

# *exPost* *EXPost*

## Evaluation of the AFD “Protected Area” conservation and development intervention contributions (2000-2017)

### Synthesis of the final report

Authors: Gaétan Quesne (Baastel), Éric Belvaux (independent expert), Catherine Gabrié (independent expert), Christian Castellanet (GRET), Judicaël Fétiveau (GRET)



#### Research Department

Evaluation and Capitalisation Unit

Agence française de développement  
5, rue Roland Barthes 75012 Paris < France  
[www.afd.fr](http://www.afd.fr)

**Authors:** Gaétan QUESNE (Baastel), Éric BELVAUX (independent expert), Catherine GABRIÉ (independent expert), Christian CASTELLANET (GRET) et Judicaël FÉTIVEAU (GRET)

Coordination : Julien CALAS (AFD)

This evaluation is available at the following address on internet: <https://www.afd.fr/fr/ressources>

#### **Disclaimer**

The analyses and conclusions presented in this document are those of the authors.

They do not necessarily reflect the official views of Agence française de développement or its partner institutions.

Publication Director: Rémy Rioux  
Editorial Director: Nathalie Le Denmat  
ISSN: 1962-9761  
Legal deposit: 1st quarter 2019

Photo credit: Grevy's zebra, Lewa Conservancy, Kenya © Éric Belvaux, 2018  
English copy editing: Bruce Kelley

Layout: Eric Thauvin

# TABLE OF CONTENTS

<b>1. Introduction</b>	<b>3</b>
1.1. Evaluation background and objectives	3
1.2. Evaluation methodology	3
1.3. The AFD’s engagement history	7
<b>2. Evaluative Analysis</b>	<b>9</b>
2.1. Intervention logic classification	9
2.2. Relevance	10
2.3. Internal consistency	10
2.4. External consistency	11
2.5. Effectiveness	11
2.6. Efficiency	12
2.7. Impacts	13
2.8. Long-term sustainability	14
<b>3. Capitalization, strategic and operational recommendations</b>	<b>14</b>
3.1. About the conservation/development relationship	15
3.2. Funding methods	17
3.3. Project duration	18
3.4. Strategic recommendations	19
3.5. Operational recommendations	21
<b>Annex 1: Recommendation Summary Tables</b>	<b>25</b>
<b>Annex 2: Mandate and composition of the reference group</b>	<b>36</b>
<b>Acronyms and abbreviations</b>	<b>38</b>



# 1. Introduction

This document presents the summary of the final evaluation report of the “protected area” intervention contributions of the Agence française de développement [the French Development Agency] (AFD) to biodiversity conservation and

development (2000-2017), carried out at the request of the AFD from July 2017 to October 2018 by the consortium consisting of Le groupe-conseil Baastel, two independent experts and GRET.

## 1.1. Evaluation background and objectives

Since 2000, the AFD and the French Global Environment Facility (FFEM) have committed financial agreements in direct support to the establishment and management of protected areas (PA). One of the objectives of these interventions was to show that the conservation of biodiversity not only made it possible to preserve an outstanding biodiversity and the related major ecosystem services, but that it could also improve the living conditions of populations in various ways.

In 2013, the AFD adopted a strategic reference entitled Cadre d'Intervention Transversal (CIT) [Transversal Intervention Framework - TIF] on biodiversity whose primary objective was to “[tr.] protect, restore, manage and enhance ecosystems and equitably share the benefits of their enhancement”.

The main objective of this evaluation is to analyze the extent to which it is possible and realistic for projects

supported by the AFD and the FFEM to achieve biodiversity conservation objectives while also meeting socio-economic development needs of local populations. Based on the funding of experiments undertaken, the evaluation analyzes the strengths and constraints/weaknesses the projects encountered, recommends improvements to support methods and means, and develops a series of operational and strategic recommendations for the future.

The evaluation revolves around a transversal analysis of the “project cycles”, focussing especially on (i) set-up phases (feasibility studies, identification sheets, and project documents), (ii) project intervention logics, (iii) the intervention terms and conditions set out during training, (iv) tracking and evaluation of the projects funded, and (v) capitalization and post-project tracking of the interventions. The evaluation deals with the five evaluation criteria and encompasses the questions presented in Table 1.



**Table 1 – The 5 Evaluation Criteria**

<b>Relevance and consistency</b>	The objective of this evaluation criterion was to assess the relevance and internal/external consistency of the projects funded with regard to: i) the setting and the problem identified, and the needs of all or some of the stakeholders and local priorities; ii) the intervention logics of PAs themselves or government policies; iii) size of the interventions based on the activities identified; and iv) the interventions of other technical and financial partners.
<b>Effectiveness</b>	The objective of this evaluation criterion was to describe what the interventions achieved and their outcomes, to assess the level of achievement by family of actions with regard to the project objectives, and to assess the tracking/evaluation tools put in place.
<b>Efficiency</b>	The objective of this evaluation criterion was to assess, by family of action, the significance and quality of the results and objectives achieved against the level of spending, and the choice of management tools and tracking procedures in each of the projects evaluated.
<b>Impacts</b>	The objective of this evaluation criterion was to assess the level of achievement by family of actions, of the economic, social, institutional and environmental impacts, as well as success in terms of governance, and whether the impacts of the projects funded were positive or negative, direct or indirect, intentional or otherwise.
<b>Sustainability</b>	The objective of this evaluation criterion was to assess the long-term sustainability of the results and to analyze the factors making it possible to ensure the long-term survival of these outcomes for the completed projects, but also the factors that limited their long-term sustainability.

Source: Authors

## 1.2. Evaluation methodology

### The evaluation is based on:

- close cooperation with the AFD's EVA (Evaluation) and ARB (Agriculture, Rural Development and Biodiversity) departments as well as the reference group (RG, see Annex 2) which provided direction and monitored the evaluation process;
- a methodology framework that was based on an operational analysis structure in the form of an evaluation matrix;
- the review and analysis of a large number of documents related to the projects;
- the additional collection of information through individual interviews;
- four field missions to projects in China, Kenya, Senegal and Guinea-Bissau, and Mexico;
- purposive sampling of projects from an initial portfolio of 53 financial agreements<sup>1</sup>. The sample includes 8 completed projects and 11 projects in progress or in the start-up phase. These 19 projects are presented in Table 2 with their title as used throughout the text in the final report;
- and an ongoing process for gathering summary and capitalization data over the course of the various evaluation steps.

<sup>1</sup> "[tr] A single **project** can be funded by one or more AFD or FFEM financial agreements; several projects in a row or implemented simultaneously in the same country form a **project cluster**."

Table 2 – Projects analyzed in the sample

Project	Financial agreement	Status		Country	Short Title
		C <sup>2</sup>	IP <sup>3</sup>		
Preservation of fishery resources by fishers	CSN120201	x		Senegal	NH-OCEANIUM
Support to the Sub-Regional Fishery Commission (CSRP) for the development of co-management initiatives and integration of MPAs in the development of fisheries in West Africa	CZZ305601	x		CSRP countries	CSRP
Marine and costal biodiversity management in western Africa through strengthening of conservation initiatives and monitoring in MPAs	CZZ138201	x			BIOCOS
Conservation of biodiversity and land and marine environments of the Quirimbas National Park benefitting local communities first	CMZ106701	x		Mozambique	QUIRIMBAS I
	CMZ600601	x			
Stabilization of Quirimbas National Park development	CMZ107501		x		QUIRIMBAS II
	CMZ109601		x		
Holistic Forest Conservation Program (HFCP) II	CMG141101		x	Madagascar	HFCP
	CMG141301		x		
Support to Meru National Park	CKE101001	x		Kenya	MERU
	CKE101801	x			
Northern Kenya Conservation Project	CKE103601		x		MARSABIT
	CKE105002		x		
The Ifrane Province's Forest Regions Development and Protection Project	CMA104201	x		Morocco	IFRANE
	CMA106501	x			
Implementation of large primate protection measures in the Deng Deng forest	CCM601701	x		Cameroon	DENG-DENG
Preservation and management of protected areas in the Pendjari NP in Benin	CBJ112701	x		Benin	PENDJARI
Multi-stakeholder partnership for the sustainable management of protected areas in the Indo-Birman hotspot	CZZ190901		x	Southeast Asia	HOTSPOT INDOBIRMAN
	CZZ191401		x		

...

...

Project	Financial agreement	Status		County	Short Title
		C <sup>2</sup>	IP <sup>3</sup>		
Restoration of the Kamping wetlands in Liaoning province (Wolong Lake Wetland Conservation Project)	CCN104602		x	China	KANGPING
Xianju National Park	CCN107201		x		XIANJU
Forest and biodiversity conservation in Assam	CIN103701		x	India	ASSAM
Biodiversity and ecosystem protection in the Ameca-Manantlán Corridor	CMX102101		x	Mexico	AMECA
Mohéli Marine Park (MMP) support project	CKM107401		x	Comoros	MMP
Emerald Arc of Libreville – integrated management project of protected areas in the periphery of Libreville	CGA114101		x	Gabon	ARC EMERAUDE
Côte d'Ivoire natural resources conservation (CORENA)	CCI136901		x	Côte d'Ivoire	CORENA
<b>Total</b>		<b>11</b>	<b>15</b>		

Source: Authors

The recommendations were the result of a recommendations co-construction workshop with the AFD operations teams.

