
IUCN – The World Conservation Union

**European Commission Project
B7-6200/99-05/DEV/ENV:
Support to Activities of the
IUCN/SSC African Elephant Specialist Group**

Project Evaluation

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Preface

Although time and resources have been limited, this evaluation has been an interesting exercise for us, and we are grateful to have had the opportunity to carry it out. It has been inspiring to learn about the achievements of the African Elephant Specialist Group, though daunting to see what challenges still face it – not least the challenge of sustaining its activities over the years ahead.

We are particularly grateful to the Secretariat of the AfESG in Nairobi for all the work they did to facilitate this review. Our sincere thanks also go to all those who took the time to complete and return the questionnaire we sent them, and to those who also made time for interviews. We hope we have represented their views fairly, and that this report will be a constructive contribution to the future work and funding of the AfESG.

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24 September, 2004.

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Abbreviations

AED	African Elephant Database
AESR	African Elephant Status Report
AfESG	African Elephant Specialist Group
CDC	Conservation Development Centre
CEPF	Critical Ecosystem Partnership Fund
CI	Conservation International
CILSS	Comité Permanent Inter Etats de Lutte Contre la Sécheresse au Sahel
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CMS	Convention on the Conservation of Migratory Species of Wild Animals
COMIFAC	Conférence des Ministres en charge de Forêts d’Afrique Centrale
CoP	Conference of the Parties
DEFRA	Department for Environment, Food and Rural Affairs
DRWG	Data Review Working Group
EARO	Eastern Africa Regional Office (IUCN)
EC	European Commission
ETIS	Elephant Trade Information System
GIS	geographic information system
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HEC	human-elephant conflict
HECWG	Human-Elephant Conflict Working Group
IEF	International Elephant Foundation
MIKE	Monitoring the Illegal Killing of Elephants
MoU	Memorandum of Understanding
nd	not dated
NEPAD	New Partnership for Africa’s Development
NGO	non-governmental organisation
PO	Programme Officer
PRONAGEN	Programme National de Gestion des Ecosystèmes Naturels au Burkina Faso
RTF	Re-introduction Task Force
SADC	Southern African Development Community
SASUSG	Southern African Sustainable Use Specialist Group
SSC	Species Survival Commission
TAG	Technical Advisory Group
TOR	terms of reference
TRIDOM	Tri-national Dja-Odzala-Minkébé
UEMOA	Union Economique et Monétaire Ouest Africaine
USFWS	United States Fish and Wildlife Service
WWF	World Wide Fund for Nature

Summary

The African Elephant Specialist Group (AfESG) is one of over 120 Specialist Groups of volunteer scientists that make up the Species Survival Commission (SSC) of IUCN, the World Conservation Union. Its mission is to promote the long-term conservation of Africa's elephants throughout their range. Established in the mid-1970s and currently comprising 49 members, it has developed a Secretariat to service its activities. The Secretariat has headquarters in Nairobi and offices in Yaounde (currently not staffed) and Ouagadougou (section 1.1, pages 1 - 4). The AfESG has developed a reputation as one of the most active groups in the SSC. Elephant conservation issues have a high international profile and are often controversial. Along with the CITES programme for Monitoring the Illegal Killing of Elephants (MIKE) and Elephant Trade Information System (ETIS), the AfESG occupies important central ground as a neutral provider of impartial technical information and advice (section 6.3, page 37). The maintenance of scientific rigour and impartiality in the context of a commitment to conservation are key to the AfESG's profile and performance.

This is an evaluation of a project of support for the AfESG that has been funded by the European Commission (EC) from March 2000 to November 2004. The project provides core funding to the group and its work. The objectives of the project are identical to those set out in the terms of reference of the group as a whole. The EC project funded about half the AfESG's expenditures from the inception of the grant to the end of 2003 (section 1.2, pages 4 - 5).

The evaluation was required to assess the effectiveness, relevance, efficiency, impact and sustainability of the EC project, with a particular focus on its effectiveness, efficiency and sustainability (Annex 1). Because the objectives of the project and of the group as a whole are the same, we concluded that this meant reviewing the performance of the AfESG as a whole (section 1.4, pages 5 - 6). The evaluation is based on review of documents (Annex 7); semi-structured interviews; and a questionnaire (Annex 3) that was e-mailed to 72 people, achieving a 50% response rate. Interview and questionnaire informants included AfESG members and Secretariat staff; others working in the field of African elephant conservation; and donor representatives (Annex 6).

Relevance and design

This EC project of support to the AfESG was appropriately designed. Although it may not be usual, it is desirable for the EC and other donor agencies to fund the core costs of the AfESG and similar bodies, as was done in this case. The objectives of the project, which were and are the objectives of the AfESG, remain highly relevant to the target users, who were correctly identified (section 2.1, pages 6 - 7). We recommend that the EC and other donors provide further support for the core costs of the group and for its activities. They should resist the urge to 'projectise' every tranche of support by structuring grants around outputs and outcomes that can supposedly be achieved in the short term. The logic of sustainability that underpins such short-term interventions is typically tenuous, and often inappropriate for work like that of the AfESG.

The AfESG was correct in emphasising co-ordination and policy functions in its work, rather than direct intervention, as a group, at field level (section 3.3, pages 19 - 21). We recommend that the group retain this emphasis, but we endorse its growing commitment to vertical integration between the field and policy levels in African elephant conservation.

The AfESG was also correct in committing itself to action on socio-economic aspects of elephant conservation – notably human-elephant conflict – and their implications for poverty alleviation and sustainable livelihoods (section 2.2, pages 8 - 9). Poverty reduction and sustainable use are valuable for elephants as well as for people. We recommend that the group maintain its involvement and build its understanding in these fields.

Effectiveness

The AfESG has been effective in compiling, synthesising and improving information on the conservation and status of African elephants (section 3.1, pages 9 - 11). We recommend to the group and to donors that maintaining and funding this work is a high priority. It is particularly important to sustain and build the quality and coverage of the African Elephant Database, one of the group's core products.

The AfESG has also been effective in providing and improving technical advice on African elephant conservation (section 3.2, pages 11 - 19). AfESG advice plays a widely valued and centrally important role in the conservation of this species. Its work to date on human-elephant conflict has been beneficial, but we recommend that further work be done to expand and upgrade it and to ensure that the translation of these and other guidelines is of good quality (section 3.2.1, pages 11 - 12).

AfESG advisory services to the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) are critically important to African elephant conservation (section 3.2.2, pages 12 - 13). We recommend that the AfESG, CITES and donors give high priority to maintaining these services, which take three forms: advice to and technical collaboration with MIKE; advice to the range states on CITES issues; and advice to the Convention as a whole, notably during Conferences of the Parties.

Another effective area of AfESG work has been in catalysing and promoting conservation action for the African elephant through the promotion of appropriate policy at national and regional levels. The effectiveness of this work has, of course, been qualified by the effectiveness of policy in the various countries and regions. But we conclude that appropriate policy is a valuable target in African elephant conservation, and that the group has been right to emphasise it (section 3.3, pages 19 - 21). We recommend that the AfESG maintain its commitment to this end, while giving greater emphasis to the vertical integration of all initiatives in the sector.

Action for elephant conservation, supported by appropriate strategy, is an especially high priority in Central Africa. This is the part of the continent where the services of the group are most urgently needed but where it is more difficult for the group to provide them effectively (section 3.3, page 20). The donor and conservation communities should urgently review ways to increase the group's role and resources for policy and other work there. Providing funds to appoint and support a new Programme Officer for the group in Yaounde should be an immediate priority.

The AfESG has effectively built capacity for African elephant conservation through the support for a Small Grants Fund that was provided by the EC, but at an unacceptably high administrative cost given the size of the group's Secretariat and the number of other duties it has (section 3.4, pages 21 - 24). We recommend that the group and donors commit themselves anew to the operation of such a scheme, but with adequate provision for its high overhead costs. They should also investigate the feasibility of other capacity building schemes.

It is particularly important that the group continue its efforts to build elephant conservation capacity in Central and West Africa. The AfESG has made some progress in this regard, but there is still a real gap to be filled. The group has striven to get more Central and West Africans involved in its work, and to enhance non-anglophones' access to debates and documents. Nevertheless, this evaluation has found that significant numbers of people in these regions still feel somewhat marginalised from the group and its work. This is an issue of cross-cultural commitment and sensitivity, as well as funding for the high costs of operating in more than one language (section 3.4, page 22). We recommend that the group continue to strive for all these attributes.

The effectiveness of the AfESG has been greatly enhanced by the strong vision and leadership displayed by its Chair during the review period, and by the competence and commitment of its Secretariat. Such qualities are key to the effectiveness of any organisation. But, being largely dependent on individual personalities, their sustainability is hard to ensure. The immediate issue for the AfESG is to cope with the reduced availability of the Chair from November 2004 (section 3.6, pages 24 - 26). We recommend that the group expedite plans to maintain sound leadership and performance with less input from her.

Efficiency

The AfESG has efficiently planned, monitored and reported on its work during the period of the EC grant. Indeed, the standards of its Secretariat operations are unusually high. Efficiency has been impaired, and some work loads have been increased, by inadequate communication and differing work methods and styles between the Nairobi, Yaounde and Ouagadougou offices (section 4.1, pages 26 - 28). The gaps are difficult to bridge when the scale and budget of the AfESG Secretariat are so small, but we recommend that the group redouble its efforts to ensure that standards, expectations, commitment and awareness are at the same level throughout the Secretariat.

The efficiency of the group's work is now significantly impaired by the inaction of the Central African office. Getting this office staffed and started again is an urgent priority.

By definition and in practice, the AfESG operates cost-effectively. It could hardly do otherwise, when its members are not paid for their inputs. It is important for funding agencies to understand the implications of this voluntarism for the replicability and sustainability of such work. In ordinary operational senses too, we conclude that the AfESG has been cost-effective. It has managed its limited resources prudently and economically. The activity whose value for money might most obviously be questioned is the members' meetings. In fact, the two meetings held during the period under review have achieved enormous benefits for the group despite their high cost (which was within budget) and some very efficient work was done there (section 4.3, pages 28 - 30). We endorse the group's decision to hold future meetings at venues that are cheaper to reach, and recommend that the funding of another meeting in 2005 or 2006 be given high priority.

The AfESG has effectively mobilised additional resources during the EC grant period (section 4.4, pages 30 - 30). But it is not efficient to have to devote so much planning and administrative time to a constant search for funds. The group would operate more cost-effectively if its funding were consolidated into fewer grants over longer periods. This would be more cost-effective for donors, too.

After reviewing the complexities of the AfESG's status and linkages within the SSC and IUCN, we conclude that they have a positive influence on the credibility and effectiveness of the group, and should therefore be maintained and improved (section 4.5, pages 30 - 32). They impair its efficiency in some ways, however. As the AfESG is on the receiving rather than the designing end of most of the relevant IUCN structures and procedures, it has limited scope for improving this situation. It should be a priority for the second phase of IUCN's Regionalisation and Decentralisation Review to identify more efficient modalities for the administrative and programmatic integration of SSC Specialist Groups into the Union.

Impact, sustainability and support

In many ways it is premature to evaluate the impact of the AfESG's work during the period of the EC grant – not least because there is still no reliable information on whether African elephant numbers are stable or increasing across the range. It is clear, however, that the group's work over this period has improved the prospects for long-term conservation of the species. The project is likely to have a positive impact (section 5, pages 32 - 35).

However, this positive impact will only happen if the group's resources are sustained. Although most of its work can be maintained for nine months after termination of the EC grant, it is not clear whether it will be adequately funded after that (section 6.1, page 35). What is clear is that IUCN, which has not contributed directly to the costs of the work during the grant period, has no arrangements to do so in the future either. The Union as a whole is seriously under resourced, and has never provided remotely adequate funding from its central budget for the SSC, let alone for the SSC's constituent Specialist Groups (section 6.2, page 35).

Although not amenable to conventional sustainability analysis, continued funding of the AfESG's core costs and work programmes is strongly justified. The sustainability of the group should be built around two qualitative assumptions, and achieved through two operational priorities.

The first assumption is that, despite the complexity and costs, the AfESG's status as part of an IUCN Commission is an important attribute. The second is that the group, alongside MIKE and ETIS, has a special status and role in African elephant conservation, as a professionally credible provider of impartial information and advice (section 6.3, page 37).

Our first priority recommendation for sustaining the work of the AfESG is that IUCN integrate that work more explicitly into its Programme, and accept the logical implication that it has as much responsibility for funding it as it does for funding other parts of the Programme (section 6.3.1, pages 37 - 38).

Secondly, we recommend that the three core scientific bodies in African elephant conservation, and the donors committed to their cause, move towards more integrated, longer-term funding of their complementary roles and programmes (section 6.3.2, page 38). The most urgent priority is that AfESG and MIKE, with the support of IUCN and CITES, find ways to achieve more integrated funding from the EC or other donors that will meet at least the core medium-term resource needs of both. If MIKE is funded and the AfESG is not, the effectiveness of the funding to MIKE will be seriously reduced. The EC's support to the AfESG has been highly effective in helping promote the long-term conservation of Africa's elephants. We recommend that the EC express its continued commitment to this cause, and help to secure existing achievements, by further funding for the group. In the first instance, this should ideally be in an integrated programme with MIKE.

