and actual expenses
1	Positive balance of US\$ 54,496. The lower level of expenses is due to the fact that some costs related to international consultants were charged under result 2 rather than result 1, including the National strategy for the sustainable management of PAs, the financing strategy for the PA system, the midterm review and the terminal evaluation.
3	Negative balance of US\$ 31,476. This budget line was charged more than expected for national and regional travel as well as international travel for ICs
5	Positive balance of US\$ 20,000. Rather than providing grants to develop a communication strategy, a partnership agreement was established with a local NGO.
7	Positive balance of US\$ 34,337. The fact that the consultation on the legal and institutional framework was made at a lower cost, and consultation on the sustainable financing of the PA system entrusted to an international consultant explains the positive balance.
8	This positive balance of US\$ 40,000 is due to a problem of budget allocation. Related expenses were made as meetings and workshops were held but have been charged under another budget line.
9	Negative balance of US\$ 44,261. The costs of the international consultations for the planning and management of OKM PAs and for the sustainable funding of the PA system were higher than expected.
11	This budget line was added (not in the initial budget) under component 1 but could also have been charged to the project management costs.
12	<u>Large balance of US\$ 333,471 for Individual contracts.</u> The contract of the 1 st STA was budgeted for a period of 2.5 years but was terminated after a year, and the contract of the 2 nd STA was also much shorter than planned. The period of the contracts for 3 national consultants was shorter than planned (Expert in natural resources management and land restoration: actual 3 years vs planned 5 years; site coordinator in OKM: actual 4 years vs planned 5 years; ecological monitoring: actual 3.5 years vs planned 5 years).
13	Negative balance of US\$ 25,843. Travel costs charged under component 1 are higher than expected. Although the calculation basis for this expense was not provided in the ProDoc, it appears that the allocated amount was underestimated given the remoteness of PAs from Lomé (OKM at 550 km and FMNP at 350 km).
14	Negative balance of US\$ 70,404. This budget line in the ProDoc provided for costly expenses (delineation of PAs, rehabilitation of infrastructures, investments for the development of water points and financing of micro-projects for the development of IGAs) which amounted to US\$ 215,000 rather than the allocated amount of US\$ 85,000. These costs could have been partly charged under the WAEMU budget (see comment 8 regarding the \$US 40,000 balance).
15	Positive balance of US\$ 80,000. Rather than providing grants, a partnership agreement was established with local NGOs
16	Positive balance of US\$ 19,639. It was planned to recruit international consultants for ecotourism and marketing, but they were never recruited
17	Positive balance of US\$ 16,896. It was planned to recruit a conflict management consultant, but this recruitment did not take place. The issue of conflict management was addressed through a participatory approach and consultations with several stakeholders.
18	Positive balance of US\$ 26,973. The non-renewal of the contract of the expert in monitoring evaluation and the expert in social mobilization and other means of livelihood explains the balance on this line
20	Positive balance of US\$ 89,428. Cost were lower than planned because delimitation and demarcation of PAs were stopped because of the disturbances in Mango in November 2015. The calculation basis for this expense was not provided in the ProDoc.
21	Positive balance of US\$ 10,241. This budget line is the % of the project coordinator's fees paid by the GEF, and balance due to his contract not being renewed after Jan 2016.
22	Positive balance of US\$ 21,097. Travel costs charged under component 2 are lower than expected Some expenses related to domestic travel should have been charged to this line rather than being charged under GEF funds
25	Positive balance of US\$ 11,700. Budget imputation problem. This line should have been used to cover the costs of communication, insurance, and rental fees
26	Positive balance of US\$ 24,000. There has been international assistance from Benin for the wildlife inventory in OKM, but the costs associated with this assistance have not been charged to this line. Apart from this assistance, the project did not use other international assistance. The budget in the ProDoc provides for 8 weeks of international assistance without any explanation.
30	Positive balance of US\$ 76,682. This balance corresponds to 90% of the project coordinator's fees which were paid by WAEMU, because his contract was not renewed after January 2016. The fees of the site coordinator who was requested to take over the coordination of the whole project after January 2016 have not been adjusted to this new role and responsibilities.
32	Negative balance of US\$ 29,135. The funds provided on the GEF line for the acquisition of off-road vehicles were insufficient for the acquisition of 2 vehicles, the project had to resort to WAEMU funds for the acquisition of a second vehicle