

Capacity Building for Environmental Planning and Biodiversity Conservation in Angola

Final Evaluation Report

Project ANG 02/005

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FINAL REPORT

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1.0 Introduction

1.1 In the period between August 30th and September 13th an evaluation mission was held for the project “Support for Capacity Building to Improve Environmental Planning and Biodiversity Conservation in Angola” – 1st Phase (Project 000111111 – ANG/02/005)*. The mission was requested by the United Nations Development Programme (UNDP), as part of its international cooperation procedures. The mission was composed of:

Mrs. Izabella Teixeira, International Consultant and Head of the mission;
Mr. Manuel Zangui, National Consultant.

1.2 The main objective of the Mission was to assess the execution of the Project, its results and the performance of UNDP and MINUA with a view to identifying positive and negative aspects of Project execution, possible institutional and procedural difficulties, as well as to provide recommendations for the future.

1.3 Analysis of the project’s implementation was done according to the Terms of Reference (ToR) for the Mission, included in **Annex 1**. The findings, conclusions and recommendations of this report are based upon the analysis of the Project documentation, which was made available by the UNDP Office in Angola, on interviews with MINUA officials, co-executors of the Project, technical staff from UNDP’s and MINUA’s Project Coordination, donors, representatives of non-governmental, private and academic sectors, and from the Province of K. Kubango. Contact through e-mail was carried out with FFI, CI and GEF representatives. The list of the persons interviewed is included in **Annex 2**.

1.4 The Mission analyzed the Project seeking to identify positive and negative results and consistency with PRODOC terms. The main aspects analyzed as well as the findings and recommendations were discussed in a final assessment meeting with UNDP representatives.

1.5 The Mission wants to thank UNDP staff for its support during its work. Special thanks to the UNDP Environment Cluster, particularly Mr. Camilo Ceita (Programme Specialist), Mrs. Gabriela Nascimento (Programme Associate and Focal Point for Environmental Issues), Ms. Tamar Ron (International Consultant), Mr. Adelino Nunes and Mr. Francisco Mendes (Administrative Support Staff).

1.6 This report is subdivided into the following chapters: After the Introduction, the Executive Summary of the Project (Part 2) is presented. Part 3 goes over the Project’s conception, its core objectives, planned activities and expected results. Part 4 describes the institutional arrangements defined in MINUA for project execution, including the Coordination Unit. Part 5 presents the execution of the project, the main results achieved and the established partnerships. Part 6 assesses Project performance with regard to achieving its objectives and expected results. The financial performance and the managerial instruments used and the obstacles met are also analyzed. Finally, Part 7 presents conclusions and recommendations for the Project and the requirements to implement international cooperation in the area of environment in Angola, taking into account the action of UNDP.

2.0 Executive Summary

2.1 The Project “Support for Capacity Building for Improved Environmental Planning and Biological Diversity Conservation in Angola” aims at strengthening the capacity of the Ministry of Urbanism and Environment (MINUA) to plan and execute environmental protection actions, through the completion of the National Environmental Action Plan (NEAP), as part of a national process of combating poverty. The project has 4 (four) strategic components, defined for the purposes of this analytical process as components:

- (a) Capacity Building in Planning and Environmental Management;
- (b) Environmental Awareness and Education and Social Mobilization;
- (c) Conservation of Biological Diversity;
- (d) Multilateral Environmental Agreements and Conventions and Transboundary Initiatives.

Achieving the Project's goals involves the following results:

- Conclusion of the National Environmental Action Plan (NEAP) as the main instrument of Angola's environmental policy;
- Support for the preparation of the National Strategy and National Plan for Conservation of the Biological Diversity (NSBD and NPBD);
- Promote the start of the Study of the State of the Environment and its relationship to poverty reduction;
- Implementation of demonstrative projects in the communities, as part of the strategy to promote conservation of biological diversity and to combat poverty;
- Support for the creation and maintenance of an environmental database;
- Support for the creation of an environmental quality monitoring system;
- Support for improving the technical capacity of environmentalist NGO's to develop community projects and to promote environmental education.
- Creation of a database on the country's progress in the implementation of International Environmental Conventions;
- Support for the development of sub-regional initiatives with a view to integrating them to national concerns, by way of community based conservation initiatives in the country and in transboundary areas;
- Technical support and awareness raising of the population with regard to environmental issues and to activities related to the urban environment;
- Adoption of a capacity building process for environmental planning and management, with a view to training human resources.

2.2 The Project had the support of a MINUA¹ Coordination office and UNDP technical support, through an international consultant specialized in biodiversity conservation. It also received financial support from UNDP and NORAD. The Project costs **US\$ 1,114,753.00** for 2-year execution period (October 2002 to October 2004).

¹ During the Project design phase, the environmental area was part of the Ministry of Fishing and Environment. In 2003, the Government carried out an institutional reform establishing new institutional arrangements for environmental issues. The Ministry of Urbanism and Environment (MINUA) was created and it is responsible to the Project implementation.

- 2.3 The Project's design was based on the major environmental problems of the country, as well as on the shortcomings found in the process of environmental management in Angola. The Project was also proposed in agreement with the Angolan Government's strategic objectives for poverty reduction. Its conception was oriented by a global guideline of the perception of environmental issues in the context of policies that promote social and economic development of Angola. Thus, the Project covered issues related to the institutional capacity of MINUA for carrying out its legal and institutional mandate as well as issues related to an integrated approach to environmental issues in decision-making and planning of the country's economic and social development. Moreover, the Project aimed at improving the national capacity for planning and environmental management, by providing the technical support proposed for adoption of and compliance with International Environmental Conventions, to which Angola is a signatory or should like to be a signatory.
- 2.4 The Project's resources were planned to be used in strategic interventions that would contribute to the formulation and implementation of environmental policy initiatives and to strengthen the country's technical and institutional capacity, especially that of MINUA, making use of the best practices in environmental planning and management.

3.0 Conception and Development of the Project

- 3.1 The first fact to be stressed concerns the national and global political contexts in which the Project was designed and developed by the Ministry of Fisheries and Environment (today, the MINUA) and UNDP. In the international arena, preparatory discussions were underway for the Summit on Environment and Sustainable Development – Rio + 10 (Johannesburg Summit); and the domestic scenario was marked by the discussions on the rebuilding of the country, as the Civil War was about to come to an end².
- 3.2 Project design was to approach the key-aspects in dealing with Angola's environmental problems, which are the result of its political, institutional and social situation. Among the country's relevant environmental problems is the high degree of poverty, which, because of the non-sustainable use of natural resources, leads to soil erosion, reduction of forests, loss of biodiversity, illegal hunting and pollution of water resources. At the same time, in the area of environment, the Government (both at the federal and provincial levels) lacked installed technical capacity and adequate environmental planning and management tools to address the identified environmental problems and to promote the efforts required for implementing coordination processes among the various public sectoral policies and the environmental policy.
- 3.3 In this sense, the Project was negotiated with a view to intensifying the efforts coordinated by the Ministry of Fisheries and Environment to promote an integrated approach to environmental issues and to development perspectives in Angola. Four structuring lines were selected [Capacity Building in Planning and Environmental Management; Awareness Raising, Environmental Education and Social Mobilization; Conservation of Biological Diversity; Multilateral Environmental Conventions and Agreements] to direct the proposed activities and the expected results.
- 3.4 Based on these structuring lines, core objectives were defined which encompassed:

Core Objectives

- Strengthening of the capacity of the Government for planning and environmental management as a means to combat poverty;