The main limits and difficulties encountered in this evaluation involve: i) the limited time allocated for evaluation and the field missions with regard to the number of projects and the documentation available; ii) the limitation of the scope of the evaluation recommended by the Terms of Reference (ToR) (50% of financial agreements having funded completed projects and 50% of financial

agreements currently funding projects in progress) to create an adequately representative sample of projects to allow a relevant statistical analysis; iii) the documents made available to the consultants have not always made it possible to accurately retrace the course of the various projects in the sample; iv) the unsystematic archiving of the studies and scientific surveys that are absolutely necessary for tracking biodiversity over time; and v) the time allocated to the study of the commons and the small number of projects in which this specific management process has been identified.

<sup>2</sup> C: Completed

<sup>3</sup> IP: Implementation in progress

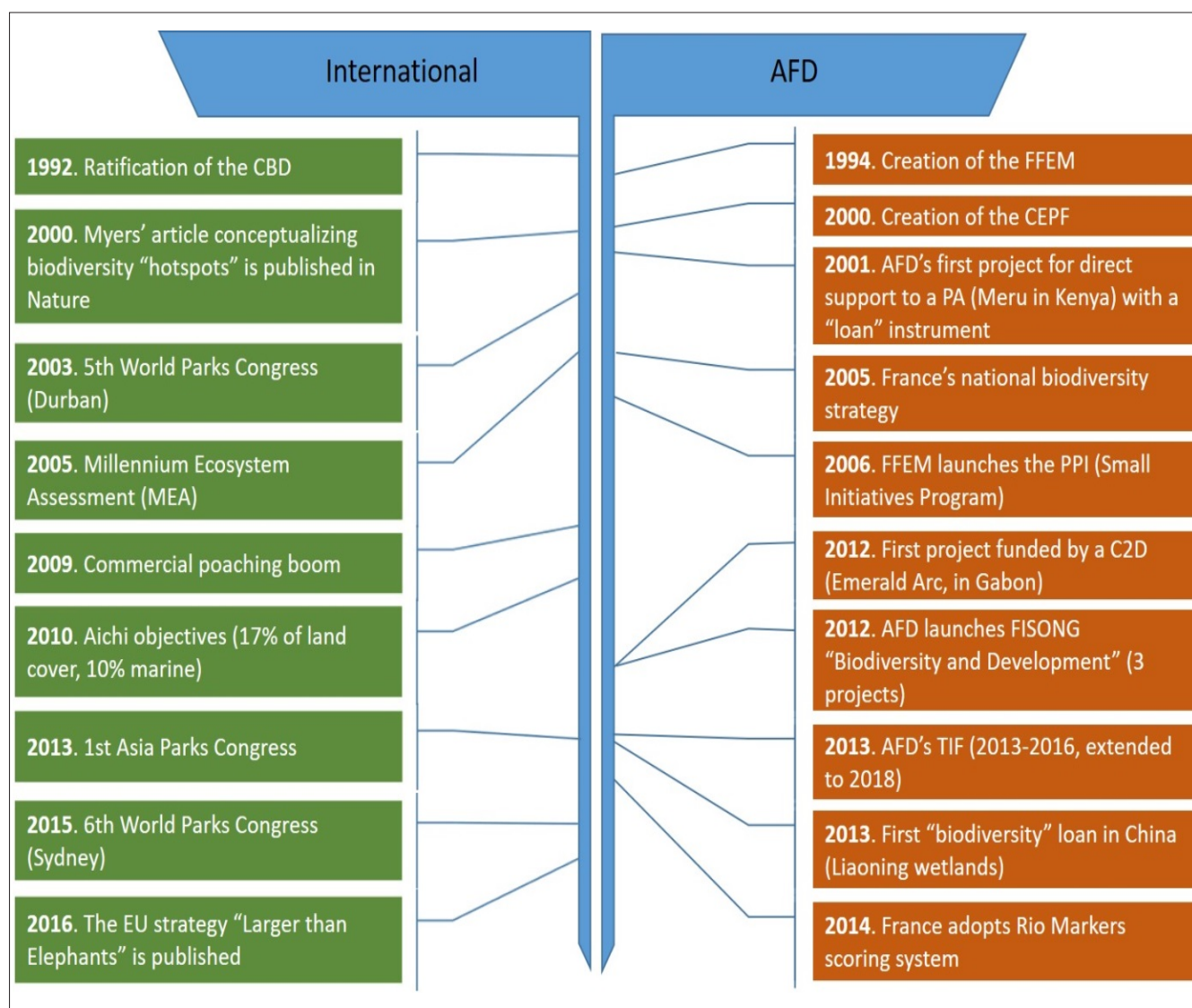


### 1.3. The AFD’s engagement history

The analysis of the project portfolio shows that the AFD has committed nearly €342 million from 2000-2017 through 53 financial agreements. The diagram below

presents some of the international benchmarks contextualizing the evolution of France’s investment policy benefitting PAs.

Figure 1 – International benchmarks contextualizing the evolution of France’s investment policy benefitting PAs



Source: Authors

The most significant annual financial commitments relate to projects in progress (81% of the total commitments). Moreover, there is a rise in the average size of commitments between completed projects and those in the implementation phase. In terms of geographic distribution, the analysis shows a marked development of AFD and FFEM commitments in Asia. The Asia-Pacific area received 60.1% of the funding mobilized over the entire period, compared to 20.7% for eastern and southern Africa, 15.1% for western and central Africa, 3.3% for the Mediterranean and 0.9%

for Latin America and the Caribbean.

64.2% of the allocated funds were in the form of loans for which amounts mobilized through financial agreements are growing, and 13.4% was under the Debt Reduction-Development Contract (C2D) program. Grants account for 22.1% of the commitments (12.3 by AFD and 9.8 by FFEM). Funds directly allocated to NGOs represent 12.8% of the grants and 2.2% of the commitment. China alone receives €140 million in funding (41% of the total of projects evaluated).

## 2. Evaluative Analysis

### 2.1. Intervention logic classification

The analysis carried out in the context of this evaluation produces an intervention logic classification defined on the basis of elements recommended in the evaluation ToR, namely:

1. PA management and governance support activities, i.e., all actions targeting the establishment of the PA itself or its/their state supervision authority/authorities.
2. Actions for the conservation of PA biodiversity and natural resource management.
3. Actions for strengthening governance directed at actors outside the PA, namely, all governance support actions

targeting actors other than the actual establishment of the PA.

4. Economic and social development actions directed at actors outside the PA, i.e. all actions targeting actors other than the actual establishment of the PA.

The intervention logics were analyzed and grouped under four specific assumptions to identify the common characteristics in terms of approach and funded actions. The chart below presents the four intervention logics classification identified. This chart is completed in the full evaluation report by two diagrams presenting potential families and examples of possible actions under each intervention logic.

Figure 2 – The four main intervention logics and their possible actions – Source: Authors

	Mainly conservation-based	Mixed, predominantly conservation	Mixed with inseparable parallel actions	Mainly development-based
Assumption	Struggle against poverty and conservation of biodiversity are two distinct policies	The struggle against poverty depends on the success of conservation	The conservation of biodiversity and the struggle against poverty are inseparable, neither should be at the expense of the other	The struggle against poverty is the main constraint on the conservation of biodiversity
Overall and specific objectives	The project's overall and specific objectives are only concerned with the protection or conservation of an ecosystem or a habitat, their resources or a specific species	The project's overall and specific objectives pertain to the protection or conservation of an ecosystem, a habitat, their resources or a specific species with a view to actively contributing to the socio-economic development of the intervention area	The conservation activities must allow socio-economic development of the riparian communities. Vice versa, development and strengthening activities of outside stakeholders must contribute to the conservation and/or reduction of pressures on biodiversity and resources	Socio-economic development drives conservation. The conservation of ecosystems appears secondary compared to the productive and economic management-focussed objective
Strategic Directions	<ul style="list-style-type: none"> <li>• Creation of a Protected Area (PA), strengthening of governance, and/or of the management of the Protected Area, of its ecosystem, of its resources, or of the particular species</li> <li>• Conservation and/or maintaining the biodiversity</li> <li>• Eventually, acceptance by exterior stakeholders, of the modalities and the usage rules related to this protection</li> </ul> <p><i>The fight against poverty and/or socio-economic development are assumed by specific initiatives on these aspects, in conjunction with a strict conservation initiative.</i></p>	<ul style="list-style-type: none"> <li>• Strengthening of governance and/or management of the PA, of its ecosystem, of the species or the resources in order to increase the benefits they generate</li> <li>• Conservation and/or strengthening of the biodiversity and the benefits it's generating</li> <li>• Strengthening of the implication and of the responsabilisation of the stakeholders in the management and application of rules and modalities of the usage and exploitation of the resources</li> <li>• Development of activities for sustainable exploitation and control of protected resources and implementation of mechanisms for distribution of benefits generated by conservation</li> </ul>	<ul style="list-style-type: none"> <li>• The specific objectives reflect the 4 action families (see main report)</li> <li>• The approach is holistic</li> <li>• The interventions present a balance in budgetary terms and in expected realizations for the development and for the conservation</li> </ul>	<ul style="list-style-type: none"> <li>• The specific objectives are essentially concentrated on the action families 1 (support for management and governance of the PAs) and 4 (economic and social development)</li> <li>• For action family 2 (Conservation of biodiversity and natural resources management of the PA), actions are concentrated on rehabilitation of ecosystems for productive uses (forestry exploitation, mass tourism development, etc.)</li> </ul>

Source: Authors

## **2.2. Relevance**

---

Projects are generally relevant in that they respond well to the issues and meet the needs of the target areas, but the intervention logics are often hazy and imprecise. All the components associated with the formulation of a project generally<sup>4</sup> appear in the project documents but they are not clearly developed, are inadequately documented, and are often ill-suited to the scale of the territory and project's target populations.