1. Introduction

1.1. The African Elephant Specialist Group

The World Conservation Union (IUCN) relies on its six Commissions for the scientific data and analysis that guide its Programme. These Commissions are made up of volunteer specialists in many natural and social sciences. Numbering over 10,000 in all, Commission members are a unique feature of this global organisation, whose work and impact depend heavily on their unpaid contributions. Conventional analysis of the cost-effectiveness or sustainability of IUCN's work is complicated by the fact that so much of that work is contributed free of charge.

The Species Survival Commission (SSC), founded in 1949, is by far the largest of the six IUCN Commissions, with some 7,000 members. "It serves as the main source of advice to the Union and its Members on the technical aspects of species conservation. SSC seeks to mobilise action by the world conservation community for species conservation, particularly those species threatened with extinction and those of importance for human welfare" (SSC, 2004). The SSC is organised into over 120 Specialist Groups and task forces, which focus on particular groups of plants or animals, or on specific themes in species conservation, such as invasive species and veterinary issues. Its 2001-2010 Strategic Plan is an integral part of IUCN's overall Programme, which has recently been reformulated for the 2005-2008 period and will be debated and endorsed at the World Conservation Congress in Bangkok in November 2004. Within the IUCN Secretariat, a small Species Programme staff co-ordinate the linkage between the SSC, the work of its Specialist Groups and the Programme of the Union as a whole.

Unlike many SSC Specialist Groups, the African Elephant Specialist Group (AfESG) focuses on a single species (although there is debate about whether Africa's forest and savanna elephants are two distinct species). Its terms of reference (TOR) are shown in the box on page 2. Established in the mid 1970s, it has developed a reputation as one of the most active Specialist Groups in the SSC. One reason for its high profile has been the charismatic nature of the species with which it works, and international controversy over the killing of elephants and trade in elephant products – notably at meetings of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). Within these debates and some of the programmes generated by them, AfESG has played a central role in data collection and scientific advice. Partly with funding from the European Commission project reviewed here, it has developed a wide-ranging series of activities co-ordinated and partly executed by a team of six Secretariat staff: four at a main office in Nairobi, and one each at regional offices in Yaounde and Ouagadougou. These arrangements are not unusual elsewhere in IUCN's Commissions: volunteer experts are supported and co-ordinated by salaried staff. The constant challenge is to programme work that depends so heavily on voluntary contributions.

The AfESG has no formal strategic plan or programme. But its many activities and projects effectively constitute a programme of work. The most prominent of these since 2000 have been:

- continuing work on elephant numbers and distribution in Africa, feeding into the African Elephant Database that is maintained by the group and published most recently in the African Elephant Status Report of 2003 (Blanc *et al.*, 2003);
- active liaison with the Monitoring the Illegal Killing of Elephants (MIKE) programme of CITES and the CITES Elephant Trade Information System (ETIS), notably through technical advice and interactive data management;
- key technical inputs before and during CITES Conferences of the Parties (CoPs);
- facilitation of national and regional elephant conservation strategies in various countries and regions of Africa;
- work on the translocation of elephants from one natural area to another, leading to the publication (in English, French and Portuguese) of guidelines (Dublin and Niskanen (eds.), 2003a,b);

African Elephant Specialist Group: Terms of Reference

Mission

To promote the long-term conservation of Africa's elephants throughout their range.

Objectives

1. To compile and synthesise information on the conservation and status of the African elephant across its range.
2. To provide and improve technical information and advice on the conservation of Africa's elephants to the following:
 - a) range State government agencies
 - b) non-governmental organisations, including both international and African-based organisations
 - c) inter-governmental organisations
 - d) non-range state governments
3. Special effort will be made to target outputs in a manner that meets the needs of the above.
4. To promote and catalyse conservation activities on behalf of Africa's elephants to be carried out by the above.
5. To build capacity through the exchange of ideas, information and technical expertise among the members of the group.

Activities

1. To review the status of elephant populations in Africa.
2. To maintain, update and improve the African Elephant Database and, ideally, to publish a report every 3 years.
3. To undertake analyses of relevant data to assess conservation priorities.
4. To provide technical information to assessments of the impact of human activities (including legal and illegal off-take, changing land use patterns, and changes in relevant national and international policies and legislation) on Africa's elephants.
5. To contribute technical information to evaluations of the effectiveness of different management actions.
6. To advise governments on options for conservation action through interactions on both national and regional bases.
7. To improve technical support for the development, promotion and implementation of conservation strategies.
8. To facilitate co-ordination and co-operation in conservation-related research on Africa's elephants to ensure that lessons learned can be disseminated and applied as widely as possible.
9. To produce a peer-reviewed journal, Pachyderm, publishing articles on elephants and rhinoceroses.
10. If funding allows, to hold a meeting of members every 2 years to facilitate information exchange and collaboration between members.
11. To form task forces, as required, to examine technical issues in detail.
12. In order to serve the public demand for information on Africa's elephants, to liaise with the IUCN/SSC to ensure that the information on the Specialist Group website is accurate.
13. To liaise as closely as possible with the IUCN/SSC Asian Elephant Specialist Group.

- analysis of human-elephant conflict issues in Africa, leading to the publication in English, French and Portuguese of a ‘decision support system’ for managing such conflicts (Hoare, 2001);
- a variety of advisory services, sometimes involving on-site inspections, such as review of a proposed elephant translocation from Burkina Faso to Senegal;
- the launch of work on local overpopulation of elephants, which is an increasingly urgent issue in some parts of Africa;
- continuing active publicity and dissemination work, through a much expanded web site and further issues of *Pachyderm*, the scientific journal of the AfESG and the SSC African and Asian Rhino Specialist Groups.

These activities are all carried out by the members of the AfESG (who currently number 49) within the context of their professional careers and employment, and with the support of the Secretariat. Almost all the members have a natural science background, mainly in wildlife biology, nature conservation or related fields, but most have also engaged with socio-economic issues regarding human-elephant interaction. Many work for wildlife conservation authorities around Africa; others work in the range states for research agencies or international conservation organisations. A few are based in universities or zoos outside the continent. Two members are based in Portuguese-speaking countries; 12 others (24%) are francophone. Seven are women. By virtue of their AfESG membership, all are members of the SSC, and must be reappointed by the SSC Chair, on the recommendation of the AfESG Chair, after each World Conservation Congress. The AfESG Chair makes this reappointment conditional on proof of active involvement in African elephant conservation over the previous 12 months. The Chair of the SSC appoints the AfESG Chair after informal consultation with the membership.

Table 1. Some characteristics of AfESG members

Gender	
Female	7
Male	42

Location	
West Africa	8
Central Africa	9
East Africa	12
Southern Africa	16
Elsewhere	4

Employer	
Intergovernmental organisation, Convention	5
African government, government/parastatal conservation agency, (donor-funded) government project	22
NGO	7
University	3
No employer	2

Main working language	
Portuguese	2
French	12
English	35

Total	49
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Source: AfESG Secretariat data.

Table 1 provides some information about the characteristics of AfESG members. Some approximations and value judgements were necessary in allocating members to categories. For example, some expatriate members are shown in the sub-region of Africa where they mostly work; and the dividing line between government projects and NGO projects is not always clear.

The Secretariat in Nairobi is staffed by a Senior Programme Officer, an African Elephant Database Manager, an administrative officer and a secretary. The Yaounde and Ouagadougou offices, responsible for Central and West Africa respectively, are both hosted by IUCN regional offices. Unlike the Nairobi office, both operate mainly in French, although the West Africa office also works with several English-speaking countries. Each has been staffed by a Programme Officer, but the PO based in Yaounde resigned in June 2004. The post will not be filled again until adequate funding has been secured. All the Secretariat staff in the three offices report to the Senior Programme Officer. He is supervised by, and works in close consultation with, the Chair of the AfESG.

The AfESG, like other SSC Specialist Groups, is not a legal entity. For the purposes of contracting, receipt of donor funds and employment of staff it must rely on the Secretariat of IUCN, either through its headquarters in Gland, Switzerland or its regional offices in Nairobi, Yaounde and Ouagadougou. Many Specialist Groups rely on the organisations that employ their Chairs to provide basic administrative support and to channel funds to their work. This is not possible at present for the AfESG because its Chair does not have any such employer. She feels, however, that even if she did, the neutral channel of the IUCN Secretariat would be preferable for fund management because of the often controversial nature of elephant conservation issues and the stance or image that any other organisation might have with regard to them.

The administrative complexity is further compounded by the relatively long distance between the group's Nairobi office and IUCN's Eastern Africa Regional Office (EARO). The group's day-to-day banking is therefore handled not by EARO, but by the Conservation Development Centre, which has offices in the same building as the AfESG.

1.2. The European Commission support project

Following several years of growth in its activities during the 1990s, the AfESG applied to the European Commission (EC) for funding in 1999. EC project B7-6200/99-05/DEV/ENV, "Support to Activities of the IUCN/SSC African Elephant Specialist Group", was launched in March 2000, with a planned duration of 36 months and a budget of €1,178,800. The **overall objective** of the project was

to promote the long-term conservation of Africa's elephants throughout their range.

The **objectives** were:

- *to compile and synthesise information on the conservation and status of the African elephant across its range;*
- *to provide and improve technical information and advice on the conservation of Africa's elephants...*
- *to promote and catalyse conservation activities on behalf of Africa's elephants...*
- *to build capacity through the exchange of ideas, information and technical expertise among the members of the Group.*

As can be seen, these objectives were the same as those of the AfESG itself (page 2). Full details of the objectives and intended results are shown in the logical framework at Annex 5.

AfESG disbursement of project funds was slow at first, partly because the group had secured shorter-term funding from other sources to sustain some of its activities while the EC grant was negotiated. The AfESG was then reluctant to draw down much of the EC funding before it had exhausted the funds from these other sources. Ultimately, in a rider signed by the EC in March 2003, the duration of the project was increased to

54 months, terminating on 30 November 2004. In the same rider, a number of minor modifications were made to the logical framework, including substantive indicators for the activities and inputs. This current version of the logical framework is also shown in Annex 5.

This project was notable in that it essentially provided core funding to the AfESG. As we have shown, the objectives of the project were the objectives of the group as stated in its official terms of reference, and were stated as a series of activities that the group would undertake. These activities spanned the full range of work in which the group was then engaged or to which it was committed for the coming years.

It is important to recognise that the project agreement was signed by the Secretariat of IUCN, as the contracting legal entity that would receive the EC funds on behalf of the Secretariat of the AfESG. The commitments made in the project agreement were commitments by the Secretariat of the AfESG, and not by its volunteer members. At the same time, however, the AfESG Secretariat would be unable to deliver on these commitments without the active engagement of many of the members. These complexities are not unusual in IUCN. Its member organisations, Secretariat and volunteer members of Commissions are often combined in permutations of funding and execution that can baffle the outsider but are intended to ensure that the whole is more than the sum of its disparate parts.

Over its life span, this EC-funded project has provided about half of the AfESG's total budget. Other donors have included the United Kingdom Department for Environment, Food and Rural Affairs (DEFRA); the United States Fish and Wildlife Service (USFWS); the World Wide Fund for Nature (WWF); Conservation International's Critical Ecosystem Partnership Fund; the International Elephant Foundation and the Chicago Zoological Society.

1.3. Objectives of this evaluation

The objectives of this evaluation, as stated in the TOR at Annex 1, are to assess the performance of the EC-funded project against its objectives, and to identify lessons from the experience of the project that may be relevant to future projects and initiatives. The TOR require use of five evaluation criteria: effectiveness, relevance, impact, efficiency and sustainability. They indicate that the criteria of efficiency, effectiveness and sustainability are particularly relevant for this evaluation.

1.4. Approach taken

The immediate issue arising from the TOR for this evaluation is whether it is feasible to separate evaluation of the EC support project from evaluation of the AfESG as a whole, given that the project provided core funding across most of the group's activities. We soon concluded that such a separate evaluation is not feasible. We therefore indicated in an inception report to the AfESG that we would interpret the TOR as an evaluation of the general performance of the group since 2000 when the EC grant took effect. Where relevant, of course, we have given special attention to issues peculiar to the execution of this project, notably in the administrative and budgetary fields.

We have complied with the TOR requirement that five evaluation criteria be used, but have addressed them in what seems a more useful order: first, the relevance of the project and, by extension, the work of the AfESG as a whole; secondly, the effectiveness of this work; thirdly, the efficiency of the group's operations, with particular reference to the execution of the EC project; next, the impact of the group's work over the EC-funded period, and finally, questions of sustainability. As required, we have given particular attention to the second, third and fifth of these criteria.

We have based our evaluation on three types of evidence. Two of these are mentioned in the TOR; the third is not:

- the extensive documentation that is available on the activities of the AfESG, much of which was provided by the Secretariat in Nairobi. A list of documents consulted is shown at Annex 7;

- semi-structured interviews in French and English with a range of informants, including but not limited to those mentioned in the TOR. A list of these informants is shown at Annex 6;
- a confidential questionnaire survey that was sent by e-mail to a list of informants, many but not all of whom were suggested by the AfESG Secretariat. This list included all members of the group, as well as representatives of related organisations and of some donor agencies. The questionnaire, which is reproduced in English at Annex 3, was prepared in English and French and sent to a total of 72 people. Of these, 36 (50%) returned it (see Annex 6). A number provided valuable commentary as well as ticking the boxes. Overall, the questionnaire proved to be a useful summary of opinions about the AfESG. There is a risk of bias in that most of the respondents were either members or staff of the group. But the nature of the responses suggests that most were prepared to be objective in their answers. This was confirmed by follow up interviews that we held with a number of questionnaire respondents.