² The Civil War ended in April 4, 2002

- Promote an integrated approach of the environmental dimension in decision-making in Angola's social-economic development planning processes;
 - Strengthening the capacity to: plan, evaluate and monitor environment quality; as well as providing support to the Government in the adoption of International Environmental Conventions.
- 3.5 From a methodological perspective, the Project was structured according to a logical matrix³, included in **Annex 3**. The Project's logical matrix defined a set of general activities, without specifying criteria or guiding processes for the annual operational planning. This led to the execution of activities, whose priority and relevance for achieving the expected results were not clearly defined. Furthermore, it is possible to see that structuring activities were not defined in the Project design and, thus, were not part of the logical matrix. If these activities had been adopted at the outset, they could have facilitated Project execution and measurement of partial and final results. Basically, these are requirements that must be achieved prior to the execution of scheduled activities. This is the case, for example, of the structuring of a human resources database in MINUA *vis-à-vis* the planning of courses and training activities to be supported by the Project and the expected results in capacity building and training of human resources in the area of environment.
- 3.6 In the capacity building item, neither the PRODOC nor any other document on the Project's planned activities⁴ make any mention of the number of training courses to be supported by the project, of participant profiles (courses for technical, administrative and operational staff), areas for training, in sum, information relevant to the design of a capacity building program for human resources in environment, which seems to be an important demand for environmental protection in Angola.
- 3.7 Furthermore, the logical matrix of the Project does not contain the definition of goals and intermediate results, important aspects for project execution and assessment and any baseline scenarios (with objective specifications of the situation encountered and to be the focus of intervention and modification by the Project). These issues contributed to the more general nature of the proposed activities and to develop annual operational plans that did not allow binding of these activities and achievement of all the Project's objectives.
- 3.8 As an example, in the Capacity Building and Environmental Management component, the indicator for the final result is defined as:
- "Conclusion and adoption of the NEAP and implementation of key components, conclusion of the preparations for Rio+10 and follow-up of the adopted strategy, development of a national database of environmental data and start of a study of the state of the environment"

It is, in fact, a set of expected results and not an indicator. The performance or result indicator could be better expressed with respect to the gains proposed by the Project in terms of capacity building and environmental management. Thus, the indicator could express, for example, the number of environmental management instruments adopted in comparison to the period before the Project was executed (baseline scenario). In this sense, it would also be possible to consider performance with

³ This is a Project design methodology that establishes the required final results, indicators, strategies for partnerships, target results, activities and inputs.

⁴ This information are not included in PRODOC nor in the annual operating plans, making a more precise analysis of the results achieved by the Project more difficult.

respect to drafting environmental legislation, which is not mentioned among the expected results of the Project, although in the logical matrix there is a specific activity for consolidating environmental legislation.

As an example, the table of the final evaluation of the Capacity Building and Environmental Management component, as a result indicator, could be summarized in the following manner, in terms of a quantitative assessment:

| Activities (management instruments) | Baseline | Execution (Results) | Indicator |
|---------------------------------------|-------------|---------------------|--|
| NEAP | Inexistent | Concluded | Number of planned instruments = 4 Concluded = 1 Indicator = $\frac{1}{4}$ = 25% of proposed Project activities |
| Legislation (specify) | Inexistent | Not executed | |
| Database | Inexistent | Not executed | |
| Study of the State of the Environment | Out of date | Not executed | |

In the context of a qualitative assessment of the Project results, the inputs supplied by the logical matrix and by the Project reports are not sufficiently clear so that the available information can provide an assessment of the progress achieved by the executed activities. The logical matrix does not specify the annual expected results or indicators that could evaluate the progress of Project execution. Neither do the coordination reports provide sufficiently clear information of all Project components in order to prepare assessment tables of Project progress.

Dr. John Hanks, from Conservation International, provided an example of this situation, when he was interviewed by the Project evaluation mission, when he presents an overview of the progress of the TFCA activities. The activities described in the logical matrix of the Project and in the other documents made available do not supply this kind of information, restricting themselves to descriptions of the developed activities. Neither do the Project coordination documents (made available) provide this kind of information on the executed activities and obtained results.

PROJECT: Transfrontier Conservation Area (TFCA) Activities

| Objective: Facilitation of the development of the Okavango / Upper Zambezi TFCA (Angola/Botswana/Namibia/Zambia/Zimbabwe) | | | |
|--|---|--|---|
| Annual outputs | Progress in the Reporting Period | Performance Indicator (Progress) | Difficulties and adopted measures |
| 1. Initiation of the clearing of landmines in the Luiana Reserve. | <p>1.1. Meetings held by the Governor of the Kuando Kubango Province, with government departments and NGOs involved in demining in Angola, with security experts from South Africa and with OKACOM in Windhoek.</p> <p>1.2. Technical report produced for UNDP's Mine Action Program in Angola made available to potential international donors.</p> <p>1.3. Project proposal submitted to potential donors for funding the first phase of the Project (US\$ 5 million).</p> <p>1.4. Letter of endorsement from Prince Bernhard of the Netherlands with an initial commitment of US\$ 25,000.</p> | <p>1.1. Confirmed support from the Angolan Government for the demining initiative</p> <p>1.2. Final report available.</p> <p>1.3. Interest shown by the Green Cross.</p> | <p>1.3. Difficulties in raising funds from traditional sources of demining funds as the area concerned has a low human population density and thus it is not seen as a priority for humanitarian reasons.</p> |

- 3.9 The Project's expected results are closely related to specific objectives and to how these contribute to achieving the core objectives. Nevertheless, these are not clear in the PRODOC. The following specific objectives are proposed to provide information for the evaluation process:

Specific Objectives

- Implementation of an environmental management process in Angola, by the adoption of a National Environmental Action Plan (NEAP) as the main environmental policy instrument;
 - Definition of a national strategy to promote the adoption of a national policy for the conservation of biological diversity, taking into account *in situ* and *ex situ* conservation, the requirements for compliance with the Convention on Biological Diversity and the sustainable uses of natural resources by the productive sectors.
 - Development of pilot experiences in areas that are crucial for conservation and/or recovery of environmental assets and for raising environmental awareness of the local population.
 - Assessment of the relationship between poverty and the overall quality of the environment, by developing a Study on the overall quality of the environment in the country and by establishing a database of environmental data;
 - Capacity building of governmental and non-governmental sectors for planning and environmental management and social mobilization for nature protection;
 - Increase international interest in supporting activities for biodiversity protection in Angola.
- 3.10 A far more favorable situation exists for the coordination, execution and assessment of a project when it has been well designed and the methodology employed allows all its key aspects to be identified and taken into account in the PRODOC. Disagreements between MINUA and the Project Coordination in the annual planning of activities could have been avoided if some of the activities described in the PRODOC had been more objective, more clearly stating their stages, deadlines, commitments and targets to be achieved. Since this is a shortcoming of PRODOC, it was possible to identify situations with successive delays in the execution of activities, which resulted in preventing the execution of part of previously scheduled activities, leading to a performance well below the expected for some of the Project components. This situation also allowed the Project to implement activities proposed by the MINUA that were not part of the original Project, and had no executing viability, because of the formal procedures of financing institutions, leading to undesirable situations with other partners⁵.
- 3.11 Another aspect to be noted is the way the Project was prepared by the Ministry of Fisheries and Environment, with the involvement of the Minister's Office and the Ministry's technical staff, and by UNDP, through international consultants, without prior consultation to other executors (such as NGOs and the Center for Plant Genetic Resource Studies). This led to the uncomfortable situation of executors who were not familiar with the Project or their responsibilities up until they were called by the Project Coordinators to carry them out.

- 3.12 PRODOC does not allow clear identification of how the demonstrative projects were to be selected (criteria), the types of capacity building processes that were to be implemented (short courses, long courses), which institutions, in addition to MINUA, were to be involved in Project execution, in addition to the mechanisms and procedures that could be adopted to integrate environmental issues to other

⁵ This situation can be clearly seen in the Project's support for human resources training courses. The situation the Project had to deal with as a result of MINUA's request to financially support Angolan postgraduate students in South Africa is a good example. Not only was this situation not planned but neither is it accepted by the procedures of international donors (in this case, the UNDP). Thus an expectation was created for solutions to be sent by the Project Coordination or UNDP which are not compatible with the terms agreed among the Parties for Project execution.

sectoral policies. This situation compromised the analysis of Project results in regard to the progress achieved in its core objectives, particularly with respect to the integrated approach for the environmental dimension in decision-making processes in the planning of Angola's economic and social development. This same scenario was also identified in the implementation of International Environmental Conventions.