The logical framework approach is not satisfactorily implemented for a number of projects, resulting in logical frameworks with a broad range of quality and accuracy. Similarly, the weak linking of AFD/FFEM projects in certain project documents increases the difficulty in the overall reporting on the project's progress.

There is a fairly broad variety of concepts used for describing spaces (territory, space, environment, landscape, various PA legislation). Moreover, the concepts used for defining conservation objectives and socio-economic development objectives vary considerably.

Some projects have tried practical measures for better connecting the socio-economic development actions to concomitant conservation objectives: implementation of the landscape-biocultural brand in Mexico, the use of organic and integrated farming in rice production through a contract with a specialized company in Cambodia, and conservation and development contracts in Madagascar.

## **2.3. Internal consistency**

---

As a general rule, funding for the programmed activities is considered adequate, with the occasional exception of the budgets allocated to infrastructure, and especially to development activities. The institutional and organizational intervention tools are consistent with the governance types and procedures promoted for most of the projects.

Finally, the AFD's commitments in terms of Social and Environmental Responsibility and the projects' contribution to these commitments are not always spelled out in the project documents and funding agreements.

<sup>4</sup> Including the overall and/or specific objective, the conditions for achieving these objectives, the underlying assumptions, risks, expression of conservation or development needs and means, target populations, pressures, etc.

## 2.4. External consistency

Interventions funded by the AFD are consistent with and in line with national policies as well as with the strategic focuses of the biodiversity TIF and AFD intervention strategies in the countries.

Most of the projects are quite consistent with those

developed by other donor agencies in the same intervention area/country or geographic sector, even though occasional cases of duplication of initiatives of various donor agencies without synergy being created are still observed.

## 2.5. Effectiveness

The completed projects have come in on budget execution rates and achievement levels at fair to satisfactory quality, and the projects in progress are proceeding on schedule and on budget, allowing the evaluation team to find that the overall degree of execution is satisfactory for AFD-funded interventions.

The evaluation team notes a shift over time from intervention logics (cf. Figure 2) that were previously directed toward conservation objectives with impacts on development, to logics that are now more focussed on socio-economic development with impacts on conservation.

The vast majority of projects funded by the AFD help to improve the management and governance of PAs. They make it possible to strengthen institutional and organization governance procedures and tools for PAs as well as testing innovative governance and development tools for the territory. Some of these projects, moreover, have had an impact on national conservation policies.

The more development-oriented projects generally achieve better results with regard to strengthening the involvement of local stakeholders in the management of natural resources. These projects make it possible to promote effective co-management and/or shared

governance models, enabling a territory's communities to join governance and participatory management bodies as full members.

On the other hand, few concrete results appear regarding sustainable funding<sup>5</sup>, or PA management effectiveness evaluation.

The vast majority of projects funded by the AFD contribute to building scientific and technical knowledge for the PAs they support regardless of their IUCN category or status. However, this knowledge is not always accessible to the public or its dissemination well organized.

Most interventions have made some or even a significant contribution to strengthening environmental monitoring mechanisms but the systems in place are not always robust.

The projects that are more conservation oriented generally achieve more significant results in rehabilitation and/or maintenance of ecosystems and their habitats and/or the conservation of key species. On the other hand, projects that are more development oriented generally achieve more significant results in terms of involvement of external participants in the governance and social acceptance of PAs.

<sup>5</sup> It should be noted here that the projects' evaluation sample did not include support to conservation trust funds projects.

The results in the socio-economic development of populations generally fall short of expectations for a number of reasons: a marginal number of supported beneficiaries; poor means compared to the size of the populations concerned and target areas; low direct involvement of the communities in the selection of activities; weak or inappropriate technical assistance; limits in the functionality of infrastructure implemented; unsuitability of the studies or tests carried out upstream; and inadequate identification and support to value chains development opportunities.

On the other hand, certain development-oriented projects have made genuine progress in the sustainable funding of

PAs by developing ecotourism or REDD+ revenues benefitting park administrations.

Moreover, the non-economic benefits created by the projects are quite considerable in the areas of environmental awareness and education, and knowledge, with a great deal of literature produced. In some cases, these benefits also include a reduction of conflicts surrounding the PA.

Only a small number of interventions had complete monitoring and evaluation systems and adequate documentation for adaptive management. Most of the interventions funded had partial and under-performing monitoring and evaluation systems, producing poor-quality documentation.

## **2.6. Efficiency**

---

Based on the information available, the evaluation team found that project efficiency is satisfactory overall, although most of the funded interventions run into delays in the implementation of activities and the overall course of the project. The reasons for these delays – which are greater or lesser depending on the project – are very diverse, primarily linked to timelines for the management team to be up and running, and administrative procedures (recruiting, tenders, etc.). The implementation schedules recommended in the feasibility documents are frequently too ambitious.

Management tools are deemed satisfactory in most cases. They underperform when the capacities or organization of human resources assigned to project implementation are weak and/or when the management roles and missions of the various stakeholders are not clearly defined.

The projects' steering committees are not very efficient (non-existent, poorly structured/organized) for most projects.

## **2.7. Impacts**

---

In the area of **PA management and governance**, the sample evaluated generally makes moderate impacts. However, a number of positive impacts are recorded on the evolution of public policies, the integration of environmental matters in legal and regulatory frameworks and other productive sectors. The projects also had some impact through the creation and strengthening of the world network of PAs, by developing the shared governance and

management procedures that place a growing importance on local communities alongside national partners and authorities.

The results with regard to the financial empowerment of PAs are more mixed. There are many PAs that will never be financially self-sufficient; their funding by international donor agencies will have to continue by virtue of world



interest in biodiversity. This is particularly true in Least Developed Countries (LDC) where financial resources are limited and analysis of the evolution of the AFD project portfolio shows a reduction in grants since 2010.

The impacts on the **conservation of biodiversity and management of natural resources**, let alone on **economic development**, are difficult to evaluate due to the inadequacy of monitoring systems, the lack of baselines established prior to project inception and the poor longevity of this monitoring make long-term series – the only sources that can actually measure the impacts – impossible.

The evaluations available show that most of the projects evaluated directly or indirectly contribute to the **maintenance and/or restauration of ecosystems, threatened species and their habitat and productive resources**, even if the impacts are weaker than expected and inadequate for a number of projects. The threatened species populations are maintained, if not restored; human-wildlife conflicts are occasionally overcome through the development promoted by the projects, while ecosystem restoration results are mixed. The projects have fairly positive outcomes with the populations developing more sustainable behaviours and practices.

Conversely, some actions produce **negative impacts** that are only measurable over the long run: exacerbation of dissension among various ministries whose overall conservation and/or development agenda are different; growing pressure on PAs and increased human-wildlife conflicts; and, an increase in conflicts within and between communities, usually tied to poor governance of community projects or the lack of long-term funding mechanisms. The overall impact of these issues is generally poorly grasped by the project due to inadequate prior environmental and social impact assessments.

In terms of **economic and social development**, the main finding has to do with the absence of a baseline and monitoring and evaluation systems for measuring these impacts. Overall, the project evaluations show that the impacts do not meet expectations even if, as a whole, development-focussed projects produce more noticeable impacts. Frequently, support is too limited in scale for the territories (overly-isolated micro-projects on small areas with respect to the expanse affected) and targets (low number of beneficiaries compared to the population whose actions are placing pressure on the PA), and a shortage of assistance for the communities in managing the change (insufficient means allocated).

## 2.8. Long-term sustainability

The AFD’s interventions produce results, even if partial results, over time. For most of the projects funded and analyzed, the effectiveness of the intervention strategies

and procedures are fairly good over the long term in terms of ownership on the part of the beneficiaries and the perpetuation of the results.



## 3. Capitalization, strategic and operational recommendations

### 3.1. About the conservation/development relationship

---

#### 3.1.1. Correlation between socio-economic benefits and conservation

---

Due to the absence or weakness of baseline studies and socio-economic monitoring, the data available do not allow a correlation to be formed between the improved management and conservation of natural resources and the socio-economic benefits generated to be affirmed, when there are any. It is hardly surprising to note that this correlation is not automatic and that it can only be the result of hard work and well-planned efforts to make the two go together.

In projects focussing primarily on conservation, the benefits from enhanced biodiversity and natural resource management for external actors are often observable but seldom significant enough to make up for the immediate losses that result from restrictions to access and use in the protected areas, which partially explains the sustainability problems recorded both in terms of community management and conservation.