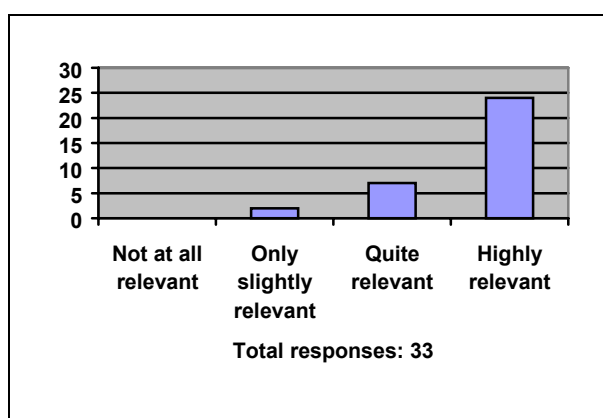
2. Relevance

2.1. Relevance of project objectives and activities

The objectives and activities of the AfESG have been, and remain, highly relevant to the conservation of African elephants. This is the general view of the informants contacted for this evaluation, and is shown in the responses to question 1 in our questionnaire (Annex 3). Almost three quarters of those who replied to this question said that the work of the AfESG since 2000 has been ‘highly relevant’ to the conservation of Africa’s elephants. One respondent summed up the group’s relevance by pointing to its continental overview; its ability to bring expertise together for focused interventions such as short term advisory missions and technical manuals, and the contribution it makes by sharing expertise. Such is the centrality of the group in African elephant conservation that it is sometimes seen to be setting the agenda, and thus helping to define the generally endorsed priorities against which we now seek to measure its relevance.

Figure 1. Relevance of AfESG to African elephant conservation

How relevant has the work of the AfESG since 2000 been to the conservation of Africa’s elephants throughout their range?

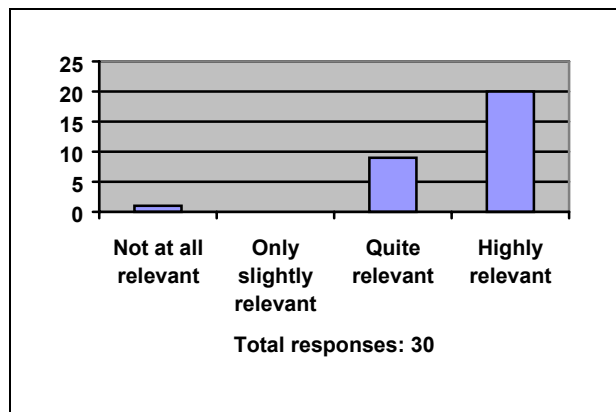


Source: responses to questionnaire.

The target users of the AfESG’s output, and thus the output of the EC-funded project, are implied by the TOR of this evaluation to be range state government agencies; NGOs, inter-governmental organisations and non-range state governments. (We deal with the effectiveness of the group in giving information and advice to these different types of agency in section 3.2 below.) The project document for the current EC support describes the ‘beneficiaries and parties involved’ as governments, donors and scientists. To get a broad picture of the relevancy of the AfESG’s work to these various types of user and beneficiary, we asked questionnaire respondents how relevant they felt that work had been to their organisation’s efforts in African elephant conservation. Some people felt that they could not answer this, for example because they were freelance consultants not working for any organisation, or because their donor agency had no direct programme for African elephant conservation. The responses that were received are shown in Figure 2 below. Many people working in elephant conservation and research agencies cited specific ways in which their organisations and programmes had benefited from AfESG and support. These tended to be practical kinds of support, rather than strictly academic or scientific ones. Others quoted the topicality and value of recent AfESG initiatives, for example on translocation and elephant corridors. On the other hand, there were comments from Central Africa that the relevance of the group to their region is limited by what they considered to be its inadequate presence and programmes there. Several responses emphasised the value of interaction with elephant conservation specialists and programmes from other parts of the continent.

Figure 2. Relevance of AfESG to respondents' organisations

How relevant has the work of the AfESG since 2000 been to your organisation’s contribution to the conservation of Africa’s elephants?



Source: responses to questionnaire.

It can be seen from the data above that one respondent was quite negative about the relevance of the AfESG and its work. This may represent a broader debate about what kind of elephant conservation effort is most needed in Africa. Some field conservation workers believe that direct field engagement with conservation and human-elephant issues is what is most urgently needed, and that the AfESG, by working more on advisory services, data management and policy issues, has the wrong focus. However, most observers support the group’s approach, which is to recognise the essential contribution made at field level by many who are dedicated to African elephant conservation (including most of its own members) but to concentrate its own efforts at these other levels. The group’s relevance is thus as a co-ordinating, integrating, catalysing and advisory agency rather than through direct field intervention. At the same time, these roles draw their strength from the direct field engagement of AfESG members, and several of the guidelines and strategies developed by the group have been tested through its own pilot activities in the field.

As we have noted, the EC project was designed to provide core funding to the AfESG, supporting a wide range of the group’s activities. Although it is unusual to fund core costs through this kind of project, we conclude that, in this case, the design of the project was sound in terms of targeting the needs and problems of the right beneficiaries – those committed to conservation of the African elephant.

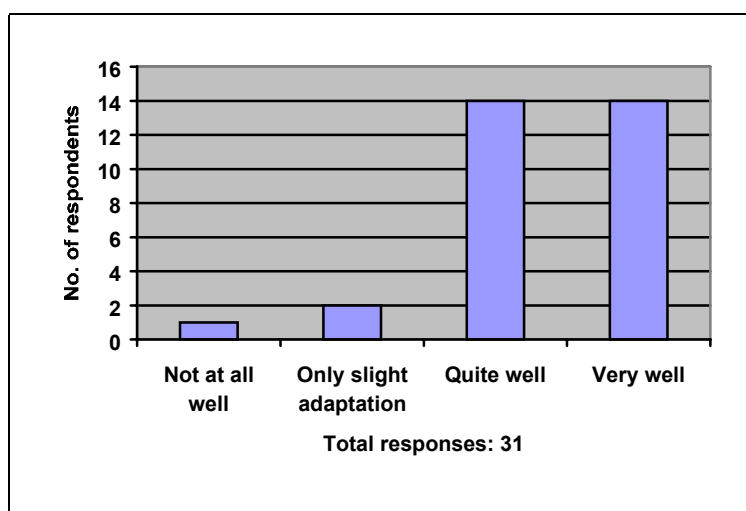
2.2. Relevance in a changing world

Clearly, relevance is a relative concept. Among the many who are dedicated to African elephant conservation, priorities vary widely. There also shifts over time in the context for these efforts, and in the general consensus about suitable strategies for elephant conservation on this rapidly changing continent. National, regional and global policy frameworks continue to evolve, for instance, as do the array of institutions concerned with African elephants and the respective roles that these institutions play. CITES debates and procedures have moved forward, although controversy persists. Over the last decade there has been increasing emphasis on the rights of the rural poor in African nature conservation, and more careful attention to the concept of sustainable use. This stronger concern with socio-economic issues has its advocates and detractors in the world of African elephant conservation. Some consider it a wasteful distraction; a probable majority consider it an essential strategy for the survival of the species.

The TOR for this evaluation ask, as an aspect of the AfESG's effectiveness, whether the group has adapted well to changing circumstances and context, and how well it has responded to this shifting focus from species-specific conservation to sustainable development and poverty reduction. This adaptability is an aspect of effectiveness; but answers to these questions are also an important index of the perceived relevance of the group in these changing times. They are therefore presented here.

Figure 3. How well has the AfESG adapted to changing circumstances and context?

How well has the AfESG adapted since 2000 to changing circumstances and context in the field of African elephant conservation and management?

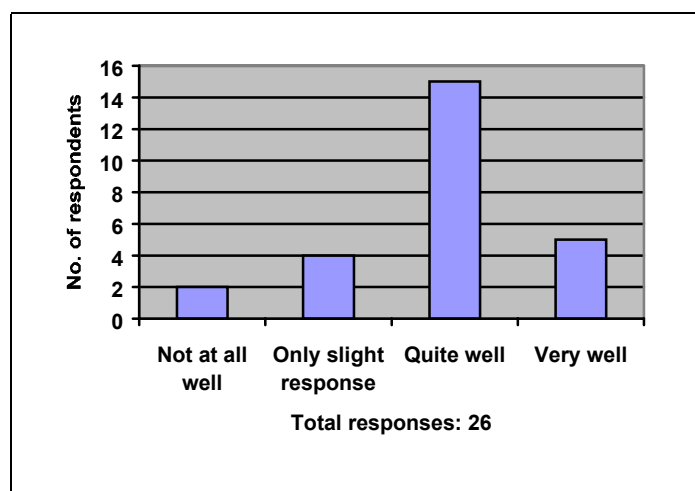


Source: responses to questionnaire.

As can be seen from Figure 3, the verdict on the AfESG's ability to stay relevant by adapting to changing circumstances and context is generally positive. The fact that so many people only found it had done 'quite well' in this regard probably reflects the widely varying views about what the priorities are and how much AfESG should shift, or has shifted, to reflect the way they change. On the other hand, as we pointed out above, one view of the group's role is that it is at the forefront of determining the African elephant conservation agenda, and is therefore relevant almost by definition. A recent example is its establishment of a working group to address local overpopulation of elephants, which is becoming a pressing concern in some areas.

Figure 4. AfESG response to growing emphasis on sustainable development and poverty reduction

How well has the AfESG responded since 2000 to the shifting focus, in the broader conservation world, from species-specific conservation to sustainable development and poverty reduction?



Source: responses to questionnaire.

The smaller number of responses to the question about sustainable development and poverty reduction (Figure 4) reflects the strong views of some elephant conservation specialists. They considered the question irrelevant and not worth answering, because in their view the AfESG should stick to the technical issues of African elephant conservation and not be diverted into fields that are outside its mandate and competence. Some would argue that, by recognising these socio-economic concerns, the group has diminished its relevance. Others, of course, believe the opposite, arguing that the group is not doing enough to oppose the current drift back to ‘fortress conservation’, or to promote sustainable use of elephants by the poor. This is typical of the controversies through which the AfESG must steer. The consensus, which we share, is that the group has played an admirably neutral role amidst these many standpoints, while proactively building new agendas and recognising the importance of poverty reduction and sustainable use for elephants as well as people. Many respondents emphasised the relevance of the group’s contributions in the field of human-elephant conflict, where it has played a central role in consolidating knowledge and approaches. In our view, the group has enhanced its relevance by giving greater attention to the livelihoods of the rural poor in African elephant conservation and by emphasising the need to resolve human-elephant conflicts. We recommend that it maintain its awareness and action in these fields.

3. Effectiveness

3.1. Compilation and synthesis of information

One of the four objectives of the AfESG, as stated in its TOR and in the logical framework for the EC-funded support project, is “to compile and synthesise information on the conservation and status of the African elephant across its range” (see box on page 2, and Annex 5). This has been a core activity of the group during the period of EC support, focused on continuous improvement of the African Elephant Database (AED) under the supervision of the Data Review Working Group (DRWG). The DRWG is one of a number of standing groups of members that the AfESG assigns to ongoing tasks or issues. EC funding has been used to employ a Database Manager in the Nairobi office since 2001. He has achieved a substantial upgrade of the AED over the last three years, and helped ensure that the 2002 African Elephant Status Report

(Blanc *et al.*, 2003) was a significant improvement on its predecessor, the AESR of 1998. It is available in book form, and can be downloaded from the AfESG web site, in English. So far, the AESR book has been distributed to some 479 users. This pales into insignificance compared with the number of downloads, which totalled 6,000 during just the first two weeks of its availability on the web site. This suggests substantial use of AfESG technical information, although of course it is hard to confirm whether that use is by the group's target users. Translation of the AED into French is about to start. Due to lack of funds for printing, the French version will only be available in digital form.

The AED itself is now stored in computers and managed with geographic information system and relational database software. It is continuously upgraded, as the Database Manager and the DRWG obtain new elephant survey data (often from AfESG members), with a formal update taking place each year. The annual updates are not printed in book form, but (once approved by the DRWG) supplement the material that can be supplied by the Database Manager in response to requests for information. Anyone seeking AED information that is not in the published AESR can apply to the AfESG but must comply with the group's Data Access and Release Policy. Because of the sensitivity of some of the data included in the AED, the group does not allow direct access to the database. Instead, the Database Manager sends extracts from it to applicants if their requests are approved by the DRWG. To date, 16 such requests have been granted and data sent to applicants. No applications have been refused.

The AfESG works closely with MIKE on elephant data. Ties are particularly close at present because of the close proximity of the AfESG and MIKE offices, and the fact that MIKE currently has no data manager of its own. The AED is now recognised as the official repository of African elephant population data for MIKE (but not of elephant killing data, which are managed by MIKE itself). At CoP 12 of CITES in 2002, AfESG was asked to help define, in consultation with the MIKE Central Co-ordinating Unit, the geographical scope and nature of the baseline data that MIKE must provide before the ivory exports agreed at CoP 12 can be approved. This was done at the 49th meeting of the CITES Standing Committee.

The AfESG web site (<http://iucn.org/themes/ssc/sgs/afesg/>) has also been significantly upgraded during the EC project period. Available in English and French, the site provides many of the data and guidelines that the group has developed. In addition to the AED, users can download all editions of *Pachyderm* since the journal was first published in 1983; many documents on human-elephant conflict (including the Decision Support System Manual on this subject, in English, French and Portuguese); and a range of other publications, including (again in the three languages) the AfESG Guidelines on the *In Situ* Translocation of African Elephants for Conservation Purposes.