3.13 In spite of the institutional changes that took place in 2003 with respect to the direction of environmental policy, it should be noted that the Project's structuring lines remained a priority for the environmental management in the country. Nevertheless, new MINUA demands associated to new ministerial priorities (arising from the new political and institutional arrangement for the field of environment) were not discussed under a formal procedure for planning and coordinating projects. The inexistence of a procedure for an interim evaluation of the programmed activities and their compatibility with the priorities determined by MINUA for environmental management defined a non-formal scenario of requests for project adjustments, such as the inclusion of unplanned activities, which were individually discussed with the Project Coordination and UNDP. The Project underwent "unplanned dynamics" of activity adjustments (inclusion of activities that were not programmed), without procedures for analyzing the feasibility, consistency and adjustment of previously allocated financial resources. This resulted in a scenario of activities that were developed without the required continuity by MINUA and of inclusion or requests for inclusion of new activities in the PRODOC, without the due processes for adjustment and analysis of technical and financial feasibility by the Project Coordination.

4. Procedures and Structure of Project Coordination

4.1 The Project relied on its own organizational structure for management, which directly involves a Coordination Unit and a Focal Point at the MINUA. It also relied on UNDP's technical support, through the hiring of a technical consultant in biodiversity conservation as part of its Environment Cluster. Moreover, national and international short-term consulting was also planned to provide support in the execution of programmed activities (see chart below).

Project Organizational Structure

4.2 From a management point of view, the chosen structure did not ensure the necessary information flow among the various interested Parties of the Project. Although the Coordination Unit and the Focal Point are part of MINUA, it was possible to detect that information on Project progress was not acquired, as desired, by the various interested parties in MINUA. Difficulties associated to the approval of the Program's annual and quarterly planning, which are the responsibility of MINUA, generated delays in the Project timetable. On the other hand, the Coordination staff only had administrative support, without the mobilization of technical staff to support Coordination activities. This led to an overload of the Coordinator's technical functions, thus impairing his performance. This situation can be illustrated by the non-existence of technical analyses or reports by the Project Coordination with respect to the products and studies supported by the Project. There are no procedures for technical assessment and for the formal acceptance of products or evaluation in terms of the conformity of these products to the standards established in the terms of reference adopted for their contracting. Nor was the existence of procedures identified that could be adopted for guiding the development of the supported activities. The existing technical assessments were carried out by the international biodiversity consultant (UNDP) on the products related to her particular area of expertise.

4.3 According to international technical cooperation procedures, there are two possible means for selecting project coordinators – direct designation by the project executor or a public selection process. In this

case, MINUA was responsible for designating the Project National Coordinator. UNDP provided an international expert, funded by NORAD, to be part of the Project execution staff and be responsible for its oversight. Decisions about hiring national and international specialists to implement the various Project components were taken together with UNDP. An Executive Project Commission was also planned, with representatives of the Ministry, NGOs and UNDP, which, based on a schedule that was agreed to and approved together with the Project's annual work plan, should meet at least once a year to analyze the progress of Project activities. Although the Project provided for this type of mechanism, the Executive Commission was only convened twice throughout the execution of the Project, making it impossible for the Commission to carry out its functions as per the model proposed in the Project.

4.4 In terms of management instruments, including the monitoring and evaluation phases, the Project defined quarterly and annual reports to be drafted by the Coordinator to assess the progress achieved. Since the Project did not define targets and the performance indicators are not sufficiently adequate to support analysis of the Project's progress, the Coordinator's reports were descriptive, without any predefined format, restricted to presenting the status of the various activities, lacking a critical analysis with respect to their meeting objectives, or not, and of the Projects adherence to the schedule. Often reports described activities that had not been executed as planned, without any assessment of the prejudice to expected results and objectives and without any recommendations for the need to review other possibly related activities. This behavior led to cases where activities were cancelled, without any assessment of the possible prejudice to PRODOC.

4.5 The modality for Project execution was NEX, although there are some items executed under the DEX modality. The advantage of NEX is related to the strengthening of national capacity for planning and disbursement and for adopting expenditure control practices. The adoption of the DEX modality by the Project would lead to additional administrative costs for the Project because of the increased demand for UNDP's administrative and financial infrastructure in Angola. The Project's Coordination Unit did not have routines for submitting managerial information (financial and technical) in the formats and schedules required and defined by international cooperation.

5. Project Implementation

5.1 Financial Implementation: The financial implementation information was not made available by the Project Coordination or UNDP in a format that allowed assessment of disbursement with respect to the financial schedule defined in the Project's logical matrix. The numbers shown below were made available by UNDP. Since the data is incomplete, the managerial analysis of the financial implementation was jeopardized.

Chart I – Project Funds

(US\$ 1.00)

| COMPONENT | 2002* | 2003 * | 2004* | TOTAL** | % TOTAL |
|----------------------------------|-----------|------------|------------|-------------|---------|
| Capacity Building and Management | | 5.392,54 | | 226,750*** | 21.0% |
| Environmental Education | | 7.012,00 | | 20,000 | 0.2% |
| Biodiversity | | | | 93,250 | 8.3% |
| International Agreements | | | | 247,000**** | 23.0% |
| Administrative Costs | 61,543.49 | 254,542.66 | 148,333.63 | 527,753 | 47.5% |

* Based on the Project's annual plans. ** Based on a UNDP worksheet included in the Project Document. *** Includes resources for support of NGOs. **** Includes actions in transfrontier areas.

Chart II – Capacity Building and Environmental Management US\$ 1.00

| CAPACITY BUILDING AND ENVIRONMENTAL MANAGEMENT | 2002 | 2003 | 2004 | TOTAL | EXECUTED (%) |
|--|-----------------|------------------|------------------|----------------|--------------|
| Courses and seminars | 1,003.50 | 1,606.81 | 1,500.00 | 30,000 | |
| Scholarships | | 6,000.00 | | 30,000 | |
| National Environmental Legislation | | | | 20,000 | |
| Provincial Legislation | | | | 10,000 | |
| National Laws and International Conventions | | | | 15,000 | |
| NEAP | | 18,186.00 | 7,794.00 | 21,750 | |
| Environmental Quality National Report | | | | 20,000 | |
| Environmental Database | | | | 20,000 | |
| Support for NGOs | | 12,932.32 | 21,278.00 | 50,000 | |
| Rio + 10 e 21 Agenda | | | | 10,000 | |
| Total | 1,003.50 | 38,725.13 | 29,072.00 | 226,750 | 30% |

Chart III- Mobilization and Environmental Awareness US\$ 1.00

| PUBLIC CAMPAIGNS FOR ENVIRONMENTAL AWARENESS AND EDUCATION | 2002 | 2003 | 2004 | TOTAL | EXECUTED (%) |
|--|------|------------------|-----------------|---------------|--------------|
| Campaigns | | 12,456.91 | 3,976.00 | 20,000 | |
| Total | | 12,456.91 | 3,976.00 | 20,000 | 82% |

Chart IV – Biodiversity US\$ 1.00

| BIODIVERSITY | 2002 | 2003 | 2004 | TOTAL | EXECUTED (%) |
|---|------|-----------------|------|---------------|--------------|
| Development of ToR for National Biodiversity Strategy | | | | 28,250 | |
| Support for strategy development | | 4,127.00 | | 20,000 | |
| Support for the strategy to select and manage protected areas network | | | | 15,000 | |
| National Authority on Nature Conservation – Proposal | | | | 10,000 | |
| Support for establishment of National Authority for Nature Conservation | | | | 20,000 | |
| Total | | 4,127.00 | | 93,250 | 4.4% |

Chart V - International Environmental Agreements US\$ 1.00

| International Environmental Agreements | 2002 | 2003 | 2004 | TOTAL | EXECUTED (%) |
|---|------|------|------|-----------------|--------------|
| Support for access to funds for biodiversity protection | | | | UNDP Consultant | |

| | | | | | |
|---|-----------|-----------|--|---------|-------|
| Support for Angola's participation in international efforts to protect biodiversity | | 10,188.21 | | 20,000 | |
| Support for participation in international biodiversity agreements | | | | 20,000 | |
| Transfrontier BD conservation initiatives | | 7,315.50 | | 80,000 | |
| Community-based demonstrative projects for biodiversity conservation | 10,134.85 | 17,194.05 | | 127,000 | |
| Total | 10,134.85 | 34,697.76 | | 247,000 | 18.1% |

It may be seen that the administrative costs of the Project, as foreseen in the logical matrix, correspond to almost 50% of the Project's total resources (Table 1). On the other hand, it can be seen that these resources were almost all exclusively spent (approximately US\$ 465,000 executed), indicating that the financial implementation was practically restricted to this type of expense (if the information for the years 2002, 2003 and 2004 refer to the resources spent on this category of expenses). Other expenses associated to other Project components could not be evaluated because the data was unavailable in the format required by the Evaluation Mission. Nevertheless, some observations could be made with regard to the numbers presented in the tables of the Project components.