In projects focussing primarily on economic development, the benefits arising from enhanced biodiversity generally come from ecotourism or funding mechanisms like REDD+. Benefits from ecotourism vary from one situation to another, and usually go to either the local or national government, without necessarily any redistribution to either businesses of a certain size instead of local populations. Obviously, this

does not rule out indirect benefits through jobs that are created. Ensuring that a greater portion of these revenues goes to the local populations is an objective of most of the projects that AFD supports, but this objective frequently runs up against the practices and visions or administrative realities of local and national authorities. **The mismatch between the project’s stated objectives and those of the authorities may arise from interactions between stakeholders but also from a lack of clarity or ambiguity when objectives are defined.**

Another source of revenue for local populations may result from the recognition of community rights to the use and management of natural resources on all or a portion of PAs. The benefit they derive from this is recognition and support from the state of their community rights, enables them to exclude outside actors and to get out of an open access situation and return to a common regulated access. In exchange, they must comply with the rules negotiated for protecting biodiversity.

With the exception of projects where the RGAs are directly tied to tourism development (or, if applicable, related to the REDD+ mechanism), the economic alternative proposed frequently focuses on activities without a direct tie to biodiversity, in other words, activities that are not based on the direct enhancement of the biodiversity within the riparian territory or the PA. We are then in a traditional rural

development project situation that requires tools and long-term specific financial support.

As a general rule, the development of RGAs requires a more strategic approach and occasionally, even a change of scale. This requires new skills, in monitoring, supervision and evaluation in the project teams.

They also imply that there will be diversification of Contracting Authorities or the integration of new administrations into the Contracting Authority, insofar as the departments in charge of the parks seldom have the prerogatives or skills for these types of interventions.

### **3.1.2. Correlation between intervention logic and conservation/development synergy**

What can we conclude in terms of approach and intervention logic for the direction of future AFD projects combining conservation and development? Going back to basics for guiding these considerations and starting with the three main IUCN categories II, V and VI for protected areas is proposed.

#### **Category II PA (National Parks)**

There are two possibilities: either the interventions support existing national parks or they support the creation of new parks (insofar as this is acceptable to local communities).

A review of experience shows that PAs in category II are only viable when they receive funding sources that guarantee their long-term sustainability, as the governments of the countries where there are interventions all too often falter. The recommended approaches must therefore be directed towards (i) the creation of or contribution to conservation trust funds, (ii) the creation of sustainable funding mechanisms, and/or (iii) the development/strengthening of tourism. At the same time, direct support to improving management and governance of the PA and conservation of biodiversity can be made while also encouraging the participation of stakeholder populations in the governance of the PA.

Analysis shows that quite often the project ambitions focus on a given (micro) territory without systematically considering the issues this territory is subject to (and very often, dependent on). Coordination among donor agencies for programs funded in the same territory must be enhanced and cooperation between AFD sectors must be established for seeking synergy in the same territory, helping to leverage the various initiatives.

#### **Category V and V PA (Landscape or Protected area with sustainable use of natural resources)**

With regard to emerging countries, the value added by the AFD deals with the introduction, testing and development of alternative management and governance procedures, involving the effective participation of the stakeholder populations in the governance of new PAs. This implies defining a strategy that is specific to these settings.

The analysis performed as part of this evaluation shows that the projects under intervention logic 3 and 4 (mixed or development-based, see figure 2 above), specifically targeting PAs in categories V and VI, generally achieve good results in terms of governance, stakeholder involvement, strengthening and structuring of external actors and, to a lesser degree, socio-economic development; however, they produce mixed results in terms of conservation. A shortage of support for PA managers on the conservation aspects, strong polarization on the economic development of natural resources (taking precedence over sustainable management), and a definite weakness in the ecological monitoring systems of these Category V and VI PAs are undoubtedly the main causes.

New joint territory management methods are also possible, as shown in the projects in the sample promoting Category V. They could lead to interventions whose main objective is not conservation but the sustainable management of natural resources for production purposes.

## 3.2. Funding methods

The first question asked is that the comparative advantages of several funding methods based on the context, need or the intervention logics.

In terms of the purpose of the various instruments, the grant is often necessary for actions that are experimental, pilot projects, start-ups and designing innovative projects. Grants are also necessary for feasibility and environmental and social impact studies. This can be thought of as a step-by-step process: a grant for the launch of a project and testing new governance and management procedures, as well as for discussion and social dialogue or the knowledge production process, which is gradually changed over to a loan (or a larger grant, in the case of an LDC) for more significant related investments as well as development and conservation rather than just development.

Finally, geographic factors have an influence on the choice of instruments: **loans, representing more significant amounts, are of course preferably directed towards large emerging countries, with a tendency to reduce investment on the African continent and LDCs because fewer grants were available these last years. There is a genuine risk of taking the easy way and that projects will simply be done where public funding is adequate and governance is acceptable, thus**

**supporting conservation efforts with a strong likelihood of success rather than where they are the most necessary.**

**Grants for conservation of biodiversity in LDCs and other developing countries must clearly continue and, if possible, increase.**

The analysis performed is unable to demonstrate that a specific funding instrument is more suitable to a given intervention logic. The mix of funding methods presents a definite added value of AFD as well as an advantage compared to other financial institutions.

As for the PA categories, at this point only grants seem suitable for the development of projects supporting category V or VI PAs, given the nature of the beneficiaries and their debt capacity. This is especially true in developing countries.

In emerging countries, the promotion and adaptation of the conservation approach like that of the French natural regional parks (NRP) could potentially make it possible to fund territorial authorities through concessional loans complemented with a technical assistance (TA) program. Territorial authorities, however, need to have the legal authority to take on debt, which is not always the case.

### 3.3. Project duration

Projects are generally not long enough, considering the number of activities to be carried out, the institutional weaknesses and procedures in effect in the countries where the interventions are taking place. The projects are too “isolated”; they are not part of a “continuum”, and occasionally not sufficiently part of their territorial context. **Some new types of projects should be tested: i) less ambitious, better targeted and covering a smaller field of action over the same lengths of time as those in use today (4 years), provided the conditions for sustainability are ensured or ii) more complex projects covering a broader number of topics over significant areas and being phased in over longer periods (12 years in 3 phases of 4 years with multi-tranche funding), with targeted advance management capacity building actions for each group of actors.** Building projects in successive stages could also be considered, with a project “core” consisting of the essential activities and additional work in the event that the central project progresses well.

Development of the N+1 phase would be undertaken on the basis of an evaluation and review at the mid-way point

(actually 2/3 of the way through project implementation) of the N phase, making it possible to adapt the intervention based on the lessons from the previous phase and how the context is evolving without having to undertake cumbersome feasibility procedures, and ensuring continuity for the phases to follow. However, these various arrangements remain dependent on governments’ financial capacity to commit to longer-term projects.

Finally, some thought must be given to the time needed for local populations to change paradigms. Changes in behaviour and the results in terms of conservation and development alike can only very rarely be observed over a few years and therefore are not very compatible with the actual length of the projects. Implementing concrete development (economic in particular) actions requires tracking over time that clearly exceeds the amount of time normally spent on a project.

On the basis of the findings of this transversal evaluation, the evaluation team makes the following strategic and operational recommendations.



### 3.4. Recommandations d'ordre stratégique

**R1. Strengthen the linking of concomitant conservation and development objectives, favouring an integrated territorial approach based on a detailed analysis of the institutional landscape.**

**A. Give preference to the territorial approach and professionalize the development activities naturally associated with the conservation activities.**

Anchor the project more deeply at the territorial level so that from the outset, the PA is part of a broader and more consistent framework (from the perspective of institutional context, through a landscape-based territorial approach). Within this territory, the institutional landscape must be analyzed upstream, so that relevant conservation and development actors can be worked with, further professionalizing the development work that accompanies the conservation measures. To do this, more systematic work would be appropriate in partnership with organizations in the territory (NGOs, professional associations and others) that specialize in socio-economic development, network enhancement, local financial aspects of development actions, and ensuring the inclusion of women and minorities. They will help to better target the beneficiaries of the development work. These partnerships will be subject to a common coordination framework for greater consistency in their approaches and actions.

Furthermore, this territorial approach must allow **coordination between the various AFD initiatives in the same territory** to be strengthened and enable collaboration and synergy to be formed between the various AFD sectors, particularly with the rural development divisions and essential services (energy, etc.). It also ought to promote synergy with other projects in the territory.

This approach, moreover, will lead to the combined synergy of a number of contracting authorities for the purpose of working with the institutions having the prerogatives to operate in the territories involved and in

socio-economic development (different territorial jurisdictions between one PA and its periphery, for example). This will clear the way for greater cooperation with other institutions or organizations, including the territorial authorities.

**B. Focus socio-economic development on sector.**

Focus on a product to processing and trade (the entire value chain) sector approach for socio-economic development, through the maintenance and enhancement of local knowledge. This approach must be systematically based on an advance diagnosis of the potential networks, performed at the feasibility stage (see R5) or in the project inception phase.

**C. Compensation for the losses of customary rights.**

When populations lose customary rights due to the PAs, alternative income generating mechanisms or compensation that is at least as great as the losses incurred should be planned for and implemented, as quickly as possible, to prevent the decapitalization of the affected families. Winners and losers in PA conservation measures should be identified and taken into consideration for possible support and/or some form of compensation measure.