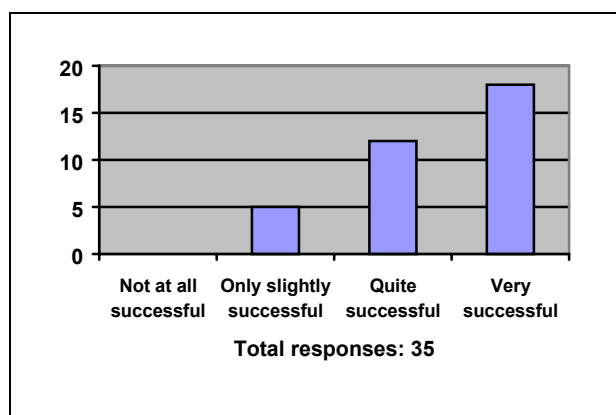
While it has achieved major improvements in information provision via its web site, the AfESG remains aware of the need to continue with paper publication of key documents, since adequate web access remains scarce or completely unavailable in many parts of Africa. During the review period, it has maintained and expanded the African Elephant Library, in partnership with Save the Elephants (which maintains a duplicate collection of the library at its Nairobi office). The web site also provides a link to the African Elephant Bibliography, which is an annotated catalogue of the library. The AfESG Nairobi office sends scanned or paper copies of documents from the library on request, although budget constraints mean that it has to charge for this service.

Production of *Pachyderm* has continued during the period of the EC grant. The AfESG Secretariat carries much of the substantial administrative load involved in publishing this high quality journal, and is active in soliciting submissions from African elephant specialists. A number of our informants commented on the value of *Pachyderm* as a widely distributed source of information about the species and its conservation.

During the EC project period, the AfESG has been very successful in compiling and synthesising information on the conservation and status of the African elephant. This is reflected in the responses to our questionnaire on this issue.

Figure 5. Success of the AfESG in compiling and synthesising information

How successful has the AfESG been since 2000 in compiling and synthesising information on the conservation and status of the African elephant?



Source: responses to questionnaire.

However, much remains to be done before the coverage of the AED can be considered comprehensive, or its contents fully accurate. The data are fairly reliable for East and Southern Africa. But especially in Central Africa, accurate information about elephant numbers and distribution remains scanty, and much of the material on this region in the AED has had to be based on estimates. For the continent as a whole, the AfESG emphasises that it still cannot accurately say how many elephants there are. It spends a lot of time explaining the nature of the data, and the risks of speculating about elephant numbers, to those who expect a simple answer to this question.

3.2. Provision and improvement of technical advice

The AfESG's provision and improvement of technical advice are linked in many ways to its provision and improvement of technical information over the period of the EC project, as outlined in section 3.1 above. Here we focus on the group's advisory work, while recognising that this is often integrated with the collection and provision of information. This advisory work can be divided into three categories. First, there are a number of themes that the group, often in the agenda-setting role to which we referred in section 2.1, has identified as needing concerted attention. Secondly, the AfESG plays a structural advisory role in certain key global processes with regard to African elephant conservation. Thirdly, it responds on an *ad hoc* basis to requests for technical advice. Some of these requests concern key current themes, notably human-elephant conflict. Others call on the group's established reputation in promoting elephant conservation through support for the development of national and regional elephant conservation strategies. We focus on this last role in section 3.3 below.

3.2.1. Priority issues for technical advice

Human-elephant conflict is a matter of major and growing concern in many parts of the African elephant's range. The AfESG has long recognised the importance of the issue. During the period of EC support its Human-Elephant Conflict Working Group (HECWG) continued its work, achieving a significant improvement in the advice available on the issue with the publication in 2001 of a 'Decision Support System for Managing Human-Elephant Conflict Situations in Africa' (Hoare, 2001). This document is now also obtainable in Portuguese and French, although the quality of the French translation is very poor. This and a substantial number of other publications produced by and in association with the HECWG mean that a valuable range of information and advice is now available to extension staff and natural resource managers concerned with conflicts between people and elephants. More needs to be done, however, and some reports from the field suggest that the Decision Support System needs improvement. Meanwhile, with funding from

WWF International, the AfESG launched a field programme for the testing of HEC mitigation tools in 2002. This programme, which was intended to operate at nine sites across Africa, has run into problems, mainly due to lack of local capacity. In 2004, it has been restructured. It will now focus on the development of an AfESG-approved training curriculum for HEC mitigation, linked to the training of key people from pilot sites. It will link to a longer-term plan that emphasises the vertical integration of action on HEC, linking field efforts through to policy design and delivery. Although the AfESG does not intend to intensify its activities at field level, it increasingly emphasises the need for this vertical integration between local action and appropriate measures at policy levels. For the HEC work, this initiative is expected to focus initially on Burkina Faso and Tanzania, where trainees will be drawn from MIKE data collection sites.

Another increasingly topical issue in African elephant conservation is the **translocation** of the animals from one place to another. The AfESG continues to oppose the removal of African elephants from the wild for any captive use, but recognises that translocation to other natural areas may be appropriate in certain cases. During the period of EC support, it set up a Re-introduction Task Force (RTF), which produced draft guidelines on the '*In Situ* Translocation of the African Elephant for Conservation Purposes' in 2002. This work was done in consultation with the SSC's Re-introduction and Veterinary Specialist Groups. Following review and revision, these guidelines have since been published, and can be downloaded from the web site, in English, French and Portuguese (Dublin and Niskanen (eds.), 2003a,b). In this case, the French translation is good. The AfESG's translocation work is another instance of its providing and improving technical information and advice during the EC-funded support project. The guidelines are already in use in various parts of Africa. As will be noted below, this is a field in which the group is sometimes asked for specific guidance. The most prominent example of this during the reporting period was the request from Senegal for technical advice on a planned relocation of elephants to that country from Burkina Faso. A team of AfESG members, together with the Co-Chair of the Veterinary SG and the AfESG Programme Officer for West Africa, investigated the issue on site and recommended that the translocation should not proceed unless various conditions could be met.

Also increasingly urgent in some parts of Africa is **overpopulation** of elephants, which threatens to destroy their local environments and aggravate conflict with humans. The AfESG has responded with establishment in late 2003 of a task force on this issue. Again, the intention is to produce a manual of guidelines and to improve the technical advice available in Africa on this aspect of elephant conservation.

3.2.2. The AfESG's structural role in advisory services for African elephant conservation

With its global role in combating international trade in endangered species, **CITES** is a key multilateral agreement for elephant conservation. Trade in ivory and other elephant products has been one of the most dominant and controversial fields of CITES debate. The AfESG is widely respected for the neutral advisory role it has played in CITES deliberations and in support to African elephant range states' preparations for CITES Conferences of the Parties. During the 1990s CITES was sometimes almost overwhelmed by bitter debates about the ivory trade. Having succeeded in making peace within its own ranks around an impartial technical role and image, AfESG went on to inform and improve CITES deliberations through its provision of neutral advice – strictly based on technical and scientific considerations - about the implications of various policy options. This was in the best tradition of IUCN as an impartial technical agency that is committed to conservation, and did much to strengthen the global reputation of the AfESG. Some informants suggested to this review that the AfESG can take some of the credit for the gradually improved ability of CITES to address elephant trade issues constructively. During the period of the EC support project, the AfESG contribution has centred on advisory inputs at African elephant Range States Dialogue meetings that are held in advance of CITES CoPs, as well as a strong advisory presence at the CoPs themselves. At the forthcoming 13th CoP of CITES in Bangkok, the Chair of the AfESG has been asked to chair the important Committee 1, which deals with often controversial proposals to amend the Appendices to the Convention.

As noted in section 3.1, the AfESG works closely with the CITES **MIKE** programme, providing the official data base for MIKE on African elephant numbers across the species' range. The MIKE system for checking whether the illegal killing of elephants is increasing or decreasing is the agreed mechanism for defusing controversy in CITES over the ivory trade, by providing objective data that can support decisions about whether ivory sales by specified range states can proceed. It depends heavily on the AfESG, eight of whose

members serve on its Technical Advisory Group (TAG), and whose Secretariat is in daily liaison with the adjacent MIKE head office. The AfESG played a major role in developing the MIKE approach and methods, and continues to provide frequent advisory inputs to the MIKE management and TAG. MIKE's dependence on AfESG expertise provides a strong rationale for integrated funding of these two objective scientific agencies at the heart of African elephant conservation.

AfESG members often contribute data from the field to MIKE. They do this too for the **Elephant Trade Information System** (ETIS) of TRAFFIC, the joint IUCN-WWF programme for monitoring trade in wildlife and wildlife products. ETIS, which was established under the supervision of the CITES Standing Committee alongside MIKE, now has a TAG on which two AfESG members sit. Although there are no direct links between their databases, ETIS relies heavily on the AED maintained by the AfESG. Its manager, in turn, is a member of the AfESG and told this review that ETIS benefits in broader ways from its collaboration with the world of elephant conservation science that the AfESG represents. Through ETIS, as through MIKE, the AfESG has thus contributed to the provision and improvement of technical information and advice on African elephant conservation.

The IUCN **Red List of Threatened Species**, produced by the SSC, is the leading global statement on threats to biodiversity. Many of the SSC Specialist Groups contribute data and analysis to the Red List process. The AfESG did this in 2003-2004 for the African Elephant, working intensively on an updated 'Red Listing' during its members' meeting at Mokuti in Namibia in December 2003 and concluding the process this year. The data and analysis provided by the AfESG for this exercise were a significant improvement on those used for earlier 'Red Listing' of the species. The Red List Secretariat commended the AfESG's submission for its clear and rational presentation.

3.2.3. An overview of requests for advice from the AfESG

The AfESG regularly receives requests for advice. Many of these requests concern the most topical current issues in African elephant conservation, notably those discussed in section 3.2.1 above. Many others concern the development of regional and national elephant conservation strategies, which we shall discuss in section 3.3 below. The following table presents an overview of the major requests that have been received during the EC support project period, based on AfESG reports and further information provided by the Secretariat. It excludes the many requests for information that the Secretariat receives, as well as many smaller requests for advice by researchers and day-to-day enquiries from colleagues in African elephant conservation.

Table 2. Overview of requests for advice from the AfESG

Year	Country/ region	Type of agency making request	Subject	Comments
2004	Africa	IUCN headquarters	Request to review IUCN analyses of elephant proposals to CITES CoP 13	
2004	Africa	CITES Secretariat	Request for advice to Range States Dialogue	
2004	Sierra Leone	Government	Development of elephant management strategy	
2004	Benin	Government	Request for assessment and recommendations on HEC	
2004	Rwanda	Government	Request for advice on problem elephant control	
2003	Africa	NGO	Request for advice on WWF International African Elephant Programme	
2003	Central Africa	Governments	C Africa conservation strategy	Ministerial endorsement of need for strategy; mandate given to AfESG
2003	Southern Africa	Governments	Southern Africa conservation strategy	Request came from SADC via SASUSG
2003	Guinea	Government	Review of national elephant conservation strategy	

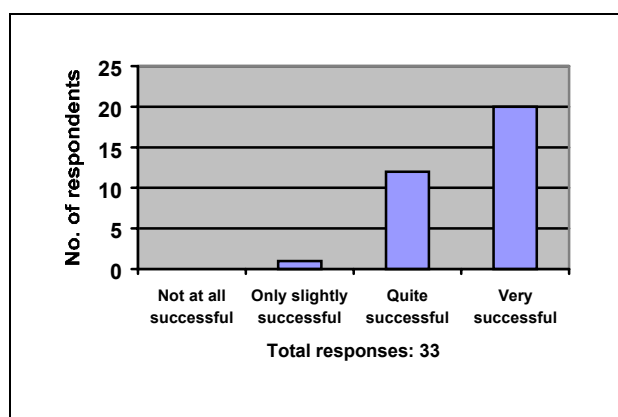
Year	Country/ region	Type of agency making request	Subject	Comments
2003	Nigeria	Government	Development of national elephant conservation strategy	
2003	Kenya	Government	Development of national elephant conservation strategy	
2003	South Africa	NGO	Development of national elephant conservation strategy	NGO: Elephant Management and Owners Association
2003	Mali	Government	HEC	
2003	Cameroon	Donor	Capacity building for project staff	Donor: GTZ
2003	Togo	Donor	Review proposal for participatory elephant management in Togo	Donor: USFWS
2003	Côte d'Ivoire	Government	Development of national elephant conservation strategy	Donor: USFWS
2003	Gabon	NGO	Priorities for elephant conservation strategies in Gabon	WWF contacted Programme Officer for Central Africa for advice on best way forward
2003	Global	NGO	HEC	Request from IUCN SSC Crocodile Specialist Group for advice as they prepared human-crocodile conflict work
2002	Africa	IUCN headquarters	Request to review IUCN analyses of elephant proposals to CITES CoP 12	
2002	Africa	CITES Secretariat	Request for advice to Range States Dialogue	
2002	Africa	Governments	Redefinition of MIKE baseline	Request made at Santiago CITES CoP
2002	West Africa	Governments	Development of strategic plan for cross-border elephant corridors	AfESG Chair invited to facilitate. Donor: CEPF
2002	Mozambique	Government, NGO	Advice on translocation	
2002	Togo	Government	Development of national elephant conservation strategy	Donor: USFWS
2002	Benin	Government	Development of national elephant conservation strategy	
2002	Mali	Government	Proposal for national strategy planning workshop	
2002	Botswana	Government	Request to AfESG Chair participate in first workshop on development of national elephant conservation strategy	Due to short notice, Chair could not attend.
2002	Guinea	Government	Development of national elephant conservation strategy	
2002	Niger	Government	Development of national elephant conservation strategy	Donor: USFWS
2002	Nigeria	Government	Development of national elephant conservation strategy	
2002	Burkina Faso	Government	Advice on elephant issues	Request from PRONAGEN, an NRM programme
2002	Namibia	Government	Request for data on African elephant numbers	
2001	Senegal	Government	Advice on translocation from Burkina Faso to Senegal	
2001	Burkina Faso	Government	Development of national elephant conservation strategy	AfESG Chair asked to attend planning workshop, but unable to do so

3.2.4. Overall effectiveness in the provision and improvement of technical advice

Our questionnaire (Annex 3) asked a number of broad questions about the effectiveness of the AfESG in providing and improving technical information and advice, and about the quality of those services. The responses were generally positive and coincide with our own observations. As can be seen from Figure 6, most respondents felt that the AfESG had made significant improvements to the quality of its information and advice during the period of EC support. Ninety percent of those who expressed an opinion felt that these products were ‘state of the art’ (Figure 7). The internet and enhanced data management software (notably GIS) have made a major contribution in this regard. Many respondents described AfESG information and advice as ‘very easy’ to understand, but slightly more said that they were ‘quite easy’. Nobody felt that they were ‘not at all’ or ‘not very’ easy to understand (Figure 8). As usual in the work of the AfESG, language is a key issue here. Efforts have been made to translate the group’s output into French and Portuguese, although in the case of French we could see that the quality of these translations was not always adequate. Much more could be done in this regard, but we recognise that the availability of funding for translation is an important constraint.