- (a) In the case of Table II, it may be seen, based on the available data, that the financial implementation is around 30% of the total programmed amount;
- (b) In Table II, financial implementation is about 82% of the programmed resources and in Table IV, around 4.4%.
- (c) In Table V, the financial implementation was about 18.1%. This is a simplified evaluation because the numbers provided by UNDP do not specify the nature of the expense (administrative or technical).

5.2 With regard to the PRODOC conduction of the planning, the tables below summarize the initiatives implemented by the Project, taking into account both the planned activities as well as the executed ones. Comments are offered as a way to point out the most relevant aspects of the execution of each Component, according to that provided for in the Project Document.⁶

5.2.1 "Capacity Building and Environmental Management Component" (Table VI)

In this component, it may be seen that the activities planned in the PRODOC are general in nature, without specification of partial and final results and of the targets to be achieved. Therefore, a set of activities has been carried out without a clear link to the Project's objectives. Although they were important initiatives in environmental management and conservation, they were not linked to a more strategic approach of expected results and achievement of the Project's objectives in order to permit a more objective evaluation of the Project's contribution to the implementation of environmental policy in Angola.

Among the activities foreseen in the Component, four of these were strategically important to achieve the Project's expected results. The first one is support for preparation of environmental legislation to complement

⁶ Preparation of the tables and the ensuing analysis are based on the PRODOC and the annual and quarterly progress reports prepared by the Project Coordination. Use was also made of the performance reports prepared by the international consultant (UNDP). The listing of executed activities *vis-à-vis* those foreseen in PRODOC follow the classification given by the Project Coordination.

the Basic Environment Law (1998). It can be seen that although the Project had prepared a process for selection and hiring of specialized consultancy, MINUA decided not to implement this activity. In addition, neither the Project Coordinator, nor MINUA nor UNDP proposed an alternative path to deal with the matter; thus, the regulation of the Basic Environmental Law did not make any progress (activity not executed).

Secondly, we have the proposal for the Environmental Database. The Project was expected to generate technical conditions for the development of the Database, after raising resources with other partners. Partnership was sought with the Oil Sector (PIOHES), which required the Government (MINUA), as part of the conditions of negotiations, to provide the terms of the project design and its insertion in the context of the environmental management process. These conditions were not met by MINUA, and the activity was not carried out. Once again, no review whatsoever of the activity was carried out (in respect of expected results and allocated resources) with a view to improving the performance of the Component (activity not executed).

The third activity is the Project's support for the development of the State of the Environment Report. This is an activity that is important for updating environmental information in Angola and to provide better conditions for MINUA to integrate other sectoral policies to the sustainable management of the environment, one of the core objectives of the Project. The contribution of the Project included technical support for establishing the partnership to carry out the Study. Currently a partnership is being built with the African Development Bank in negotiations with MINUA, but without the technical support foreseen by the Project.

The most strategic activity of this Component is the preparation of the proposal for the National Environmental Action Plan (NEAP). The delays incurred by the Project resulted that in September 2004, the preliminary version still hadn't been formally analyzed by other areas of the Angolan Government. Furthermore, there are no mechanisms for discussion of the Program proposal with other interest groups, although the Project could have been used to support these activities. The established process lacked capacity building and awareness raising of the various segments that could be affected by the adoption of the NEAP (governmental and non-governmental sectors, private sector, legislative branch, judiciary branch and the Provinces), with respect to environmental management in the country, bearing in mind the challenges defined by the NEAP (projects, guidelines, suggested instruments).

The capacity building and training activities executed (whether planned in PRODOC or not) have their own significance. Nevertheless, the evaluation of the efficiency and efficacy was impaired due to the inexistence of a baseline scenario of MINUA human resources or the criteria adopted to define courses and training sessions foreseen in the Project. It should be specially noted, for example, that the demand for a course on project design was identified as far back as October 2002 and this activity has not taken place up to now, even though the means are available (there is some expectation that it will occur in September 2004). The Mission did not have access to the proposal for the contents of the course or to the criteria to be adopted for the selection of the candidates for the course.

The initiative at the Center for Plant Genetic Resources (germplasm collection), although unplanned, was carried out successfully, according to the proposal presented to the Project Coordination. This was a relevant action that mobilized local communities. It was not, however, developed according to an approach in tune with Project objectives, and it may be seen as an initiative for the *ex situ* conservation of local (food) species without having any direct bearing on the biodiversity conservation initiatives under MINUA responsibility.

As to the activity Assistance and Support to the Government in the conclusion of preparations for the Rio + 10 Conference and Agenda 21, there is no information on this in the material examined by the Evaluation Mission. When it entered into force (October 2002), the Rio+10 Conference had already taken place, impairing this activity. There is no information available with regard to the reprogramming of this activity and of the previously allocated resources.

5.2.2 “Environmental Education and Social Mobilization” Component (Table VII)

The activities indicated in Table VII were carried out without additional costs, due to the activities developed by the international consultant. The activities programmed in PRODOC foresaw support for environmental education activities under the responsibility of national NGOs, to complement the activities foreseen in Component I – Capacity Building and Environmental Management. There is no information in the Project Coordination reports that allow the products of this activity to be evaluated. Nor are there data (in the examined material) on other actions (such as seminars or workshops) that could have been carried out under this activity. It is necessary to analyze the disbursements as a function of the budget items of the Project, in order to find out what was executed, considering the resources programmed in this Component. According to statements received, it may be concluded that the Project Coordination provided financial resources directly to NGOs in Components I and II of the Project to develop activities for social mobilization and awareness raising and environmental education.

Table VI – Capacity Building and Environmental Management Component

| Activities Planned vs Executed | HR Training | National and Provincial Legislation | NGO | Conventions and National Legislation | NEAP | Status of the Environment | Environmental BD |
|--|-----------------------------|-------------------------------------|---------------|--------------------------------------|----------------------------------|---|------------------|
| Result Indicator *1 | Not specified | Not specified | Not specified | Not specified | Conclusion and Adoption | Launch of Study | BD Development |
| Evaluation of Execution | Partially Executed | Not Executed | Executed | Not Executed | Under Implementation | Not Executed | Not Executed |
| Seminars (NEAP) | Planned 2002 – not executed | | | | | | |
| Biodiversity Seminar | Executed (2002) | | | | | | |
| Consultancy for CITES, RAMSAR and CMS | | | | Not Executed | | | |
| Conclusion of NEAP and Awareness Raising Seminar | | | | | Executed with delays (2002-2004) | | |
| ToR for State of the Environment | | | | | | Not executed/ consultancy for negotiation with ADB (2003) | |
| Basic concept of BD + | | | | | | | Not executed |

| | | | | | | | |
|--|---------------------------|----------------------------|----------------------------------|--|--|--|-------------|
| negotiations Project | | | | | | | (2002-2004) |
| Assistance to NGOs; decentralized projects and infrastructure for action | | | Executed with delays (2003-2004) | | | | |
| Project Design Seminar | Not Executed (2003-2004)* | | | | | | |
| English course | Executed | | | | | | |
| Inspector training and creation of Surveillance Unit (Wild Life College) | | Not Executed (Oct 2004) | | | | | |
| Legislation course | | Not Executed | | | | | |
| Inspection Course | | Not Executed | | | | | |
| Animal capture | CI offered; not executed | | | | | | |
| Study Trip to Brazil | CI offered; not executed | | | | | | |
| Survey of marine animals and training | Executed (2003) | | | | | | |
| ToR for contracting a Study of the Legislation | | ToR prepared; not executed | | | | | |

* Not executed until 31/08/2004; *1 – Indicator defined in PRODOC (logical matrix). Not specified means that the PRODOC did not define an indicator to evaluate the execution of this activity.

This table was prepared according to the information in the Project's performance reports, both from the Coordination and the UNDP. Several of the activities marked as "executed" did not have clear criteria for their selection and decision to execute, which impairs the assessment of the PRODOC objectives and results.