**D. Build on properly linked development/conservation activities.**

It is appropriate to continue capitalization and enhancement of work demonstrating a meaningful and effective linking of concomitant socio-economic development and conservation objectives (cf. Hotspot Indobirman project, AMECA, PHCFII, Marsabit, etc.), by identifying the factors contributing to success (particularly regarding local anchorage, actors' interactions, development procedures and practices) to then replicate them and adapt them to other settings. This capitalization should be reported to the categories of PA where they were

implemented to facilitate replication in future initiatives.

## **R2. Provide support to PAs based on their individual characteristics and their prospects for sustainability.**

### **A. Focus support on strict PAs with adequate prospects for long-term sustainability.**

Support for strict PAs (IUCN categories I – IV) is only recommended if long-term sustainability is guaranteed, either because the governments are strong or through the establishment of long-term funding mechanisms such as conservation trust funds.

When possible, and in countries where government operational resources cannot ensure the continuity of the work undertaken by the AFD, **try to combine short-term funding** (in the form of a grant, loan or a C2D) **with longer-term funding** (existing conservation trust funds in operation or to be created, or other funding mechanisms). The purpose is to ensure continuous support when the intervention has ended while also guaranteeing a substantial initial contribution in the form of a project that meets institutional, organizational and investment structuring needs.

### **B. Continue and expand support to protected landscapes/seascapes and PAs with sustainable use of natural resources (IUCN categories V and VI).**

When the conditions for the long-term sustainability of strict PAs are not met, it is appropriate to develop support for IUCN categories V and VI (the choice of category depending on the context) by: supporting operators (for category VI) able to provide long-term assistance and bring together the communities affected and (for category V), by introducing new management and governance procedures; by supporting the project management offices/project designer, including with specialized technical assistance.

### **C. Define geographic priorities.**

Adopt a strategic geographic approach targeting geographic areas with priority issues identified as part of

an AFD strategic intervention in common with the FFEM, if not in the context of a French global Official Development Assistance (ODA) strategy.

Increase the portion of funding dedicated to PAs through grants in order to strengthen biodiversity conservation in LDCs.

## **R3. Mobilize diversified funding better suited to local and national settings.**

### **A. Combine various types of funding.**

When possible, make the most of the ability to mix various types of funding on the same project.

In the case of financial support for category V or VI PAs, expand access to loans to recognized institutions or territorial authorities/local governments, for example (when the laws of the beneficiary countries allow it).

### **B. Mobilize grants to prepare and support loans.**

Mobilize grants for certain work in countries eligible for loans, including: i) experimental or pilot projects, ii) identification and design of complex projects, iii) solid feasibility studies and ESIAAs, iv) support for public policies (institutional or financial aspects).

## **R4. Adapt the length of projects and their implementation timeline to local contexts and engage in longer-term in the same territory.**

### **Engage in longer-term multi-phase projects.**

To guarantee maximum long-term sustainability of the actions undertaken, make sure that the financial tools and implementation schedules are appropriate for the local context and, consider the possibility of increasing the length of projects, based on their complexity (phasing with multi-tranche funding), or developing projects in steps (core project followed by additional activities).

### 3.5. Operational recommendations

#### Project identification and preparation

**R5. Sponsor or support<sup>6</sup> standardized feasibility studies, developed by multi-disciplinary teams including national experts.**

**A. Strengthen the use of the logical framework method at AFD**, based on a review of the standards and the existing methodology guide, at the identification (before the feasibility study stage).

**B. Standardize the feasibility study ToR**, and while being flexible, include a series of typical analyses to be carried out, making it possible to better grasp the project’s social and environmental impacts (see the complete report where the key items to be included in all feasibility studies are presented).

**C. Make sure that the logical framework is used as an operational and contract reference with the other parties and the project owner.**

**R6. In the context of projects co-funded by the AFD and the FFEM in the same territory, favour a harmonized approach in order to strengthen coordination of projects’ preparation, management and evaluation.**

To ensure the complementarity and the right synergy of projects co-funded by the AFD and the FFEM in the same territory, promote harmonized project’s preparation, financing award and management by developing a single intervention logic for both funding agreements (with an explanation of the actions coming under the FFEM and those under AFD funding), development of a single funding agreement, a shared technical and financial reporting

<sup>6</sup> When feasibility studies are carried out by the project owner, the AFD may indicate upstream what the essential components are for investigating the project and recommend supporting these combined studies.

system upon implementation, and a single guidance tool.

**R7. Place greater emphasis on the environmental and social impact assessment.**

**A. Encourage independent ESIs to be systematically performed, with high quality standards and allocate them adequate funding.**

**B. Pay particular attention to the land tenure in the broad sense (local populations’ loss of customary use and access rights to natural resources)** by systematically supporting the AFD’s CSER standards.

#### Project implementation, supervision and monitoring & evaluation

**R8. Continue building the management capacities of the authorities and the implementation teams.**

Systematically ensure the management capacities of the institutions and project teams and plan their reinforcement by anticipating the training necessary from the time the project begins.

**R9. Supporting AFD and FFEM project leaders in project supervision.**

Make the length of supervision missions more appropriate, contemplate the option of one-time or ongoing outside support on specific aspects through master agreements for support (support, monitoring and supervision of project implementation; track reforms in the sector(s) affected, track private commitments, track certain activities, specialists and technical control), and recommend short-term targeted training.

#### **R10. Initiate discussion on monitoring tools and technical/financial reporting tools.**

**A. Consider standardizing monitoring and technical/financial reporting tools.**

**B. Develop a standard framework or reference for project monitoring & evaluation.**

#### **R11. Improve ecological and economic monitoring tools for conservation and development activities and ensure their long-term continuity.**

**Develop simple, inexpensive ecological and economic monitoring tools** by remobilizing and building on those that already exist.

#### **R12. Develop post-project monitoring.**

**A. Establish a specific fund allowing projects to be monitored after they close.**

This “reserve fund” available for all AFD and FFEM projects, that allows post-project monitoring (3-5 years) consistent with previous monitoring, would be very beneficial in a number of regards. This light tool which would be jointly entrusted to a local manager and a consultant/national study office, would on the one hand make it possible to check whether the guidance documents developed during the project phase (management plan, for example) were effectively implemented; on the other hand, it would allow the degree of post-project involvement by the various stakeholders to be assessed (from the perspective of the second phase or a new project); it would allow measurement over time of the effectiveness of ecological restoration work and the long-term sustainability of infrastructure and equipment; finally, it would consolidate the capitalization phase by observing the activities’ sustainability, the results achieved and the long-term impacts.

**B. Provide the continuation of ecological and economic monitoring after projects close, placing priority on the most iconic projects initially.**

It is necessary to ensure that projects are monitored after they end, initially giving priority to the most important projects. The first step is obviously to ensure that this monitoring has been put in place and that local stakeholders take ownership of it (which excludes overly complex tools that are put in place by outside actors). Possible funding options and institutional organization can then be explored (long-term agreement with research institutions or local naturalist associations with long-term funding, agreement with local NGOs, etc.).

#### **R13. Strengthen knowledge dissemination from projects learnings, scaling up of tools produced and the publication of data collected during implementation.**

**A. Publish project final reports.**

Create a final report template and verify its publication at the end of the project. Furthermore, inform the contracting authority of the obligation in the funding agreement tying it to the AFD, regarding the publication and accessibility of the data produced during the project implementation.

**B. Create a database of project documents and reusable tools.**

Define a strategy model for building on knowledge and tools, significantly improve archiving procedures and publication of documentation produced by the projects, and the transfer of reusable tools to other projects (creation of a database and big data tools, tool sheets/methods available on the Internet, etc.).

**C. Organize how projects can be systematically built on, and organize the scaling up of the tools produced.**

A section of the final execution report should develop these aspects of building on what was gained. In addition, each project or cluster of projects should systematically produce and disseminate (particularly on the AFD site) a specific booklet where the project sheet could be improved by including an executive summary, the main successes/failures, lessons learned, reference documents and their availability.

**R14. Continue reflection on the establishment, management and tracking of “commons” in Protected Areas.**

Based on the analysis carried out as part of this evaluation, undertake more in-depth work with the AFD’s Innovations, Research and Knowledge (IRS) directorate to build a genuine categorization of commons that exist or that should be promoted in the PA support field and develop related work methods and concepts.

**Conclusions conforming to those of the Impact evaluation of Global Environment Fund (GEF) support to Protected Areas and non-marine PA networks**

The conclusions and recommendations of this report align with those of the Impact evaluation on conservation of biodiversity and its sustainable use, of 25 years of GEF support to PAs, (1292 non-marine PAs) and for Protected Area Systems.

Main recommendations from this GEF evaluation joining this study:

- **Ensure best targeting of GEF support to sites of global importance** with high biodiversity values, and expand to more of these sites, prioritizing projects on the basis of rigorous scientific criteria;
- **Mitigate unequal distribution of costs and benefits to local communities;**
- **Coordinate with mandates beyond environmental sectors to address large-scale drivers;**
- **Rationalize the demands of project reporting** and make sure that basic information for support to the PAs is available in the long term;
- Create a program for learning what works, for whom, and under what conditions in the area of conservation of biodiversity and its sustainable use.