Figure 6. Overall success of AfESG in improving the quality of information and advice

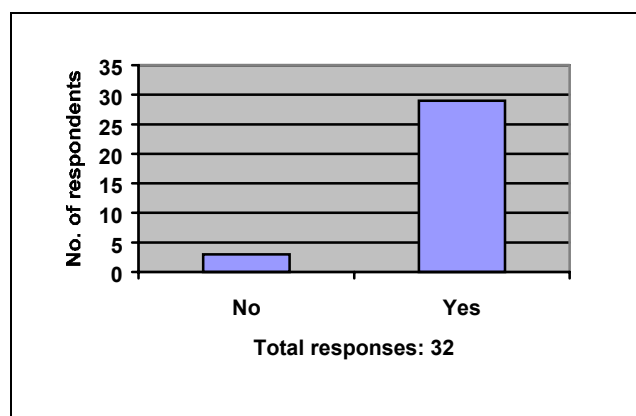
How successful has the AfESG been since 2000 in improving the quality of technical information and advice on the conservation of Africa’s elephants?



Source: responses to questionnaire.

Figure 7. Whether AfESG’s technical information and advice are state of the art

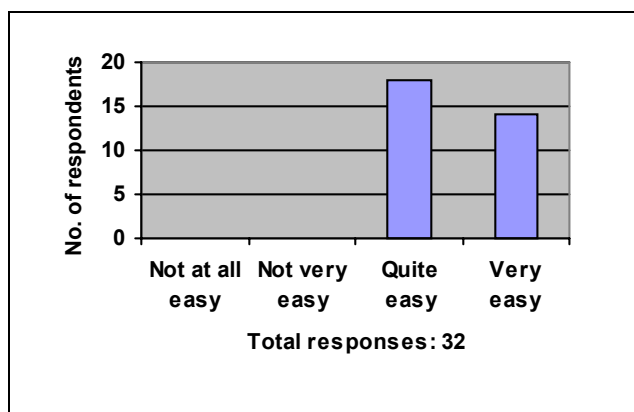
Would you describe the AfESG’s technical information and advice as state of the art?



Source: responses to questionnaire.

Figure 8. Clarity of AfESG’s technical information and advice

Are the AfESG’s technical information and advice presented in a way that is easy to understand?



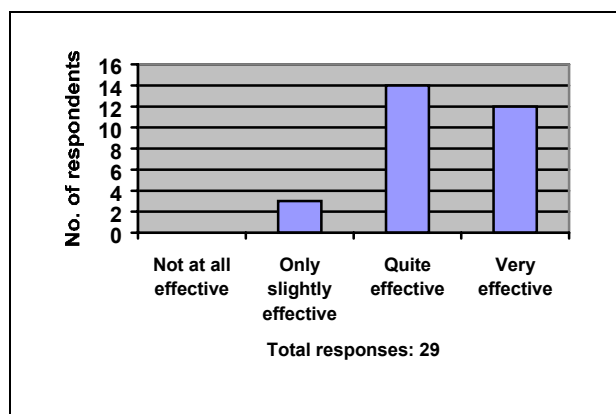
Source: responses to questionnaire.

3.2.5. Effectiveness in delivery to different user groups

Our questionnaire asked in turn about provision of information and advice to each of the four sets of users identified in the AfESG’s TOR. As the focus moved away from range state governments through NGOs to international agencies and non range state governments, fewer and fewer respondents felt qualified to offer an opinion.

Figure 9. Effectiveness of AfESG in giving information and advice to range state governments

How effective has the AfESG been since 2000 in providing technical information and advice on the conservation of Africa’s elephants to range state government agencies?



Source: responses to questionnaire.

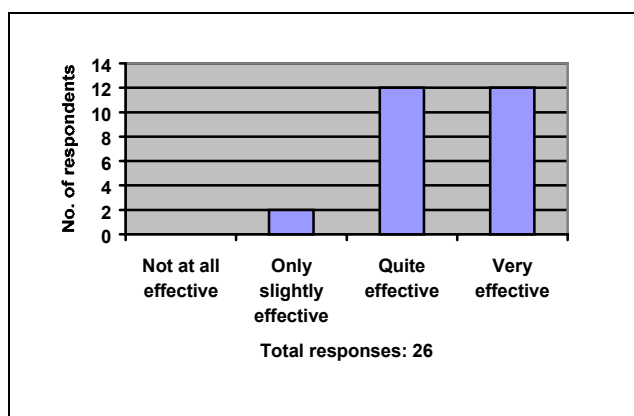
Our respondents were generally positive about the support that the AfESG gives to range state governments. Indeed, the group is notable among SSC SGs for the intensity of its involvement at government level, and the number of government personnel who are members. One informant said that the AfESG is probably the best known SSC SG as far as African governments are concerned. Others praised the group for its many helpful responses to government requests for information and advice, and approved of the growing number of African experts who are national focal points for the AfESG. In West and Central Africa, however, there is a

feeling that more should be done to strengthen the group’s representation and its ability to interact with governments. An alternative view, of course, is that many AfESG members, as civil servants, are advising governments not on behalf of the group but as part of their line functions – and that the role of the AfESG *per se* should not be exaggerated in this regard.

One notable activity during the review period was the AfESG’s initiative to work with West African governments to develop action plans for the five areas with the largest remaining cross-border elephant populations in the region. This work on cross-border elephant corridors was funded by the Critical Ecosystems Partnership Fund of Conservation International. It is generally regarded as having been a positive step, although more funds are needed to put the plans that were developed into action and co-ordination with a parallel corridor initiative in Côte d’Ivoire appears not to have been successful.

Figure 10. Effectiveness of AfESG in giving information and advice to NGOs

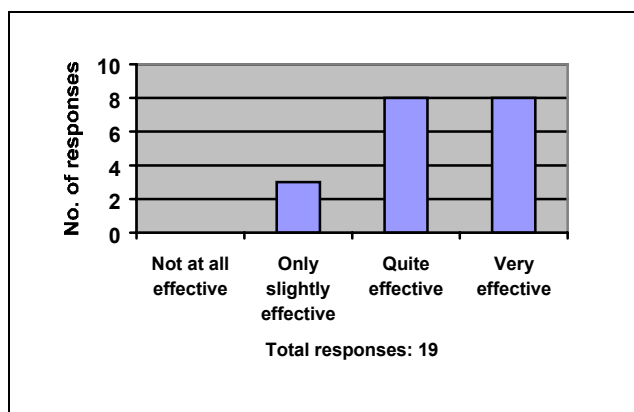
How effective has the AfESG been since 2000 in providing technical information and advice on the conservation of Africa’s elephants to non-governmental organisations?



Source: responses to questionnaire.

Figure 11. Effectiveness of AfESG in giving information and advice to inter-governmental organisations

How effective has the AfESG been since 2000 in providing technical information and advice on the conservation of Africa’s elephants to inter-governmental organisations?



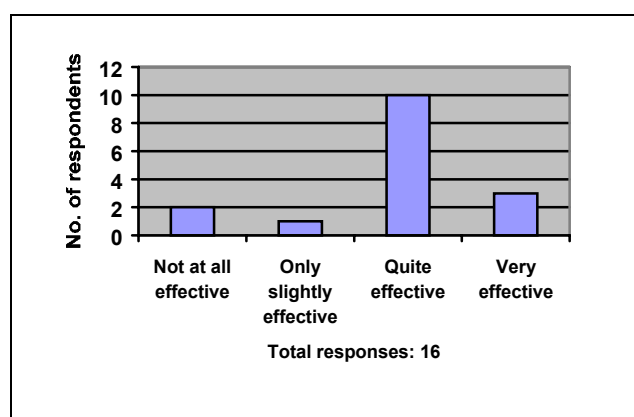
Source: responses to questionnaire.

We have already discussed a number of AfESG interactions with inter-governmental organisations, notably CITES, MIKE and ETIS (section 3.2.2). In addition, the group has worked intensively with the Convention on Migratory Species (CMS) with regard to its Memorandum of Understanding on the African elephant with the governments of West Africa. The CMS, which describes the AfESG as having a “big footprint” in West Africa, has agreed with the group to incorporate the regional African elephant conservation strategy that the AfESG had helped West African governments to develop into this MoU. CMS further proposes that the AfESG be nominated as the technical adviser for the MoU.

There have also been interactions with several inter-governmental organisations within Africa. The Southern African Development Community has approached the group for advice on a regional elephant conservation strategy (Table 2). In Central Africa, the lobbying role of the AfESG resulted in the integration of key elephant conservation elements in the policy and strategies of the Conférence des Ministres en charge de Forêts d’Afrique Centrale (COMIFAC). The action plan for the environment initiative of the New Partnership for Africa’s Development (NEPAD) mentions the West African Elephant Conservation Strategy as a priority project for the region. Other interactions with regional bodies in francophone Africa, such as the Union Economique et Monétaire Ouest Africaine (UEMOA) and the Comité Permanent Inter Etats de Lutte Contre la Sécheresse au Sahel (CILSS) are reported to have been less successful, mainly because of these organisations’ lack of capacity to engage fully with the group.

Figure 12. Effectiveness of AfESG in giving information and advice to non-range state governments

How effective has the AfESG been since 2000 in providing technical information and advice on the conservation of Africa’s elephants to non-range state governments?



Source: responses to questionnaire.

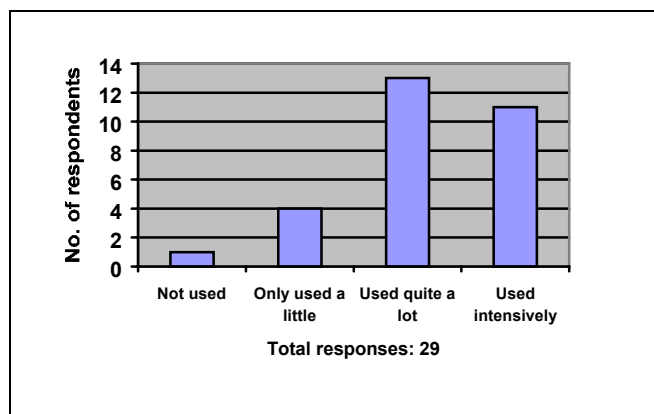
Although fewer respondents felt they could comment on the AfESG’s service to non-range state governments, the funding that the group receives from the British and United States governments is indicative of the value that these two non-range states ascribe to it. (The head of the United Kingdom delegation to CITES attended the last members’ meeting of the group.) A few people took a bleaker view, arguing that the world’s governments remain unenlightened about African elephant conservation and that the AfESG therefore cannot have been effective in this regard.

To conclude the enquiry about the AfESG’s effectiveness in providing technical information and advice to users, the questionnaire asked how much use the respondent’s organisation had made of these outputs during the period under review. Most replied that they had been used either ‘quite a lot’ or ‘intensively’. Examples that respondents mentioned included raising awareness of elephant conservation among rural people, developing national action plans, reviewing elephant conservation projects and managing conservation areas. A few AfESG members felt that the balance of delivery was the other way round, and that their organisations

could either generate all the information and advice they needed or were delivering more to the group than they were receiving from it.

Figure 13. How much respondents' organisations use AfESG's information and advice

How much use has your organisation made of AfESG's technical information and advice since 2000?



Source: responses to questionnaire.

3.3. Promotion of elephant conservation

A key concern in the TOR for this evaluation is the extent to which the AfESG has promoted and catalysed African elephant conservation activities. How effective has the group (and the EC's support for the group) been in achieving such action? Might this action have been achieved without the EC project – which is more or less the same as asking whether it could have been achieved without the AfESG? How much progress does the achieved action really represent?