Table VII – Awareness Raising and Environmental Education Component

| PUBLIC CAMPAIGNS, AWARENESS RAISING AND ENVIRONMENTAL EDUCATION | Education Campaigns and Support for NGOs |
|---|--|
| Result Indicator | Increased awareness and desire of citizens to cooperate with the management of development and sustainable initiatives |
| Evaluation | There is no way to apply the proposed indicator, since there are no data that allow evaluation of the results |

| | |
|--|-----------|
| Consultancy for the Ecological Youth Radio Program | Executed* |
| Consultancy for Angola National Radio | Executed* |
| Consultancy for the MINUA Panel magazine | Executed* |
| Participation in meetings and seminars | Executed* |

* Although marked as executed, these activities were developed without any additional cost to the Project

5.2.3 – “Biodiversity Conservation” Component (Table VIII)

It can be seen that the component was not executed as planned. Although an important study for the Kissama NP was carried out, there was no follow-up regarding measures to be conducted by MINUA. It is also important to note that the conception of a national strategy to select a network of protected areas, the proposal of the National Environmental Conservation Authority and the presentation of master guiding lines to develop a national biodiversity conservation strategy were not implemented by the Project. It must be stressed that, particularly in this component, the MINUA did not conclude the activities under its responsibility in accordance with the Project planning, resulting in a weak performance. The result indicator proposed in the PRODOC (see table) shows that the component was not executed as planned.

In addition, MINUA/DNRN's request for an evaluation of the situation of five National Parks was only partially carried out. It was limited to visits to three national parks, with results that only allow a preliminary evaluation of the situation of the visited units (there is no information on the methodological procedures adopted to collect the data and/or on the criteria for analyzing the collected data).

Table VIII – Biodiversity Conservation Component

| Planned vs Executed Activities | ToR National Strategy + support for developing DB Strategic | Selection of priority areas – Protected Areas Network | Proposal for a National Authority Conservation | Establishment of a National Conservation Authority |
|--|---|--|--|--|
| Result Indicator | Strategy Defined | Not defined | Not defined | Not defined |
| Evaluation of Execution | Not Executed | Partially Executed | Partially Executed | Not Executed |
| Preparation of NBSAP - RAMSAR | | Executed | | |
| Kissama NP | | Assessment Study executed (2003) – no decision MINUA | | |
| Visit to 5 National Parks | | Partially executed (2003-2004) | | |
| Study of Environmental Legislation and proposal for ToR for conservation of critical areas | | Project Executed (2003); without concluding hiring of a consultant (MINUA) | | |
| Consultancy for a proposal for a | | | Executed by UNDP consultant. No | |

| | | | | |
|--------------------|--|--|-----------------------|--|
| National Authority | | | progress (2002-2004). | |
|--------------------|--|--|-----------------------|--|

* Executed with the support of Conservation International (CI)

5.2.4 – “Environmental Multilateral Agreements and Conventions” Component (Table IX)

This component shows the execution of community projects, whose selection and feasibility criteria, according to MINUA priorities, are not clear in the PRODOC. In spite of the importance of these initiatives, aspects such as the sustainability of these projects after Project conclusion need to be cleared up and discussed. With the exception of the K. Kubango initiative, in which the Provincial Government made progress in the national and international political and institutional arrangements for the follow-up of the proposed actions (establishment of an ecological corridor and tourism development as alternative income generation and biodiversity conservation), no other initiatives have a more objective definition with regards to follow-ups, due either to the potential associate partners or to the action required from the Government of Angola, and particularly from the MINUA. There is also little information available (in the Project progress reports) on the advances made in international conventions and how the Project supported these advances (in addition to the participation of the international consultant). Finally, on the established partnerships, the available information shows that some of these partnerships did not make any progress towards the Project's objectives (for example, PIOHES, in support of the Environmental BD Project; IUCN-ROSA in the development of a National Strategy to deal with Wetlands). Thus, in this component there are a series of developed projects (important for the conservation of biological diversity in Angola), but without any clear information as to the MINUA follow-up.

Table IX - Multilateral Environmental Agreements

| Planned vs Executed Activities** | Access to Global Resources for the Conservation of BD | Participation of Angola in International Initiatives + Multilateral BD Agreements | Partnerships | Transfrontier Initiatives | Community Projects |
|--|--|---|--------------|----------------------------------|--------------------------------------|
| Result Indicator | Access of Angola to International Conventions; inclusion of Angola in bilateral, multilateral and regional agreements and their implementation, related to biodiversity conservation and including transfrontier activities. | | | | |
| Evaluation of Execution | Not Executed | Partially executed | Executed | Executed (No selection criteria) | Executed; (No selection criteria) |
| Cabinda Project - Maiombe Forest and Turtles (2002-2004) | | | | | Executed. UNDP technical assistance. |
| Luanda Project - Namibe Turtle (2002-2004) | | | | | Executed |
| World Parks Congress | | Executed (2003) | | | |
| Giant Sable Expedition – Cangandala NP (2003) | | | | | Executed (2003) |

| | | | | | |
|--|--|--|--|--|--------------------------------------|
| Fowl Project (2003 – 2004) | | | | | Being contracted - not planned |
| Germplasm Collection (2003) | | | | | Executed |
| Study of Miombo vegetation (2003) | | | | | Supported |
| International Conservation Zones | | | | Iona NP and Skeleton Coast - Namibia (executed) | |
| Partnership Luiana Reserve – K.Kubango | | | | Executed (2002) | |
| Cabinda - Maiombe Forest (TFCA) | | | | Executed (2003) – technical assistance project design | |
| Iona NP (Iona and Skeleton Coast - TFCA) | | | | Aerial Study executed (2003); land study not executed (2004)* | |
| Luiana Reserve (OUZTFCA) | | | | Start of work K.Kubango – fauna ecological corridor - executed; not planned (2003)* | |
| Partnership Establishment | | | Conservation International; Cabinda Government Maiombe Network FFI; PIOHES IUCN-ROSA BAD | | |

* Participation of the international consultant specialized in biodiversity

** The projects supported in this activity do not have selection and priority criteria.

5.3 The implemented activities are summarized below, showing products and benefits:

5.3.1 Institutional Capacity Building (Government)

Environmental Legislation:

Implemented: ToR prepared for contracting consultancy for biodiversity legislation, according to MINUA request.

Result: Study not carried out because MINUA decided not to hire the company chosen by the public selection process.

Benefits: None, although this is a strategic activity for defining the National Biodiversity Conservation Strategy, to establish a network of protected areas and to deal with *ex-situ* conservation initiatives of environmental assets.

Enforcement:

Implemented: Proposals for the structuring a Surveillance Unit were submitted to MINUA, in addition to the offer to hold a course for inspector training (*Wildlife College*, South Africa).

Results: Not implemented (planned for implementation in October 2004).

Benefits: If implemented, the course is an important input for the protection of protected areas and for the conservation of biodiversity in Angola.

Training:

Implemented:

- (a) Participation of Angolan specialists in the World Parks Congress (2003) and presentation by an Angolan NGO representative of a proposal for actions in protected areas;
- (b) Post-graduate training for 5 Angolan biology graduates, designated by MINUA, with Conservation International support, through UNDP-CI partnership.
- (c) Training in marine turtle management (Marine Turtles Project, Brazil), as part of the Cabinda Project and its financial support. UNDP Project provided technical support to enable training of the Angolan specialist in Brazil.

Results: (a) Presentation of lines of work to key international players in biodiversity conservation, with a view to raising funds; (b) capacity building of students in preparation for professional life in Angola (increase in national capacity); (c) the specialist trained by TAMAR in Brazil is preparing a project for the conservation of marine chelonians under the Cabinda Project.

Benefits: Input to national capacity building in biodiversity conservation; capacity building in raising international funds; increase in the national technical capacity to deal with biodiversity conservation and strengthen the action of the Ministry of the Environment; implement national capacity for protection of endangered species.

To be implemented (September, 2004):

Seminar on project design, as a result of the UNDP-FFI partnership (activity planned since 2003).

Not implemented: Training of a specialist in illegal ivory trade and enforcement. Since there was no reaction from MINUA the training was cancelled.

National Nature Conservation Authority

Technical support to establish the National Nature Conservation Authority.