Source: GEF IEO (2016), *Impact Evaluation of GEF Support to Protected Areas and Protected Area Systems* (Global Environment Facility Independent Evaluation Office)





## Annex 1: Recommendation Summary Tables

Table 3 – Summary of strategic recommendations

PRIORITY: 1 = Very urgent, 2 = Average, 3 = To be considered

Issue	N°	Recommendation	Target	Necessary resources	Priority
R1. Strengthen the linking of concomitant conservation and development objectives, favouring an integrated territorial approach based on a detailed analysis of the institutional landscape					
<ul style="list-style-type: none"> <li>Project ambitions focus on a given territory (micro size) without systematically considering this territory's issues.</li> <li>Project teams often do not have the necessary skills in socio-economic development.</li> <li>Separate CA for management of a category I, II or IV PA and the socio-economic development of its surrounding area.</li> <li>Isolated projects within a territory with inadequate means for a single project to respond to all the conservation and development issues.</li> <li>The best use is not always made of synergy between the various AFD initiatives nor with the initiatives of other donor agencies.</li> </ul>	R1A	<p><b>Give preference to the territorial approach and professionalize the development activities naturally associated with the conservation activities.</b></p> <p>Anchor the project more deeply at the territorial scale, so that from the outset the PA is part of a broader and more consistent framework.</p> <p>Analyze the institutional landscape upstream so that relevant conservation and development actors can be worked with, and further professionalize the development work that accompanies the conservation measures.</p> <p>Use this territorial approach to strengthen the coordination between the various AFD initiatives in the same territory and create cooperative interaction among the various AFD sectors and with other projects in the same area.</p> <p>Build combined synergies of a number of contracting authorities for the purpose of working with the institutions having the prerogatives to operate in the territories involved and in socio-economic development (different territorial jurisdictions between one PA and its periphery, for example).</p>	AFD directorates, ARB/FFEM project leaders, CA/project leaders.	No additional resources required.	1

...

...

Issue	N°	Recommendation	Target	Necessary resources	Priority
<ul style="list-style-type: none"> <li>Economic alternatives are not systematically proposed based on the direct enhancement of biodiversity value in the territory or PA.</li> <li>Development of RGA requires a more strategic approach, and at times, even a change in scale.</li> </ul>	R1B	<p><b>Base socio-economic development on networks.</b></p> <p>Give preference to a product to processing and trade sector approach (the entire value chain) for socio-economic development through the maintenance and enhancement of local knowledge. This network approach must be systematically based on advance diagnosis of potential networks done at the feasibility phase (see R5) or project inception phase.</p>	AFD directorates, ARB/FFEM project leaders, CA/project leaders.	No additional resources required.	1
<ul style="list-style-type: none"> <li>Reflection must continue so that benefits are shared among a broad range of local populations affected and regarding the attenuation of the inequality of cost and benefit splitting for the PA management interventions, such as those stemming from geographic and socio-economic differences between and within the communities adjacent to the PAs.</li> <li>Potential for loss of lands or customary access to natural resources.</li> </ul>	R1C	<p><b>Compensation for losses of customary rights.</b></p> <p>When populations lose customary rights due to the PAs, plan alternative income-generating mechanisms or compensation that is at least equal to the losses incurred, implemented as quickly as possible to prevent the decapitalization of affected families. Winners and losers in PA conservation measures should be identified and taken into consideration for possible support and/or some form of compensation measure.</p>	ARB/FFEM project leaders, partner study offices and experts.	No additional resources required.	1
<ul style="list-style-type: none"> <li>Examples showing an attractive and more or less effective approach to linking concomitant socio-economic development and conservation objectives (cf. Indobirman Hotspot project, AMECA, PHCFII, Marsabit...).</li> </ul>	R1D	<p><b>Further build on properly linked development and conservation experiences.</b></p> <p>It is appropriate to continue building on and enhancing experiences demonstrating a worthwhile approach and effective linking of concomitant socio-economic and conservation objectives, by identifying the factors underlying success and then replicating and adapting them to other situations.</p>	ARB/FFEM project leaders, partner study offices and experts.	Study of funding experiments.	1

...

...

Issue	N°	Recommendation	Target	Necessary resources	Priority
R2. Provide support to PAs based on their characteristics and prospects for long-term sustainability.					
<ul style="list-style-type: none"> <li>Category II PAs are only viable from the time they receive funding sources guaranteeing their long-term sustainability.</li> </ul>	R2A	<p><b>Focus support to strict PAs on those with prospects for adequate long-term sustainability.</b></p> <p>Support to strict PAs (IUCN categories I-IV) is not recommended except if long-term sustainability is guaranteed either due to strong governments or the establishment of long-term funding mechanisms such as conservation trust funds.</p> <p>When possible, and in countries where government operational resources do not ensure that the work undertaken by the AFD can be continued, seek to combine short-term funding (in the form of a grant, loan or C2D) with a longer-term funding (existing, functional or future conservation trust funds or other funding mechanisms). The objective is to ensure continuous support after the intervention ends while guaranteeing a substantial initial contribution in the form of a project meeting institutional and organizational structuring and investment needs.</p>	ARB/FFEM project leaders, CA/project leaders.	No additional resources required.	2

...

...

Issue	N°	Recommendation	Target	Necessary resources	Priority
<ul style="list-style-type: none"> <li>• Good results for development-oriented projects in terms of governance, stakeholder involvement, reinforcement and structuring of external actors.</li> <li>• Support deficit for category VI PA managers on conservation aspects, strong polarization on the economic development of natural resources.</li> <li>• Examples of structured approach based on training beneficiary communities over time by a single actor.</li> <li>• Convincing examples of projects with a rational management objective for development of natural resources; with an integrated development view of the territory.</li> </ul>	R2B	<p><b>Continue and expand support to protected landscapes/seascapes and PAs with managed natural resources (IUCN categories V and VI).</b></p> <p>When long-term sustainability conditions are not fulfilled for strict PAs, it is appropriate to develop support to IUCN categories V and VI (choice of category depends on the context); for category VIs, by supporting operators able to provide long-term support and bring together the affected communities; and for category Vs, by introducing new management and governance procedures, and by supporting contracting authorities/project leaders, particularly with specialized TA.</p>	ARB/FFEM project leaders, CA/project leaders.	No additional resources required.	2
<ul style="list-style-type: none"> <li>• Loans, representing greater amounts, are preferably directed toward large emerging countries, with the trend away from investment on the African continent and LDCs as there are fewer funds available for grants</li> </ul>	R2C	<p><b>Define geographic priorities.</b></p> <p>Adopt a strategic geographic approach, targeting geographic areas with priority issues that have been identified as part of an AFD intervention strategy, in common with the FFEM, if not as part of a French ODA global strategy.</p> <p>Increase the portion of funding for PAs through grants to reinforce conservation of biodiversity in LDCs.</p>	AFD/FFEM directorates, Geography Dept, country agencies.	No additional resources required.	1

...

...

Issue	N°	Recommendation	Target	Necessary resources	Priority
<b>R3. Mobilize diversified funding better suited to local and national settings.</b>					
<ul style="list-style-type: none"> <li>Combination of funding types presents a certain added value of AFD as well as an advantage compared to other funding organizations.</li> </ul>	R3A	<p><b>Combine different types of funding.</b></p> <p>When possible, take advantage of the opportunity to combine various types of funding, even on the same project. In the case of financial support to category V or VI PAs, expand access to loans to recognized institutions or territorial authorities/local governments, for example (when the laws of the beneficiary countries allow it).</p>	AFD/FFEM directorates, ARB/FFEM project leaders, Geography Dept, country agencies.	No additional resources required.	1
<ul style="list-style-type: none"> <li>Grant often necessary for experimental/pilot work, for start-up and structuring of an innovative project.</li> </ul>	R3C	<p><b>Mobilize grants to prepare and support loans.</b></p> <p>Mobilize grants for certain types of work in countries eligible for loans, including: i) experimental or pilot projects, ii) identification and design of complex projects, iii) solid feasibility studies and ESIs, iv) support for public policies (institutional or financial aspects).</p>	AFD/FFEM directorates, ARB/FFEM project leaders, Geography Dept, country agencies.	Increase in grants supporting PAs.	2
<b>R4. Adapt the length of projects and their implementation timeline to local contexts and engage in longer-term in the same territory</b>					
<ul style="list-style-type: none"> <li>Most funded interventions encounter delays in the implementation of activities and the overall course of the project.</li> <li>Implementation schedules in the instruction documents are often too ambitious.</li> <li>Project with limited time for work creates many expectations and then frustrations when the project stops and doesn't go forward in some way.</li> </ul>	R4A	<p><b>Undertake longer projects with multiple phases.</b></p> <p>To guarantee maximum long-term sustainability of the work undertaken, ensure that there are funding tools and implementation timelines that are suited to the local contexts, and to ensure their long-term survival, consider the option of increasing project length based on their complexity (phasing with multi-tranche funding), or developing projects in stages (core project followed by additional activities).</p>	AFD/FFEM directorates, ARB/FFEM project leaders, Geography Dept, country agencies.	longer-term commitment through a program or multi-phase approach..	1

Table 4 - Summary of operational recommendations

STAGE: PREP = Preparation / IMP = Implementation / M&E = Monitoring & Evaluation / CAP: Capitalization on and post-project monitoring