As we have pointed out, the AfESG is noted for its high level of contact and representation at the level of governments. It does not engage directly in field work, except for pilot or experimental purposes. As one observer pointed out to us, it thus avoids the problem of competition with its members that the IUCN Secretariat has often encountered by engaging in field projects. Much of the AfESG's emphasis is at the level of policy. A few conservationists therefore dismiss it as irrelevant to the urgent threats facing the African elephant in the field, but we believe that the group's priorities are correct. Achieving appropriate policy for species conservation is important, although it must of course be linked to continuous collection of relevant field data and to effective action on the ground. We endorse the group's increasing emphasis on vertical integration in the promotion of action to conserve African elephants, as in its restructured programme on HEC (section 3.2.1).

Significant action for African elephant conservation is achieved, directly or indirectly, by **non-range states** and through **inter-governmental organisations**, agencies and processes. We outlined the role of the AfESG in supporting such action – for example, through CITES – in sections 3.2.2 and 3.2.5 above. It is clear that the group has been effective in this support, and that CITES and related programmes such as MIKE and ETIS would be significantly weaker if the AfESG had been unable to provide it – which would probably have been the case had the EC grant not provided half of its budget since 2001. Indeed, it is hard to imagine MIKE functioning at all without the inputs that the AfESG has made to its design and operation. However, it is too soon to say that MIKE has been effective. It needs stable funding for some years to come if it is to achieve its function. The AfESG needs similar funding security if it is to continue helping MIKE to work towards its goals (section 6.3).

There are two ways in which the AfESG can achieve elephant conservation through **NGOs**. First, it can promote appropriate action by the large international conservation NGOs, many of which have major

programmes in Africa. The group sometimes achieves results in this way, but strategic differences often complicate these relationships. Some of the major conservation organisations focus more on pure conservation than the AfESG, and can be impatient with the group's neutrality on issues such as sustainable use and trade. They can also disagree with the group's preference for policy and co-ordination work rather than direct field intervention. These differences are even perceived, in the case of Central Africa, to cause some international NGOs to discourage or oppose AfESG initiatives. (It is notable that the AfESG has not been able to find support for any of its work from the US\$ 30m Congo Basin Forest Partnership.) In such ways, the group's effectiveness is reduced. But, secondly, the AfESG does achieve more direct results through its interaction with some more local NGOs in Africa. It has interacted fruitfully with the Elephant Management and Owners' Association in South Africa, for example, and has been intimately linked from the beginning with Save the Elephants (based in Kenya). It is currently intensifying its collaboration on HEC with the Elephant Pepper Development Trust, which is based in Zimbabwe (section 3.2.1).

One of the AfESG's major fields of work during the period of EC support has been to promote the formulation of elephant conservation strategies by African **governments and regional bodies**. Table 2 above gave some indication of the number of governments and intergovernmental organisations the group has worked with in this regard. In **West Africa**, the foundations were laid before the review period, with the approval of a regional elephant conservation strategy, facilitated by the group, in 1999. During the period of EC support, the AfESG – and in particular, its West Africa Programme Officer, based in Ouagadougou, have been busy trying to reinforce the regional programme and upgrade the level of its endorsement, ultimately to Presidential level. Some of this work has been done through its collaboration with the CMS (section 3.2.5). At the same time, work has been done with a number of West African governments to achieve or upgrade national elephant conservation strategies, for example in Guinea, Togo, Niger, Mali, Nigeria and Côte d'Ivoire.

Progress has been more difficult in **Central Africa**. The challenges are immense. The number of elephants in the region is not known, but the threats of poaching for ivory, killing due to HEC and increasingly killing for bushmeat are very clear. Governments lack resources and sometimes the political will to achieve effective elephant conservation, although – after much lobbying from the AfESG – all seven of the region's Ministers of Environment have officially mandated the group to facilitate the development of a regional elephant conservation strategy. Institutional and bureaucratic inertia, combined with the influence of major international conservation organisations that do not see policy development as a priority, mean that this process is still on the starting blocks. The recent resignation of the AfESG's Central Africa Programme Officer, and the lack of funds at present to replace him, mean that little more is likely to be achieved in the short term to promote elephant conservation action by Central African governments. This is particularly regrettable in view of the comparative importance of elephant conservation in this sub-region. However, AfESG lobbying during the review period did also achieve retention of elephants as key species in the COMIFAC tri-national agreement between the Republic of Congo, Gabon and Cameroon. This is reflected in their planning for the TRIDOM (Dja-Odzala-Minkébé) area that spans these countries' borders.

In **East and Southern Africa**, progress seems to be accelerating. Several countries in the region have launched national elephant conservation policy processes during the period of EC support, most notably Kenya. Its director of elephant conservation, a member of the AfESG, was inspired at the December 2003 members' meeting by the policy progress being made by West African countries, and returned to launch a national elephant conservation policy process at home. Since 2003, SADC has been expressing interest in a regional elephant conservation strategy for the Southern African region. The AfESG attended an initial meeting with representatives of member governments, and now awaits follow up from Zimbabwe, the government mandated to spearhead the process.

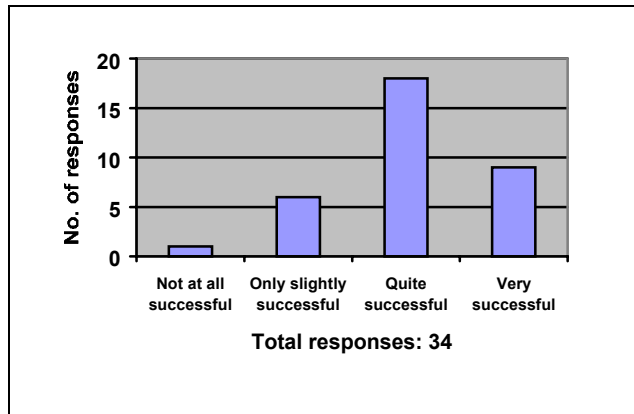
It is easy to be cynical about policy. In many fields of African environment and development, such cynicism is well placed. However fine their policies, governments lack the resources and/or the will to do what their policies say. In African elephant conservation, however, policy does still matter. Outside war zones, it is still realistic to expect African governments to achieve some practical control over the conservation and use of protected species. An elephant conservation policy can make a difference. This is much more likely, however, if the policy has been developed by the government itself, and not delivered to it by outsiders. This is the nature of the process for which the AfESG strives. Our informants emphasised that, in West Africa, the

group ensured that national and regional policies were written by West Africans themselves, and not supplied to them by the AfESG.

Respondents to our questionnaire broadly confirmed our positive evaluation of the AfESG’s effectiveness in promoting elephant conservation action. Because of the many obstacles and constraints outlined above, not many described its performance as ‘very successful’ (Figure 14), but almost all believed that significant progress in African elephant conservation can be ascribed to the work of the AfESG since 2000 (Figure 15).

Figure 14. Success of AfESG in promoting and catalysing elephant conservation action

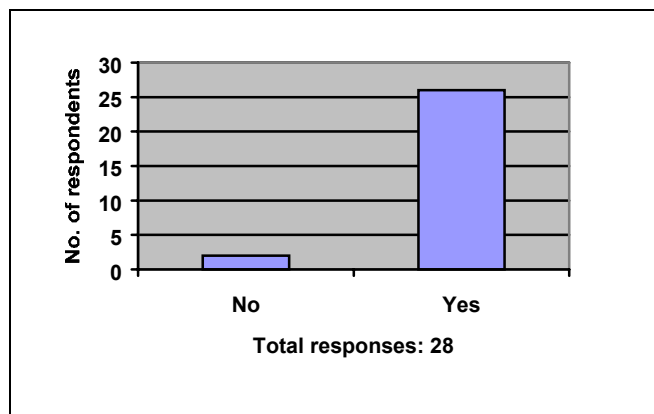
How successful has the AfESG been since 2000 in promoting and catalysing action to conserve Africa’s elephants?



Source: responses to questionnaire.

Figure 15. Whether significant progress can be ascribed to the work of the AfESG

Can significant progress in African elephant conservation be ascribed to the work of the AfESG since 2000?



Source: responses to questionnaire.

3.4. Capacity building

Some ambiguity surrounds the issue of capacity building by the AfESG. There is no reference to it in the TOR for this evaluation (Annex 1), even though it is one of the four objectives set out for the group in its TOR (page 2) and in the logical framework for the EC support grant (Annex 5). As capacity building is

undeniably important for a group like the AfESG, we address it in this review. But what is capacity building in this context? There can be two interpretations.

First, capacity for African elephant conservation can be built through membership of the group, which should seek to strengthen the knowledge and skills of its members. This is the implication of the group's Objective 4, as set out in its TOR and in the EC logical framework:

“To build capacity through the exchange of ideas, information and technical expertise among the members of the Group”.

The indicator for this kind of capacity building, as proposed in the logical framework, is simply that the number of experts participating in the group's activities should increase.

Secondly, the AfESG's capacity building role can be seen in a broader perspective: building the knowledge and skills of all those – especially less experienced Africans – who are concerned with African elephant conservation. Although this role is not explicit in the group's TOR or in the EC logical framework, the Chair and Secretariat are committed to fulfilling it.

Support for applied research on African elephant conservation can help achieve either of these two types of capacity building, and is mentioned in the logical framework: the indicator of the output “promoting applied research” is that “small applied research projects relevant to the conservation priorities of the AfESG [are] funded through the small grants fund”.

A key dimension of capacity building for African elephant conservation, inside or beyond the AfESG, is to strengthen the involvement and capacity of indigenous Africans. Our informants were unanimous about the achievements of the current Chair of the group in this regard. She has worked hard to bring more indigenous Africans into the AfESG, and to build their knowledge and skills through their participation in members' activities. Recognising that an important aspect of African under capacity in this field is the anglophone/francophone divide, she ensured that simultaneous translation facilities were available at members' meetings and at as many other group discussions as possible. The divide is still there, and some francophone specialists still feel somewhat marginalised as a result; but it has been narrowed. The more numerous and capable representation of indigenous Africans in the AfESG was described by some observers as one of the most marked changes and important achievements since the current Chair took office, and is an important achievement in capacity building. One informant said that this “has fundamentally changed the dynamics of the AfESG”.

The stimulation and support of applied research through a small grants fund can build capacity both within the group and more broadly. During negotiations, the EC strongly endorsed the AfESG's idea for such a fund: so much so, that in the final budget for the project under review, the amount allocated to this fund was more than three times what the group had originally requested. This has proved a benefit and a cost. More research could be funded; but the process of soliciting and evaluating applications, monitoring the progress of grantees, advising them on research methods and report writing and ensuring adequate documentation of expenses has proved immensely laborious and time-consuming for the Secretariat. It has not been possible to use all the money allocated to the small grants fund, despite the extension of the project's duration. The Secretariat would be very wary of repeating any such process, however much it endorses the principle of building research capacity by providing this kind of financial and technical support. During the EC project period, the criteria for small grants were revised to make it clearer what kinds of work would be supported and, it was hoped, reduce the load of applications that the Secretariat had to process. The goal of the small grants fund is now

To build capacity in African elephant range states, while promoting the mission and objectives of the IUCN/SSC African Elephant Specialist Group.

The guidelines to the fund say that

...it is designed to help build capacity of African students, NGOs and independent researchers to conserve and manage the African elephant... The aim is to provide valuable information for

conservation while allowing the beneficiaries to gain experience in applied research and in collecting and analysing data needed to support conservation and management of the species.

In practice, grants have been awarded to members and non-members of the AfESG, with about half going to each category (Table 8, Annex 4). Some grantees have been research students at an early stage in their conservation careers, and important capacity building has been achieved through some of these small grants. Three grants have been awarded for non-research purposes, e.g. the translation of HEC documentation into Portuguese. Table 5 in Annex 4 shows the most recent data on grants allocated, by region. It and Table 6 indicate that the largest amount of funding has gone to West Africa, and that while East and Southern Africa have received similar amounts, significantly less has been awarded to Central Africa. The Secretariat informed us that it had proved very difficult to obtain fundable applications from that region.

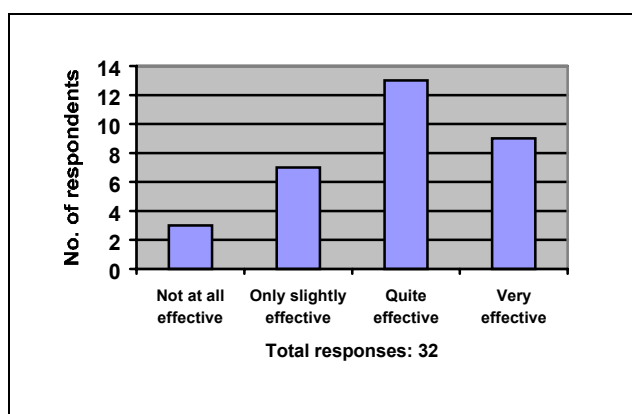
We conclude that the Small Grants Fund has served a useful capacity-building purpose for the AfESG and for African elephant conservation, but at a very high cost to the Secretariat (not least because of strict EC requirements for accounting documentation). Grants administration is always burdensome, and when many applicants and grantees need to be supported and advised through the processes of application, execution, grant management and reporting, the burden becomes heavier still.