Implemented: Proposals for policies and financial, administrative and technical support offered to MINUA.

Results: No results, since the proposal for the creation of the National Authority was submitted by MINUA to the Government, but the necessary follow-ups have not occurred.

5.3.2 Capacity Building (Non-Governmental Sector)

Support for national NGOs:

Implemented: Technical, administrative and financial support, including acquisition of equipment and improved working conditions for national NGOs, through the Maiombe Network, leading to the decentralization of environmental management based on the work of these organizations in the provinces.

Results: Operational conditions of national NGOs improved.

Benefits: Strengthened technical and operational capacity of national NGOs, enabling new conditions for partnerships with international NGOs

5.3.3 Biodiversity Conservation

Support for developing a national biodiversity strategy.

Implemented: Technical support for the NBSAP project document and preparations for its launching (which underwent delays by the Government); technical and administrative support for SABSP; support for DNRN to visit 3 NPs, for preliminary evaluation of the situation of these protected areas; technical support for biodiversity conservation actions as per MINUA requests.

Results: The Angola NBSAP document was finalized and is to be launched in 2004 with GEF support; and awareness raising of MINUA with regard to the situation of protected areas in Angola and the urgent actions required to protect biodiversity.

Benefits: Increase in the opportunities for international cooperation in the area of biodiversity.

Implemented: Prof. Brian Huntley assessed the Kissama NP and strategic approach to National Parks management.

Results: Detailed report on the Kissama NP and offer of technical support for the subsequent suggested work stages; no response from MINUA.

Benefits: Strategic information for raising financial resources to support the Park and also to promote advances in the national capacity building of the strategic approach for biodiversity (not executed).

5.3.4 Biodiversity Conservation and poverty reduction (related to Component 4)

Community-based biodiversity conservation initiatives

Implemented: Technical support for Cabinda Province biodiversity projects

Results: Resource mobilization, awareness raising of communities and the Army; active participation of local communities; mobilization of international interest; pilot project of alternative livelihoods to hunting; training of local personnel; interest of the Provincial Government and other stakeholders in extending the project; UNDP Project provided technical support.

Benefits: Improved protection of an area of great biological importance, with involvement of local communities, provincial government and other relevant stakeholders and international interest.

Implemented: Support for the National Center for Plant Genetic Resources germplasm collection project

Results: Successful collection of samples of native Angolan food species, with the participation of local communities

Benefits: Development of scientific capacity in the area of food genetics (part of the strategy to combat hunger and reduce poverty) and participation of local communities.

Implemented: “Giant Sable Expedition”

Results: Preliminary information collected on an endangered endemic sub-species and national symbol, by a national team of researchers and participation of the local community. Based on the expedition results, the Provincial Government implemented protection measures in the Cangandala NP in addition to awakening international interest. A second phase of training for the resident guides, and further data collection is still to be implemented.

Benefits: Implemented conditions for the protection of endangered and endemic species and sub-species and promote national and local capacity building in this type of scientific activity. Furthermore, attention called to the urgency in protecting these species.

Under implementation: Manatee Project (*Trichechus senegalensis*)

Technical support for developing a project for the survival and conservation of an endangered species, with participation of local communities and Angolan researchers (Faculty of Sciences). The Project provides support for this activity.

Results: Support for conservation of endangered species, with capacity building and community participation

Implemented: Training and research on marine mammals (technical support)

Results: Project for research and conservation of marine mammals, birds and turtles, with community participation and possible tourism development (presented and accepted for financing by BCLME); research of marine mammals along the Angolan coast was carried out in two stages, using a Norwegian vessel and with capacity building of local researchers (financed by Nansen Project in partnership with the Angola Marine Research Institute –IM).

Benefits: Preliminary information on migratory endangered species collected and published; capacity building for future stages of study on the researched species; evaluation of tourism potential

Not implemented: “Fowl Project” (experimental project to research foodstuffs that could be an alternative to endangered species consumption).

Results: Project presented to MINUA – no response to the proposal.

5.3.5 Environmental Planning and Management

Support for developing an environmental database

Implemented: Technical support for developing a GIS-based environmental database and for seeking possible partnerships for project development. A preliminary concept of the database was developed. No technical progress was made on the preliminary proposal, thus making it impossible to further negotiations with funds donors.

Results: Not executed.

Benefits: The GIS Database is an important environmental planning instrument.

Support for the NEAP development: (technical and financial)

Results: NEAP developed but not approved nor adopted

Benefits: If adopted, it will become the structuring instrument for national environmental planning and management in Angola.

Study of the State of the Environment

Implemented: Support for raising funds to carry out the Study.

Results: ADB financing of the project to be launched by MINUA

5.3.6 International Agreements, International Partnerships, Regional Initiatives

Implementation of international biodiversity-related conventions

Implemented: Technical support for launching the NBSAP; technical support for implementation of CITES and CMS and for establishing relations with the Conventions’ Secretariats (since the Government has not yet concluded the ratification process, this support could not be implemented). Support offered by the IUCN for the RAMSAR Convention could not be implemented due to MINUA inaction.

Transfrontier initiatives

Implemented: Support for the development of 3 transfrontier initiatives:

- Iona NP - Skeleton Coast (aerial survey carried out by Namibian scientists, with participation of Angolan specialists and CI-UNDP support; Angola-Namibia Memorandum of Understanding signed);
- Maiombe Forest TFCA (development of concept of the protected area and international promotion of the initiative)
- Okavango-Upper-Zambezi TFCA (Luiana Reserve) – demining project presented to provincial and national levels; project defined as a priority by the Provincial Government; biodiversity protection measures adopted by the Province (CI-UNDP support).

Benefits: Support for the protection of national and regional biodiversity; support to community-based potential economic development through tourism; and benefits for local populations. International donors are awaiting a meeting on biodiversity conservation in Angola. A proposal for a meeting and technical support were offered by the Project to MINUA. No feedback up to now.

5.3.7 Partnerships

National partnerships

Implemented: A policy proposal for eco-tourism was presented to the Ministry of Tourism.

Results: Interest was expressed by the MINUA and the Ministry of Tourism, but no implementation

Implemented: Technical support for the Provincial Government of Kuando-Kubango to develop and implement a demining project (elephant migration corridor) and preparation for integration in the OUZTFCA Initiative.

International partnerships

Implemented: UNDP-CI partnership and MoU, for supporting project activities.

Results: Technical and financial support for specific Project activities.

Benefits: Strengthening of UNDP capacity in Angola to support biodiversity conservation and implementation of some activities; groundwork established for future cooperation with CI for biodiversity conservation in Angola. Cooperation with national NGOs established.

Implemented: UNDP-FFI partnership for developing Project activities (Draft MoU for signature).

Results: Technical support for specific Project activities,

Benefits: Strengthening of UNDP capacity in Angola to support biodiversity conservation and implementation of some activities; groundwork established for future cooperation with FFI for biodiversity conservation in Angola. Cooperation with national NGOs established.

6. Project Assessment

6.1 The Project Document (PRODOC) was initially developed as a guide to the implementation of a number of activities aimed at both strengthening Angola's environmental management and protecting its biodiversity. The Project was conceived on the grounds of an updated and advanced approach to environmental policy. Such a policy seeks the prevention and solution of environmental problems through the integration of environmental issues into the process of development of the country:

6.2 Having set up the context, it's important to emphasize that the Project's annual planning attempted to follow the 4 components included in the PRODOC. However, due to the generic character of the activities described in the PRODOC, it was observed that several of the activities proposed in the annual plans of the Project are heterogeneous without being able to assess the effective gains of their execution in terms of its overall objectives and expected results.

6.3 There are many reasons why such a situation is not desirable. For instance, one may perceive the Project as not being in adequately aligned with Angola's environmental protection objectives or MINUA functions. It seems that this situation does not apply to the Project, in as much as all the interviewees assert that the PRODOC general guidelines are consistent with the priority environment protection demands in Angola.