PRIORITY: 1 = Urgent, 2 = Average, 3 = To be considered

Issue	N°	Recommendation	Stage	Target	Necessary resources	Priority
R5. Sponsor or support standardized feasibility studies, developed by multi-disciplinary teams including national experts.						
<ul style="list-style-type: none"> <li>Feasibility studies that are not homogenous and largely unstandardized</li> <li>Do not always lead to comprehensive projects' preparation and decision documents</li> <li>The logical framework approach is not satisfactorily implemented for a number of projects.</li> <li>Intervention logics are often unclear.</li> </ul>	R5A	<b>Strengthen the use of the logical framework method</b> at AFD based on a review of the standards and the existing methodology guide, at the identification (before the feasibility study stage).	PREP	ARB/FFEM directorates, project leaders.	No additional resources required.	1
	R5B	<b>Standardize the feasibility study ToR</b> , and while being flexible, include a series of typical analyses to be carried out, making it possible to better grasp the project's social and environmental impacts.	PREP	project leaders, partner study offices and experts.	of ToRs template; upward revision of the resources and time allocated to feasibility studies.	1
	R5C	<b>Make sure that the logical framework is used as an operational and contract reference with the other parties and the project owner.</b>	PREP	ARB/FFEM directorates, project leaders..	No additional resources required.	2
R6. In the context of projects co-funded by the AFD and the FFEM in the same territory, favour a harmonized approach in order to strengthen coordination of projects' preparation, management and evaluation.						
<ul style="list-style-type: none"> <li>Weak linking of AFD/FFEM projects in certain project documents, which increases the difficulty in the overall reporting on the project's progress.</li> </ul>	R6A	To ensure the complementarity and the right synergy of projects co-funded by the AFD and the FFEM in the same territory, promote harmonized project's preparation, financing award and management by developing a single intervention logic for both funding agreements, development of a single funding agreement, a shared technical and financial reporting system upon implementation, and a single guidance tool.	PREP	ARB/FFEM directorates, project leaders..	No additional resources required	No additional

...



...

Issue	N°	Recommendation	Stage	Target	Necessary resources	Priority
<b>R7. Place greater emphasis on the environmental and social impact assessment.</b>						
<ul style="list-style-type: none"> <li>The assumptions underlying the achievement of long-term objectives, and an analysis of risks that may influence this achievement, are not clearly defined.</li> <li>Risks that prevented the correct execution of projects that may not have been correctly planned out.</li> </ul>	R7A	<b>Encourage independent environmental and social impact assessments (ESIAs) with high quality standards to be systematically carried out,</b> and allocate them adequate funding.	PREP	ARB/FFEM directorates, project leaders..	Additional resources for ESISs.	1
	R7B	<b>Pay particular attention to the land tenure in the broad sense</b> (local populations' loss of customary use and access rights to natural resources) by systematically supporting the AFD's CSER standards.	PREP	ARB/FFEM project leaders, partner study offices and experts.	No additional resources required.	3
<b>R8. Continue building the management capacities of the authorities and the implementation teams.</b>						
<ul style="list-style-type: none"> <li>Management arrangements are considered to underperform when the capacities or the organization of human resources assigned to project implementation are weak and/ or when the management roles and missions of the various stakeholders are not very clearly defined.</li> <li>Delays in the implementation often linked to timelines for the management team to be up and running, and administrative procedures.</li> </ul>	R8A	Systematically ensure the management capacities of the institutions and project teams and plan their reinforcement by anticipating the training necessary from the time the project begins.	PREP	ARB/FFEM project leaders, partner study offices and experts.	No additional resources required.	2

...

...

Issue	N°	Recommendation	Stage	Target	Necessary resources	Priority
<b>R9. Supporting AFD and FFEM project leaders in project supervision.</b>						
<ul style="list-style-type: none"> <li>The length of supervision missions may appear too short to be able to review complex projects with multiple stakeholders over very large areas, and sites that are often difficult to access.</li> <li>Contracting Authority sometimes fail to properly control work execution, which can have a significant impact on the sustainability of projects.</li> </ul>	R9A	<p><b>Make the length of supervision missions more appropriate, contemplate the option of one-time or ongoing outside support on specific aspects through master agreements for support</b> (Specific Technical Assistance for support, monitoring and supervision of project implementation; track reforms in the sector(s) affected, track private commitments, track certain activities, specialists and technical control), and recommend short-term targeted training.</p>	IMP	ARB/FFEM directorates, project leaders.	Outsourcing of certain supervisory and tracking functions Organization of short-term training	2
<b>R10. Initiate discussion on monitoring tools and technical/financial reporting tools.</b>						
<ul style="list-style-type: none"> <li>Incomplete and under-performing monitoring &amp; evaluation tools, producing documentation considered unsatisfactory to moderately satisfactory.</li> </ul>	R10A	<b>Consider standardizing monitoring and technical/ financial reporting tools.</b>	IMP	ARB/FFEM project leaders, FFEM ARB - EVA/CST divisions.	No additional resources required.	1
	R10B	<b>Develop a standard framework or reference for project monitoring &amp; evaluation.</b>	IMP	ARB/FFEM project leaders, FFEM ARB - EVA/CST divisions.	No additional resources required.	2
<b>R11. Improve ecological and economic monitoring tools for conservation and development activities and ensure their long-term continuity.</b>						
<ul style="list-style-type: none"> <li>Insufficiency of monitoring tools, lack of clearly defined baselines before project start-up.</li> </ul>	R11A	<b>Develop simple, inexpensive ecological and economic monitoring tools</b> by remobilizing and building on those that already exist.	M&E	ARB/FFEM project leaders, FFEM ARB - EVA/CST divisions.	Building on ecological and economic tracking tools.	1

...

...

Issue	N°	Recommendation	Stage	Target	Necessary resources	Priority
R12. Develop post-project monitoring.						
<ul style="list-style-type: none"> <li>Poor longevity of monitoring making long-term series unavailable.</li> <li>Difficult to judge the changes in practices in the medium/ long term.</li> <li>Lack of verification of the implementation of guidance documents developed during the project phase (management plan, for example) and evaluation of the degree of post-project stakeholder involvement.</li> <li>Inadequate monitoring of the sustainability of the activities and the equipment funded.</li> </ul>	R12A	<b>Establish a specific fund allowing projects to be monitored after they close.</b>  This “reserve fund” available for all AFD and FFEM projects that allows post-project monitoring (3-5 years) consistent with previous monitoring, would be very beneficial in a number of regards. This light tool could be jointly entrusted to a local manager and a consultant/national study office.	CAP	AFD/FFEM directorates/EVA Division.	Additional funding in the form of a grant.	2
	R12A	<b>Ensure that ecological and economic monitoring continues after projects close,</b> placing priority on the most iconic projects initially.	CAP	ARB/FFEM Project leaders, CAs/Project leaders.	Additional funding in the form of a grant.	3

...

...

Issue	N°	Recommendation	Stage	Target	Necessary resources	Priority
R13. Strengthen knowledge dissemination from projects learnings,, scaling up of tools produced and the publication of data collected during implementation.						
<ul style="list-style-type: none"> <li>• Documentation produced was deemed unsatisfactory to moderately satisfactory.</li> <li>• Content of the final execution report was not specified.</li> <li>• The considerable amount of literature produced was not always archived in an optimal manner by the AFD and/or the FFEM.</li> <li>• Documents produced during the project are no longer available afterwards</li> </ul>	R13A	<b>Publish final project reports.</b>  Create a final report template and verify its publication at the end of the project. Furthermore, inform the CA of the obligation in the funding agreement tying it to the AFD, regarding the publication and accessibility of the data produced during the project implementation.	CAP	ARB/FFEM Project leaders, CAs/Project leaders.	No additional resources required.	2
	R13B	<b>Create a database of project documents and reusable tools.</b>  Define a strategy model for building on knowledge and tools, significantly improve archiving procedures and publication of documentation produced by the projects, and the transfer of reusable tools to other projects (creation of a database and big data tools, tool sheets/methods available on the internet, etc.).	CAP	AFD/FFEM directorates.	Additional funding in the form of a grant.	1
	R13C	<b>Organize how projects can be systematically built on, and organize the scaling up of the tools produced.</b>  A section of the final execution report should develop these aspects of building on what was gained. In addition, each project or cluster of projects should systematically produce and disseminate (particularly on the AFD site) a specific booklet where the project sheet could be improved by including an executive summary, the main successes/failures, lessons learned, tools produced, reference documents and their availability.	CAP	ARB/FFEM Project leaders, CAs/Project leaders.	Additional funding in the form of a grant	2

...

...

Issue	N°	Recommendation	Stage	Target	Necessary resources	Priority
R14. Continue reflection on the establishment, management and tracking of “commons” in Protected Areas.						
<ul style="list-style-type: none"> <li>• A small number of commons were studied in sufficient detail at the preparation phase.</li> <li>• It was impossible to map all the commons in PAs that may have been tested or implemented throughout these projects.</li> </ul>	R14A	Based on the analysis carried out as part of this evaluation, undertake more in-depth work with the AFD's Innovations, Research and Knowledge (IRS) directorate to build a genuine categorization of commons that exist or that should be promoted in the PA support field and develop related work methods and concepts.	CAP	AFD/FFEM directorates, IRS directorate.	Research budget mobilized for this topic.	3

## Annex 2: Mandate and composition of the reference group

The reference group is consulted for tracking and assessment of the work performed by the consultants, particularly their methodology approach, to which particular attention is paid, and their interim and progress reports. The reference group provides its support and the expertise of its members throughout the exercise to enrich the consultants' work. Discussions are held by internet and they meet at each major step or when consultants' reports are submitted.