Respondents to our questionnaire mostly concurred with our positive conclusion about capacity building by the AfESG. But it can be seen from Figure 16 that opinion is far from unanimous. Some respondents feel that too much of the Small Grants Fund has been allocated to established researchers or to non-research activities, and that more should have been used for building the capacity of inexperienced African researchers and elephant conservationists. Two of the three respondents who felt that the AfESG had been 'not at all effective' in capacity building were in francophone countries. To some extent, this ambiguity mirrors the ambiguity that we encountered in project documentation (and our own TOR) about what the group aims to do with regard to applied research and capacity building. While we do not doubt the commitment of the AfESG Chair and Secretariat to strengthening African capacity in the field of elephant conservation, we recommend that this commitment be more clearly stated and structured in future group policy and programmes. This recommendation is somewhat academic while the AfESG lacks new funding for further capacity-building or small grants. Despite the Secretariat's reluctance, we recommend that new funding should be provided for the AfESG to continue with a small grants fund dedicated to building the capacity of less experienced African elephant researchers and conservationists. However, the fund should carry an overhead allocation large enough to cover the true costs of operating it effectively.

Meanwhile, the group should explore other options for capacity building. Offering more structured training, perhaps as a module to be taught from time to time by group members at one or more African training institutions, would be a complex proposition but deserves further investigation. Another difficult option that should nevertheless be followed up is the possibility of a scheme for attachments of junior African specialists to experienced members of the group for periods of practical training. Both options would of course require substantial external funding.

Figure 16. Effectiveness of AfESG in building capacity in Africa

How effectively has the AfESG built capacity in Africa in the field of elephant conservation since 2000?



Source: responses to questionnaire.

3.5. Adaptation to changing context

We explained in section 2.2 that, although our TOR place questions about the AfESG's adaptability to changing circumstances and priorities in the context of effectiveness, we found it more appropriate to address them in terms of the group's relevance. How far an organisation should adapt to changing circumstances and priorities is always a matter for debate, as we pointed out earlier. Some members and observers feel that the AfESG should not bend too far in the new directions of poverty alleviation and sustainable development, but should remain true to its core conservation commitments. The general consensus, however, is that the group has been highly effective in adapting to changing circumstances and context – indeed, that in some ways it is almost ahead of the leading edge, helping to define priorities and paradigms for African elephant conservation and thus, by definition, remaining relevant.

3.6. Vision and leadership

This adaptability and proactive identification of priorities in African elephant conservation are one indication of the vision and leadership that the AfESG group has enjoyed during the period under review. Two questions are asked in our TOR about vision and leadership (Annex 1). First, to what extent have strategy and leadership affected the outcome of the EC support project? Secondly, in what ways has the project (i.e. the work programme of the AfESG since 2000) been used to demonstrate strategic vision and leadership? In the TOR, these questions are placed under the heading of 'Impact'. To us, the quality of vision and leadership that gives strategic direction to performance is better assessed as part of effectiveness.

In any event, the strong performance of the AfESG during the period under review owes much to the vision and leadership of the group's Chair. This is not to detract from the commitment and expertise of many group members, or from the professional performance of the Secretariat. But the Chair deserves much credit for her direction of the group through difficult and often controversial times. Instances of the vision and quality she has stamped on the group include:

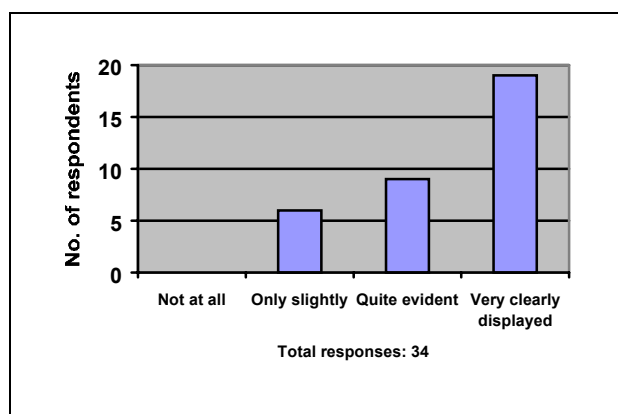
- steering the AfESG away from potentially destructive divisions over controversies such as trade in elephant products, and towards a highly professional, scientific neutrality that all sides in these debates would respect;
- ensuring that the group's work is of high scientific quality;

- ensuring that the group retains its edge and commitment by requiring that members seeking reappointment be able to show active engagement with African elephant conservation during the previous 12 months;
- leading the AfESG in identifying emerging issues and priorities, as discussed above;
- leading the group in a proactive, constructive stance within key policy and support processes that affect African elephant conservation, such as CITES, MIKE and the various national and regional elephant conservation strategies;
- committing the group to stronger participation by indigenous African scientists and conservationists, and to building the capacity of less experienced African specialists so that they can play an effective role;
- committing the group to maximum interaction between language groups, promoting simultaneous translation and the translation of documents as far as resources will allow.

The experience of the AfESG during the period of EC support thus offers many instances of strategic vision and leadership, and the high quality of the Chair's performance has positively affected the outcome of the EC project. Strong leadership always causes resentment in some quarters, however, and the leadership and priorities of the current Chair have certainly not met with universal approbation. Contrary voices argue that there has been more leadership than vision, and some people still feel that the Secretariat in Nairobi, and anglophone interests in general, exert undue influence over the affairs of the group when compared to the perceived under-representation of francophone and West/Central African concerns. However, although not every important elephant conservation worker belongs to the AfESG, various informants told us that there are no major competing or opposing schools of thought outside the group. Indeed, the AfESG Chair is generally credited with pursuing an inclusive approach to the many viewpoints in African elephant conservation – for example, managing to keep various zoo-based experts involved despite widespread opposition to this kind of *ex situ* conservation. Respondents to our questionnaire reflected the generally positive assessment of the quality of the group's leadership during the review period.

Figure 17. Whether the AfESG has displayed strategic vision and leadership

Has the AfESG displayed strategic vision and leadership since 2000?



Source: responses to questionnaire.

The qualities of key individuals are always a central factor in organisational performance, and this largely random factor always complicates analysis of sustainability. The current Chair of the AfESG will not hold the post for ever. Indeed, she is expected to become Chair of the SSC in November 2004, and, although likely to retain her AfESG position, will have much less time to give to it. But the AfESG (described as a 'robust group' by one of our informants) comprises many other competent people. The challenge now is to

adjust leadership arrangements to allow for the new circumstances of the Chair, and to maintain and build the vision that have been so evident during the period under review.

4. Efficiency

4.1. Internal management and administration

Many informants of all kinds – including group members, donors and other IUCN staff – commented on the efficiency and competence of the AfESG Secretariat. The strength of the Nairobi office has been a major contributor to the group's good performance during the period of EC support. There is no doubt that the group currently benefits from an unusually strong Secretariat team. Such efficiency obviously depends on the personalities currently in post, and it would be unrealistic to assume that it can be sustained beyond the tenure of the present incumbents. But during the period under review, the EC project and the AfESG's other activities have been properly planned, implemented, monitored and reported on.

However, the inherent efficiency of the current team has been constrained by a number of factors. One is the necessary fragmentation of the Secretariat between three parts of Africa. This has automatically created inefficiencies and increased the bureaucratic workload. At the same time, human nature dictates that any such fragmented structure will suffer from imperfect communications and periodic misunderstandings and mistrust – compounded, in this case, by the language and cultural gap between the main, anglophone office in Nairobi and the two subordinate, francophone offices in Yaounde and Ouagadougou. The Programme Officers for West and Central Africa often felt that they were not fully informed or consulted about decision-making in Nairobi, and were not convinced about the promotion of the Programme Officer in Nairobi to Senior Programme Officer (a decision that made sense in terms of simplifying reporting to the Chair). Cultural differences in working style and methods also distanced the anglophone and francophone parts of the Secretariat from each other. Nairobi sometimes felt that the other offices' administrative performance was not up to standard, and the other two offices sometimes felt that they were being unfairly or unrealistically imposed upon.

Other constraints on efficiency have related to the status of the AfESG as an IUCN SSC Specialist Group (section 4.5). As we pointed out in section 1.1, the group is not a legal entity. It therefore cannot sign contracts with funding agencies or operate its own bank account. Instead, it relates in complex ways to various parts of the IUCN system. Some of its funding agreements, including the EC grant and those with DEFRA and USFWS, are signed on its behalf by IUCN headquarters in Gland, Switzerland. Others, such as those with WWF International and WWF Switzerland, are signed by the IUCN Regional Office for Eastern Africa (EARO) in Nairobi. The Yaounde and Ouagadougou offices of the group are embedded in the IUCN Regional Offices for Central and West Africa respectively. AfESG accounting and related paperwork must therefore be co-ordinated with and between these four offices of IUCN. Because of the distance across Nairobi between the AfESG Secretariat and EARO, the group pays US\$ 500 per month for the banking services of the Conservation Development Centre (CDC), which is located in the same building. This arrangement works smoothly, which is not always true of the accounting communications between the various IUCN offices.

The Secretariat relies on the IUCN Regional Offices, especially EARO, in other ways. It can make its own small purchases by raising payments from the CDC bank account, but large procurements, including consultancy contracts, must be arranged either through EARO or Gland. In Nairobi, EARO handles Value Added Tax issues, work permits and exemptions from import duties. All the Secretariat staff are employees of the Regional Offices, but some feel that, as 'project staff' of IUCN rather than permanent staff, they are second class citizens. They do not enjoy the same benefits as the permanent staff, such as 13th cheques and access to staff loans.

Overall, we conclude that, since initial teething troubles with Brussels were overcome, the AfESG has managed the EC project funds responsibly and efficiently. The structures and procedures outlined above are complex, but IUCN management of donor funds is generally very careful, particularly since the improved accounting and managerial arrangements introduced by the current Chief Financial Officer in Gland (one donor spoke to us of the “excellent financial oversight” provided by IUCN headquarters). Our enquiries with the EC in Brussels, with finance staff in Gland and EARO and with the Director of the CDC did not reveal any serious complaints in this regard.

We found AfESG reporting to be thorough. In addition to the required reporting to the EC on the project under review, the Senior Programme Officer has produced internal weekly and/or monthly reports to the Chair that provide her, Secretariat colleagues (and evaluators) with detailed narratives and explanations of programme and administrative issues.

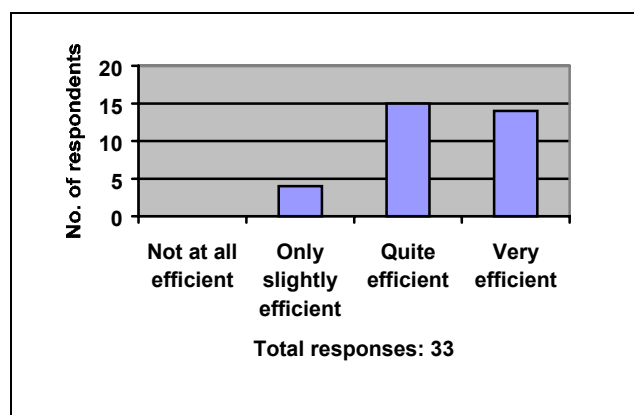
The internal reporting has become more important now that the Chair is no longer based in Nairobi. She retains a close involvement in all the affairs of the group, but has devolved much decision making to the Senior Programme Officer. He is responsible for the intricate communications needed to ensure that the Chair is kept informed of developments and that decisions and concerns are communicated smoothly and promptly in both directions.

At the start of the EC grant period, however, the EC in Brussels was not satisfied with the standard of reporting from the AfESG. Nor was it satisfied with levels of disbursement or apparent delivery of the activities specified in the project agreement. The first problem was largely related to earlier staff problems in Nairobi. The latter related to funding contingencies around the time that the EC grant was made. The AfESG had made interim funding arrangements with other donors. After the EC grant had been agreed, it wanted to use up those interim funds before starting to draw down the funds from Brussels. This may have given Brussels the impression that no work was being done. The group was also reluctant to use much of the EC grant before the no cost extension of the project period – which it could then see would be needed for an appropriate rate of disbursement and execution – had been agreed. Disagreements and misunderstandings over these issues were compounded by the complexities of learning how to comply with the systems and regulations of the EC, and by rapid staff turnover in Brussels during the early part of the grant period. With the support of the IUCN Species Programme office in Gland, these issues were gradually resolved, and the EC expressed satisfaction to us about the current quality of the project’s administration. They did say that reporting is still late; but this may be linked to the requirement that report submission be linked to specified levels of disbursement. If prudent management delays the draw down of funds, this requirement would be bound to delay report submission.

Despite these constraints and complexities, the AfESG’s overall administrative efficiency during the period of the EC grant has been high. Most respondents to our questionnaire also took a positive view, although those saying “quite efficient” slightly outnumbered those who said “very efficient”. Reservations expressed related mostly to the issues outlined above. Some felt that average performance since 2000 was dragged down by the early problems. In general, there was greater satisfaction with the quality of administration among Eastern and Southern African respondents than there was in Central and West Africa.

Figure 18. Efficiency of AfESG administration

Do you consider the AfESG to have been efficiently administered since 2000? (I.e. well planned, implemented, monitored, reported on?)



Source: responses to questionnaire.

4.2. Delivery of information and advice

We have assessed the effectiveness of the AfESG in delivering information and advice to its various target users (see sections 3.1 and 3.2 above). The group has performed efficiently in this regard. Information and advice have generally been delivered on time, despite the administrative complexities and constraints discussed in section 4.1. Efficiency in information delivery has of course been much enhanced by increased use of the internet, although the Secretariat remains aware that many users in Africa cannot rely on this means of communication.

Information and advice have been delivered on budget. None of the budget lines for these purposes in the EC grant has been overspent. Nor is any overspend anticipated by the termination of the grant on 30 November, 2004. Expenditure on consultancies for the AED has been much less than planned, despite the quality and punctuality of AESR publication. There has been a small underspend on publication of *Pachyderm*.