Yet, it is possible to identify two other kinds of problem that occurred in this Project:

- (a) Some MINUA sectors did not agree with the Project design or with the paths adopted for its implementation (activities proposed in the annual plans), which generated difficulties in implementation or prevented implementation;
- (b) MINUA did not meet the necessary requirements for the implementation of an international cooperation project. The lack of installed capacity in MINUA to deal with the management of international projects was evident, and MINUA does not have a clear perception of the consequences of not implementing the programmed activities with respect to the Project objectives. This insufficient capacity can also be observed in the lack of use of managerial tools (performance indicators, mid-term reviews, performance reports with a more strategic analysis of the results, more integrated view of the Project with the objectives and priorities assigned by MINUA, etc) by both the Coordination and the Focal Point and by the lack of prior assessment of the number of hours that the MINUA staff needed to dedicate to the Project.

6.4 Although the Project's annual plans were subjected to MINUA approval (with delays, which shows that either the Project's procedures were not assimilated by the Ministry as expected or that the path chosen is not compatible with the execution of this kind of project), one may observe that part of the proposed activities, especially the ones concerning the biodiversity protection, were neither conducted, nor incorporated by the MINUA as part of their priority actions. Even though several initiatives proposed by the Project are important for actions for biodiversity protection and conservation, it is perceived that a significant number, including ones that rely on national/international partnerships, were not followed through by MINUA. This led to a situation of "execution suspension" and uncompleted tasks that linger to the present.

6.5 This situation also occurred in the "Capacity Building and Environmental Management" Component, in which important initiatives for accomplishing the Project's objectives were not executed. This generated a state of execution inefficiency. In this component, there are two activities under execution (although behind schedule) that deserve to be highlighted in this final stage of the Project. The first is the NEAP and the importance of its approval before Project conclusion. If this does not happen, the most strategic objective of the PRODOC will be endangered, because it deals with the structuring of Angola's environmental policy. The other initiative is capacity building in project design and management, which is important to better guide the MINUA in the development of NBDS projects as well as in the Study of the State of the Environment, besides contributing to new initiatives to be negotiated by the Government.

6.6 It can be seen that a substantial part of the problems in the execution of the Project is related to the Project design; to the institutional arrangements agreed between the MINUA and the UNDP for the Project's execution; to the reduced installed technical capacity of the MINUA to design and manage projects; the limited expertise shown by the MINUA representatives concerning the demands that the execution of an international project involves; and the unavailability of information about the Project in a format appropriate for use by other decision-makers. This situation led to the execution of activities according to the most varied interests of the actors involved (MINUA, Project Coordination and UNDP), with no guarantee of consistency among the developed activities developed and the internalization of their results by MINUA, which impaired a more strategic assessment of their results.

6.7 The financial execution of the Project shows two important aspects. The first one concerns an overall view of the expenses. About 47% of the Project's expenses are due to administrative costs, i.e., payment of the Project staff, including payment of the international expert, and expenses in establishing a Project Office. The remaining resources were used for direct execution of activities. Allocation of funds was determined by the UNDP and the NORAD. MINUA did not allocate any funds, although it had committed to do so.

6.8 The second relevant aspect involves the re-management of resources which had been planned but were not executed in order to implement non-planned activities. Organized information to allow a more critical study by the mission was not made available. These re-managements, however, did take place, such as the support given to the Maiombe Network to hold the "Environment Olympics" and the support given to the Plant Genetic Resources Center. Unfortunately there is no available information about the cost review procedures or the re-management of resources or the procedures to authorize them.

6.9 The technical results of the Project can be assessed according to two distinct aspects. Firstly, the advances provided towards strengthening of the governmental capacity for environmental management and planning as part of the fight against poverty and towards the integrated approach of the environmental variable in the process of planning the social and economic development of Angola. Secondly, the initiatives incorporated into the Project and their contribution to environmental management and capacity building in Angola.

6.10 The non-execution of activities foreseen for components 1 and 3 (see comments in items 5.2.1 and 5.2.3) significantly impaired the execution of Project objectives. The fact that there was no progress in important issues such as environmental legislation, mapping of priority areas for biodiversity conservation and implementation of international agreements and conventions defines a state of uncertainty of the availability of environmental information about the country, generating barriers for the implementation of environmental policy and management more efficiently, in addition to possibly generating restrictions for new international and national (private sector) cooperation partnerships.

6.11 The Project showed that in spite of the mostly inefficient performance of the central government (MINUA), provinces, national NGOs and local communities have initiatives that are positive and relevant for the conservation of biodiversity in the country. In particular, the initiatives executed in transfrontier conservation areas that have positive results, although PRODOC was not specific about the selection criteria, community mobilization and desired results. Nevertheless it is possible to note that the results should be highlighted, particularly with regard to the potential for cooperation with international NGOs and with other countries.

6.12 Some of the Project results must be commented:

- (a) NEAP – the work was delayed, which could have been avoided if more efficient managerial procedures had been adopted. This would have made it possible for the strategic staff to be called on for their technical approval and consequent submission to higher decision levels;
- (b) Mobilization of NGO's – the criteria adopted to select NGOs for allotting financial resources, taking into account the choice of the organization itself, according to the guidance of the Maiombe Network must be underlined. Moreover, the results obtained in regard to the capacity for action and social mobilization of these organizations are important, leading these organizations to a new threshold of action.⁷

⁷ Included in Annex 5 of this Report is the preliminary proposal for a Program of Action of the Maiombe Network with a view to raising new resources and developing new activities, contributing to the decentralization of the environmental agenda in Angola.

- (c) Germplasm Project – Although not foreseen in PRODOC, this project is a successful experience that should be a target of structured financial support and not merely an isolated action. The results are important, in as much as they involve not only scientific knowledge, but also the participation of local communities and the advance in the *in situ* material collection (main agricultural areas in around 50% of the country's municipalities were surveyed). Other relevant assignments, associated to the Plant Genetic Resources Study Center, are important for biodiversity conservation. That is the case of mapping the occurrence of GMOs and the increase in installed capacity of the molecular mapping laboratory.
- (d) Kissana NP – This Assessment Study of is an important contribution to the discussions on protected areas management. It is important to carry out a number of biodiversity conservation activities (from mapping of the susceptible areas - but of great interest to conservation - to review studies of the declared areas with a view to implementing a network of protected areas in Angola). Apart from technically and scientifically structured diagnoses, the issue of conservation units should be seen under a more comprehensive strategic approach of biodiversity preservation, including *in situ* and *ex situ* initiatives. The work developed in the Kissana NP requires continuity of its dissemination and discussion of its contribution to other biodiversity conservation projects under negotiation.
- (e) Community Projects– the Project allowed for the implementation of important community projects, although in some of them the participation of MINUA in their design and execution is not clear. Examples of this are the initiatives in Cabina (sea turtles) and in K.Kubango. The other projects were developed with technical and/or financial support from the Project without, however, neither their consequences (sustainability included) nor their contribution to the integration of the environmental policy into other public policies being very clear. There are no records of coordination with the fishing, tourism or forest management sectors so as to bestow these initiatives with economic value in addition to environmental value.
- (f) Partnerships: The Project brought advances in this item, although they haven't been internalized by MINUA. Measures to define the paths for the implementation of these partnerships (national and international) need to be developed by MINUA.
- (g) International Partnerships. It is clearly understood by international partners that environmental protection and management are priority issues for cooperation in Angola. Environmental actions should not be restricted to initiatives that are part of the so-called Green Agenda. Actions for projects of the so-called Brown Agenda have room in the international cooperation agenda. It becomes necessary to incorporate added economic value to the conservation and sustainable use initiatives for environmental assets. Another important aspect is the interface existing between sectoral policies and the protection of the environment. In this regard, it is recommended that the implementation of the NEAP and the pursuit of projects that can enable progress in the sustainable development agenda in Angola should make advances. Initiatives on the global aspects of environmental protection, such as mitigation of greenhouse gases with respect to the exploration and production of oil and natural gas, are also present. Finally, new international cooperation projects should not be restricted to initiatives with central government, but they can expand the scope of cooperation to provinces and national NGOs.

7. Conclusion and Recommendations

Biodiversity conservation and improvement in environmental management are relevant issues and priority requirements for development perspectives and for combating poverty in Angola. The long period of war (with major environmental degradation) and the demand for economic growth and improvement in living conditions define a situation of worsening environmental problems as well as challenges for environmental management. Indeed, the opportunity of Project negotiation and its strategic design is unequivocal, particularly in regard to structuring the environmental planning procedure.