### Reference Group Chair:

**Marie-Christine CORMIER SALEM**, Director of Social Science Research of the French Research Institute for Development (Institut de Recherche pour le Développement) (IRD), specialist in environmental/development issues in the global south, member of the National Council for Development and International Solidarity (CNDSI) and the Monitoring committee of Development Policies and International Solidarity.

### External experts:

- **Elise REBUT**, National focal point of the Convention on Biological Diversity, French Ministry of Foreign Affairs and International Development;

- **Yann LAURANS (IDDRI)**, Director of IDDRI's Biodiversity Program. His educational background is in economics and he is working in evaluation; thematic globalization; value chain; science, policy and decision-making; and, artificialization.

- **Martin DORSCHER**, Division Head, Department of Evaluation, KfW (Kreditanstalt für Wiederaufbau, Germany's financial cooperation agency).

- **Thomas SANCHEZ (CDC)**, Project director, CDC Department of Strategy, Innovation and Sustainable

Development, in charge of ecological transition and energy – climate and support to biodiversity sector.

- **François ROUBAUD (IRD)**, research economist and statistician, evaluation of socio-economic policies.

- **Naïk FAUCON** (Agence Française pour la Biodiversité [French Biodiversity Agency]), European and International Affairs department, responsible for capacity building.

- **Thierry LEFEBVRE**, French committee of the IUCN, Responsible for the "Protected Areas" program; (substitute: Nicolas SALAUN, responsible for the international cooperation program).

- **Romain CALAQUE**, Independent consultant with experience in the implementation of projects in protected areas in the Congo basin and various donor agency policies.

- **Rémi GOUIN** (President of the NGO Man & Nature), career in development support and conservation project support with civil society at the AFD. Currently working with connecting French major donors with local producers for sustainable sourcing.

- **Isabelle VIAL** (French Biodiversity Agency), Public Policy support directorate, in charge of forming an evaluation mission.



• **AFD:**

- **Guillaume CHIRON**, Assistant director, Agriculture, Rural Development and Biodiversity Division; Operations Directorate.
- **Marie-Cécile THIRION**, Assistant director, Agriculture, Rural Development and Biodiversity Division; Operations Directorate.
- **Karen COLIN DE VERDIERE**, Agriculture, Rural Development and Biodiversity Division; Operations Directorate; project leader.
- **Frédérique WILLARD**, Agriculture, Rural Development and Biodiversity Division; Operations Directorate; project leader.
- **Christophe DU CASTEL**, Agriculture, Rural Development and Biodiversity Division; Operations Directorate; project leader.
- **Constance CORBIER BARTHAUX**, Secretariat of the French Facility for Global Environment (FFEM); Biodiversity and Small Initiatives Programme officer.
- **Vannina POMONTI**, Eastern Europe, Middle East, Asia Department; Operations Directorate; Country officer.
- **Delphine QUEFFELEC**, Sustainable Development Analysis and Opinion unit; Strategy, Foresight and Official Relations Department.
- **Anne CHETAILLE**, Sustainable Development Analysis and Opinion unit; Strategy, Foresight and Official Relations Department.
- **Stéphanie LEYRONAS**, Economic Assessment and Public Policy Department; Innovation, Research and Knowledge Directorate.
- **Julien CALAS**, Evaluation and Knowledge capitalisation Department; Innovation, Research and Knowledge Directorate.

NB : other team members of the Rural Development and Biodiversity Division may have attended meetings, depending on their availability.

## List of acronyms and abbreviations

*The evaluated projects' short titles or acronyms are explained in Table 2.*

AFD	Agence Française de Développement [French Development Agency]
ARB	Agriculture, rural development and biodiversity divisions
C	Completed
C2D	Debt Reduction-Development Contract
CA	Contracting Authority
CBD	Convention on Biological Diversity
CEPF	Critical Ecosystems Partnership Fund
CSER	Corporate Social and Environmental Responsibility
CSRP	Commission sous régionale des pêches [Sub-regional fisheries commission]
DC	Developing country
ESIA	Environmental and Social Impact Assessment
EU	European Union
EVA	AFD Evaluation and Learning Department
FFEM	Fonds français pour l'environnement Mondial [French Global Environment Facility]
FISONG	Sectoral Innovation Facility for Non-Governmental Organisations
IUCN	International Union for Conservation of Nature
LDC	Least developed country
MPA	Marine Protected Area
NGO	Non-Governmental Organization
ODA	Official Development Assistance
PA	Protected Area (land or marine)

PPI	Small Initiatives Program (FFEM)
REDD+	Reducing emissions from deforestation and forest degradation
RG	Reference group
RGA	Revenue-generating activity
SER	Social and Environmental Responsibility
TA	Technical Assistance
TIF	Transversal Intervention Framework
ToR	Term of Reference





## Latest publications in the series

Previous publications can be consulted online at: <http://editions.afd.fr>

Les numéros antérieurs sont consultables sur le site : <http://editions.afd.fr>

- N° 74 Évaluation du projet d'appui à l'extension du forfait obstétrical en Mauritanie
- N° 73 Évaluation de l'action de la France pour l'éducation de base dans les pays du G5 Sahel
- N° 72 Évaluation de 15 ans de développement des territoires ruraux en Afrique subsaharienne  
Evaluating 15 Years of Support for Development of Rural Territories in Sub-Saharan Africa
- N° 71 Évaluation *in itinere* de l'initiative solidarité santé Sahel (I3S)  
Ongoing evaluation of the Health Solidarity Initiative for the Sahel (Initiative Solidarité Santé Sahel – I3S)
- N° 70 Évaluation de l'aide au développement de la France au Vietnam (2005-2015)  
Evaluation of French development aid in Vietnam (2005-2015)
- N° 69 Évaluation du CIS Énergie 2012-2016  
Evaluation of the CIS Energy 2012-2016
- N° 68 Améliorer la compétitivité des exploitations familiales au Cameroun : quels impacts ?
- N° 67 Évaluation et capitalisation transversale de la FISONG Biodiversité et Développement
- N° 66 Impact du forfait obstétrical en Mauritanie
- N° 65 Évaluation des projets agricoles financés par l'AFD en Afghanistan (2005-2014)  
AFD Agriculture Programs in Afghanistan (2005-2014)
- N° 64 Évaluation du cadre d'intervention sectoriel (CIS) sécurité alimentaire en Afrique subsaharienne 2013-2016  
de l'AFD
- N° 63 Comment contribuer au renforcement des droits de l'homme ?
- N° 62 Évaluation du cadre d'intervention sectoriel (CIS) éducation, formation et emploi 2013-2015  
Evaluation of AFD's Sectoral Intervention Framework (SIF) on Education, Training and Employment, 2013-2015
- N° 61 Évaluation du projet de développement du Parc national du Limpopo  
Limpopo National Park Development Project
- N° 60 Évaluation du Programme national de développement participatif (PNDP) – C2D Cameroun
- N° 59 Contribution de l'AFD au Fonds de partenariat pour les écosystèmes critiques (CEPF)
- N° 58 Agroécologie : évaluation de 15 ans d'actions d'accompagnement de l'AFD  
Agroecology: Evaluation of 15 years of AFD Support
- N° 57 Évaluation des interventions de l'AFD dans les secteurs sanitaire et médico-social en Outre-mer
- N° 56 Évaluation des activités de Coordination SUD dans le cadre de la convention AFD/CSUD 2010-2012
- N° 55 Étude d'évaluation et d'impact du Programme d'appui à la résorption de l'habitat insalubre et des bidonvilles au Maroc
- N° 54 Refining AFD's Interventions in the Palestinian Territories: Increasing Resilience in Area C
- N° 53 Évaluation des lignes de crédit de l'AFD octroyées à la Banque ouest-africaine de développement (2000-2010)
- N° 52 Évaluation stratégique de projets ONG dans le domaine de la santé
- N° 51 L'hydraulique pastorale au Tchad
- N° 50 Réhabilitation des marchés centraux
- N° 49 Bilan des évaluations décentralisées réalisées par l'AFD en 2010 et 2011
- N° 48 Étude sur la facilité d'innovation sectorielle pour les ONG (FISONG)
- N° 47 Cartographie des prêts budgétaires climat de l'AFD
- N° 46 Méta-évaluation des projets « lignes de crédit »
- N° 45 Bilan des évaluations de projets réalisées par l'AFD entre 2007 et 2009
- N° 44 Impacts des projets menés dans le secteur de la pêche artisanale au Sénégal
- N° 43 L'assistance technique résidente – Enseignements tirés d'un appui au secteur de l'éducation en Mauritanie
- N° 42 Évaluation partenariale des projets d'appui à la gestion des parcs nationaux au Maroc
- N° 41 AFD Municipal Development Project in the Palestinian Territories
- N° 40 Évaluation ex post de 15 projets ONG à Madagascar