Nevertheless, in spite of its relevancy, of its strategic design and of the availability of financial resources, the Project has a regular performance from a technical point of view with regard to the evaluation of the achievement of objectives and results. Bearing in mind the conclusion deadline (October 2004) and the set of “suspended” or “not executed” activities, it is recommended that Project be terminated on the scheduled date, without any extension.

Below conclusions and recommendations are presented for the items identified as being strategic for the execution of initiatives of this nature, bearing in mind the assessment of the Project’s execution:

7.1 Project Planning

Project design is consistent with important issues of the environmental policy in Angola. However, its planning turned out to be insufficient for the foreseen execution, defining a set of more generic activities whose annual planning was not feasible. Project planning did not define targets and baseline scenarios, which would allow the evaluation of the progress that arises from the implementation of its activities. Thus, the following are recommended:

- Enhance the capacity of MINUA to design projects, including cycles of international cooperation projects;
- Involve Project executors in the design phase, including the definition of terms of commitment among the Parties before execution
- Develop mechanisms to allow participation of stakeholders in execution of environmental projects;
- Enhance capacity of MINUA to work in partnerships, associated responsibilities and definition of routines and procedures to better share the execution of projects.
- Mobilize other ministries involved in Project execution, according to defined methods and objectives with a view to the commitment of all parties to the objectives and expected results and to minimize conflicts.

7.2 Coordination Unit and MINUA

MINUA needs to develop its capacity to manage projects. The Project management arrangements did not ensure completion of activities and fulfillment of agreed commitments, or the flow of information between the technical and decision-making areas of MINUA. This fact led to the non-execution of a set of activities defined as strategic for the result of the Project, it also jeopardized established partnerships. Instruments aimed to promote the integration of actors involved in Project execution and following up on the work (such as the Sectoral Commission) proved to be inadequate and ineffective because of the coordination routines adopted by MINUA.

To improve MINUA's efficiency in project management, we recommend:

- Choosing the Project Coordinator through a public selection process, thus providing MINUA effective conditions to carry out its project execution responsibilities;
- Promote capacity building in project management and in the procedures and requirements of international cooperation projects;
- Technical staff to support the Coordination actions;
- Enable access to and dissemination of results and products (*site* – UNDP and MINUA)
- Mandatory coordination meetings of all involved parts, followed by a systematic dissemination of the results and commitments so as to ensure execution of activities, to the technical areas, Minister's Office and national and international partners;
- Define managerial procedures and the qualified staff to carry them out;
- Transfer project management procedures to computerized systems (technical and financial activities)
- Adopt independent procedures for mid-term and final assessment (independent) of the Project's results, according to previously defined methodology ;

7.3 UNDP

UNDP performance in the Project execution was efficient. Efforts were undertaken not only to support MINUA but also to assist the co-executors of the Project. The procedures agreed to with MINUA for the project execution were fulfilled. Nevertheless, it is important to point out that UNDP could have introduced, at the end of the first year of execution, new assessment procedures (such as mid-term review or independent assessments) to adjust Project performance in order to make coordination and implementation of programmed activities more efficient, in addition to promoting the dissemination of the Project products (use of the UNDP website to facilitate stakeholders the access to information).

Recommendations presented below are for implementing the strategic role of UNDP in the mobilization of partnerships, fund raising and development of environmental projects with international cooperation:

- Build up an international technical cooperation strategy for the environment in Angola based on the implementation of NEAP;
- Define a specific framework to support non-governmental initiatives and the decentralization of environmental management in Angola, through small-scale projects that involve the community (*small grants*);
- Create an Environment Unit at the UNDP in Angola, with defined programs of work and established international partnerships;
- Provide financial and technical support to the Government so that it may define a technical cooperation program for the environment, involving not only MINUA but also the other ministries whose sectoral policies influence the environmental quality and conservation (input for a *Brown Agenda*);
- Adopt formal procedures for dissemination of and access to information resulting from technical cooperation environmental projects;
- Define international cooperation strategies for biodiversity, based on the NBDS;
- Mobilize international partnerships for emergency actions to protect biodiversity in Angola. Special attention needs to be given to establishing a surveillance structure in the country's protected areas as well as in areas of relevant ecological interest defined as crucial by the Project;
- Develop the Government's capacity to design and manage international projects as well as in establishing partnerships, through the development of specific projects with this aim;

- Establish the mechanisms and tools that can provide greater efficiency to international project management, including minimization of the effects of possible political changes (for example the use of formal mid-term reviews).
- Publish the products and results of the Project (CD and other media) and promote their dissemination to national and international partners;
- Promote the inclusion of environmental aspects in other projects supported by the UNDP in Angola (poverty reduction, decentralization, re-settlements, demining, health, education and others);
- Promote, whenever possible, cooperation among regional UNDP offices with a view to implementing transfrontier environmental conservation and protection initiatives.

7.4 NEAP

- Give priority to this activity until the end of the Project;
- Promote assessment of how NEAP will affect sectoral policies (technical assessment and a questionnaire to assist the contribution of ministries to the proposal developed by MINUA);
- Promote debate, with previously defined methodology, with specific sectors (other ministries and the private and non-governmental sectors) a specific seminar;
- UNDP could provide technical support to MINUA for defining the strategy for submission of NEAP to the Council of Ministers, in order to ensure its approval;
- Establish a process to define a Brown Agenda in order to promote the integration of environmental policies and public sectoral policies.

7.5 NBSAP

- Systematize Project results (Biodiversity and Community Projects components) and promote a meeting to evaluate and disseminate Project results with the staff responsible for executing the NBSAP project (seminar to be promoted in partnership with UNDP) with a view to providing inputs for the NBSAP and to discuss emergency measures for the conservation of biodiversity in Angola;
- Define urgent means of prioritizing the protection of crucial areas with endangered biodiversity,
- Promote consultation with specialists and international donors to discuss the needs and priorities of biological diversity conservation in Angola, including the transfrontier areas.
- Establish basic guidelines for a Green Agenda in Angola.

7.6 Community Projects

- Systematize and promote the dissemination of community projects, partnerships and achieved results;
- Promote the development of a community-based natural resources management program, in partnership with the Provinces and NGOs, as part of a strategy to improve decentralization of environmental management and with specific credit lines and international partners.

7.7 International cooperation initiatives for environmental protection in Angola

- Not remain restricted to partnership with MINUA for developing environmental protection projects in Angola. Involve other actors (universities, sectoral ministries, NGOs, provincial governments, research centers) in environmental projects.

Annex I - Terms of Reference – Evaluation Mission

Annex II – Project’s Logical Matrix

Annex III – List of Interviewees

Annex IV - Acronyms

ANNEX IV

ACRONYMS

UNDP: UNITED NATION DEVELOPMENT PROGRAMME

MINUA: MINISTRY OF URBANISM AND ENVIRONMENT

GEF: GLOBAL ENVIRONMENTAL FACILITY

NORAD: Norwegian Agency for Development Cooperation

PRODOC: PROJECT DOCUMENT

DNRN: NATIONAL DEPARTMENT FOR NATURAL RESOURCES

WPC: WORLD PARKS CONGRESS

CI: CONSERVATION INTERNATIONAL

FFI: FLORA AND FAUNA INTERNATIONAL

SABSP: SOUTHERN AFRICA BIODIVERSITY SUPPORT PROJECT

CNRF: CENTRO NACIONAL DE RECURSOS FITOGENETICOS (NATIONAL PLANT GENETIC RESOURCES CENTER)

BCLME: BENGUELA CURRENT LARGE MARINE ECOSYSTEM PROJECT (GEF-FUNDED REGIONAL PROJECT, BETWEEN ANGOLA, NAMIBIA AND SA)

ANU: AGOSTINHO NETO UNIVERSITY

ADB (BAD): AFRICAN DEVELOPMENT BANK

TFCA: TRANSFRONTIER CONSERVATION AREA INITIATIVE

OUZTFCA: OKAVANGO-UPPER-ZAMBEZI TFCA

KK: KUANDO-KUBANGO PROVINCE

PIOHES: PETROLEUM INDUSTRY ORGANIZATION OF HEALTH, ENVIRONMENT AND SECURITY

IUCN-ROSA: IUCN-REGIONAL OFFICE, SOUTHERN AFRICA

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