4.3. Cost effectiveness

Most of the AfESG's work is done by its volunteer members. This means that, by definition, the group is highly cost effective – although the costs and complexities of arranging efficient performance by far-flung groups of volunteers do impose a significant administrative burden. Delivering an efficient programme of work from an IUCN SSC Specialist Group is a difficult achievement. If, as in the case of the AfESG, this feat is accomplished, the total costs are far outweighed by the value of the work done. However, it is rarely easy for AfESG members to find enough time for all the tasks that their Chair and the Secretariat would like them to do. This is particularly so for members who work for government conservation agencies – perhaps especially in Central and West Africa – and who are already overloaded with the bureaucracy that comes with their jobs. As generally in the SSC, the limits of voluntarism are being reached and exceeded. The AfESG's activities constitute a programme of deliverables in all but name. But it is understandably difficult to persuade volunteer members to commit to delivering programme outputs to a firm schedule.

One further boost to many SSC SGs' cost effectiveness is the subsidy of their Chairs' costs by the organisations in which those individuals are based. Most SG Chairs work for conservation organisations, universities or other agencies that allow them to write off some of their SG administrative costs against the general budgets of their line positions. This economy is not currently available to the AfESG, as its Chair is not employed in this way.

The management and expenditures of the AfESG Secretariat are generally prudent and economical. In Nairobi, the office occupies three quarters of a single, large room. Lack of a Secretariat vehicle means that staff must take taxis or walk for administrative errands in Nairobi. Members are not always happy with the modest subsistence allowances provided at meetings and on field assignments. On a larger scale, the group has managed to keep down the costs of communications and travel between its three offices, which are thousands of kilometres apart. This has meant, however, that communications and efficiency in this regard have not always been ideal, as was explained in section 4.1 above.

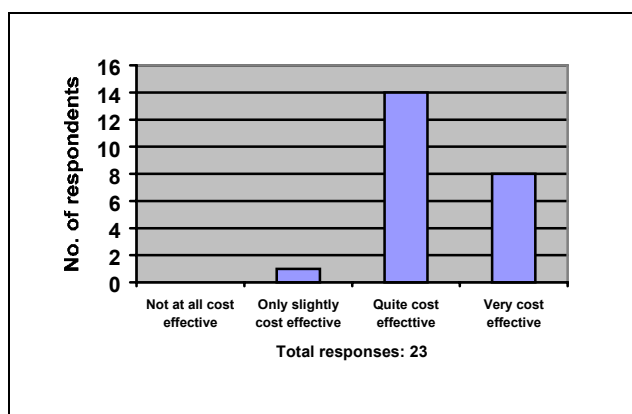
The most visible expense that the group has incurred has been its members' meetings, two of which were held during the period under review. These meetings were extremely valuable events, greatly boosting member morale, enhancing communication within the membership and delivering important technical outputs (such as the draft Red Listing, and the initial scenario modelling exercise, that took place at the meeting in Namibia in 2003). But the venues selected were comparatively expensive, in terms of direct costs and the expense incurred in reaching them. By definition, bringing members from around the continent to any single point cannot be cheap. But the group has concluded that, whatever the benefits of holding meetings in comparatively remote sites close to elephants, any future meetings should be held in either Nairobi or Johannesburg, in order to minimise travel costs. We conclude that, despite their comparatively high cost, the two members' meetings supported by the EC grant were cost effective. In many ways, they were high points of the group's performance as a scientific team, and the group's delivery on other outputs would have been impaired had they not taken place. It is also noteworthy that the EC budget line for AfESG meetings is forecast to end with a modest positive balance. Meanwhile, until the group can secure adequate further funding, no more of these very valuable meetings are planned.

We conclude that the EC project's resources have been used in a cost effective way to achieve its objectives. Although the peculiar structure and character of IUCN and its components impose certain inefficiencies and costs on its operations, it is not realistic to imagine the AfESG performing outside IUCN (section 4.5). Overall, of course, it is not possible to imagine a more cost effective way of delivering the AfESG's outputs than the current arrangement for much of the delivery to be free of charge by the group's volunteer members.

Once again, responses to the questionnaire survey generally endorse our positive conclusion, although more respondents described the AfESG's performance as "quite cost effective" than "very cost effective". Many people felt that they did not know enough about costs and expenditures to offer an opinion on this point, which is why only 23 responses were recorded. One person who did have an opinion said that the group's chair is "notoriously cost effective"! A minority view, reflecting perceptions outlined earlier, was that the AfESG has the wrong priorities: too much scientific debate and not enough practical action. In this view, the group is not cost effective enough because, per Euro spent, it achieves too little of the direct conservation action that these respondents consider to be the priority target.

Figure 19. Cost effectiveness of the AfESG

Do you think that the operations of the AfESG since 2000 have been cost effective?



Source: responses to questionnaire.

4.4. Mobilisation of additional resources

The AfESG has had some success in mobilising additional resources alongside its grant from the EC. Two donors – DEFRA and USFWS – have been reliable supporters for the group’s core costs, and valuable assistance has also been received from other conservation organisations. Table 3 shows the grants currently available to the group.

Table 3. Summary of current AfESG grants

Donor	Description	Duration	Currency	Amount
EC	Support to the activities of the AfESG	1 Jun 00 – 30 Nov 04	€	1,178,800
USFWS	Support to the implementation of the West African Elephant Conservation Strategy	31 Jul 02 – 30 Sep 04	US\$	21,000
DEFRA	Support to the activities of the AfESG	2002 - 2005	CHF	204,785
WWF Switzerland	Support to the activities of the AfESG	1 Sep 03 – 30 Nov 04	CHF	100,000
Various	African Elephant Trust Fund	Indefinite	CHF	73,055
IEF	Support for publication of <i>Pachyderm</i>	2004 - 2005	US\$	12,380
WWF International	Using Modern Methods and Tools to Mitigate Human-Elephant Conflict in Selected Sites in Africa	1 May 02 – 30 Apr 05	US\$	140,958

Source: AfESG Secretariat.

AfESG accounts show that, from the inception of the EC grant until 31 December 2003, the group almost matched the funds provided by the EC with funds provided from other sources. Up to that date, it had spent € 687,416 of EC funds, and € 654,469 from other sources.

The AfESG has thus shown some efficiency in raising funds from other sources, but this comes at the cost of considerable effort by its Secretariat. This effort has greatly increased during 2003-2004 as the end of the current EC grant approached and a number of new funding applications were prepared and submitted. As for many other kinds of programme, it is not cost efficient to have to dedicate a significant part of available professional and administrative resources to fund raising. Although hard to achieve, longer term funding of the group’s core costs would increase efficiency and cost effectiveness. We return to this issue in section 6.3 below.

4.5. The influence of AfESG’s relationships with IUCN and the SSC

We explained in section 4.1 the ways in which AfESG administration links into the systems and structures of IUCN as a whole. In many ways, these linkages lead to complex bureaucracy. At the same time, they relieve the small AfESG Secretariat of various tasks and facilitate various benefits for the group that the Union as a whole enjoys. Not being a legal entity itself, the AfESG is absolved of all the legal responsibilities and duties that the IUCN Secretariat discharges on its behalf. It can benefit from EARO experience and capacity in Kenyan taxation and employment issues, including work permits for expatriate personnel. Its communications with the EC can sometimes be facilitated by the IUCN office in Brussels. The focal point for the AfESG within the Species Programme staff at the headquarters of the Secretariat in Gland, although heavily overloaded, can also help with donor liaison and links into other parts of the Secretariat.

These IUCN Secretariat services to the AfESG are not without cost. As in many parts of the Union, overhead charges are a vexed and complex issue in the group’s relations with headquarters and EARO. There has been some vigorous debate about the percentages of overhead levies by Gland and EARO respectively on the AfESG’s EC and other grants. This has been resolved, and there is a Memorandum of Understanding between the AfESG Secretariat and EARO about services that the latter will provide and charge for. Headquarters in Gland continues to deduct the 6% overhead charge agreed in the EC project document.

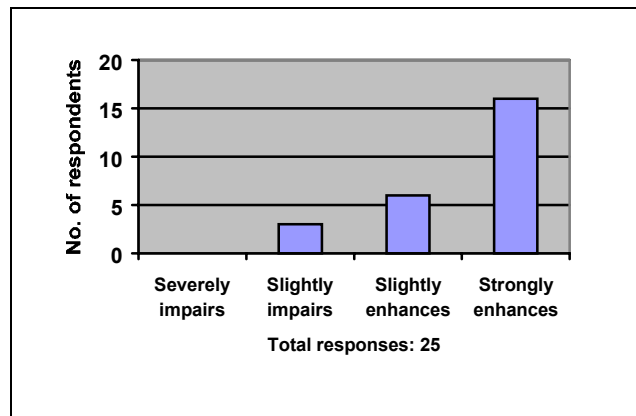
As we have noted, the Chair of the AfESG differs from many other SG Chairs by not currently having an employer that can provide institutional support for her group’s activities. (This was different during the first part of her incumbency, when she was in her second decade of employment with WWF in Nairobi.) Typically, this institutional support provides ways to bank, manage and account for donor funding that may be granted to the SG. Not having these opportunities, the AfESG is the only SSC SG that channels its funding through the IUCN Secretariat. This has certain benefits but, as we have shown, it also imposes costs and complexities.

These are issues that arise from the AfESG’s general relationship with IUCN, in particular the Union’s Secretariat. Administratively, the specific context of the SSC has little influence.

Almost a third of our questionnaire respondents felt that they could not answer a question about whether the AfESG’s position within the SSC and IUCN impairs or enhances its efficiency. Those who did reply were positive about the linkage.

Figure 20. Impact of AfESG’s position within SSC and IUCN on its efficiency

Does the position of the AfESG within the Species Survival Commission and IUCN impair or enhance its efficiency?



Source: responses to questionnaire.

Given the complexities of administering funding and work programmes through IUCN, it could be argued that the AfESG, with its strong technical reputation, would function more efficiently as an independent NGO. The group does not believe that this would be wise. Much of its strong reputation is linked to its neutral, scientific image. This is the image of IUCN as a whole in global debates about conservation and sustainable development: committed, but impartial. The AfESG would lose much of this credibility, and some of its access to global structures and processes, if it were not seen to be part of IUCN. In efficiency terms, independent NGO status would probably mean that the AfESG would have to fend for itself in its global interactions with donors and other, larger agencies, and would have to handle all its own administration. This would impose costs that might well exceed the administrative charges currently paid to IUCN.

Overall, we conclude that, while the AfESG’s SSC and IUCN context may impair its efficiency in some ways, it significantly enhances the group’s credibility and effectiveness.

5. Impact

5.1. Impact on African elephant conservation

Evaluators often assess the impact of an activity in terms of success in achieving its goal or overall objective. The overall objective of the AfESG (page 2) and of the EC support project (Annex 5) is “to promote the long-term conservation of Africa’s elephants throughout their range”. The indicator stated for this in the logical framework of the EC project is that “population numbers of African elephants remain stable or increase”. The AfESG would be the first to emphasise that it does not yet have the data needed for accurate measurement of this indicator variable. The fact that numbers of African elephants shown in the 2002 AESR are higher than those shown in the previous edition is not definitive evidence that numbers have increased.

Strictly speaking, we cannot measure the impact of the AfESG on the indicator stipulated in the EC project’s logical framework. If we look at the emphasis of the overall objective – the *promotion* of long-term conservation of African elephants – we can certainly show that the group has been effective in working towards this goal (objective 3 in the logical framework), as we did in section 3.3 above.

Many evaluators define impact in terms of long-term results, linking the concept to the question of sustainability (section 6). The TOR for this review define impact as “the wider outcomes for a larger group of persons or for society as a whole”, which does not seem wholly appropriate for evaluation of a project that aims to conserve elephants. In any event, both these definitions imply that impact can only be assessed some time after completion of the activities under review. From this perspective, it is premature to evaluate the impact of the EC project of support to the AfESG.

However, it is possible to speculate about the long-term consequences and wider outcomes for African elephant conservation of the AfESG’s work during the EC project period. These consequences look positive, although some progress could be undone if activities and funding are not continued over the years to come – which again brings us back to the question of sustainability.

- Improved data about the numbers and distribution of African elephants, as achieved in the AED, are a necessary and positive contribution to the conservation of the species.
- Heightened awareness of, and better skills to deal with human-elephant conflict are a precondition for the long-term conservation of African elephants. The AfESG has made valuable contributions to this end. Through the scientific work of its members, it has significantly enhanced global knowledge about the subject and increased the likelihood of successful long-term conservation of the species.
- The long-term success of African elephant conservation depends on there being enough skilled and committed Africans to achieve and sustain it. The work of the AfESG during the review period has improved the prospects of this condition being met, by helping to build the necessary capacity among Africans within and outside its membership.
- Elephants have been so ‘successfully’ conserved in some parts of Africa that there are now too many of them. Perversely, this threatens their future. The AfESG has made an important new contribution to viable, balanced elephant conservation strategies for the future by launching focused work on this overpopulation problem (although some observers think it should have started sooner). A related input to viable future conservation has been its guidance on the *in situ* translocation of elephants, which can help even out populations and make better use of available conservation areas. Again, a criticism from some is that the issue of genetic mixing through inappropriate translocations has not received adequate attention.
- We argued in section 3.3 that elephant conservation needs an appropriate foundation in national and regional policies. Such policies are an investment for the long term, without which the future of elephant conservation is less assured. By investing so much effort in policy formulation and approval, the AfESG has strengthened the prospects of successful long-term elephant

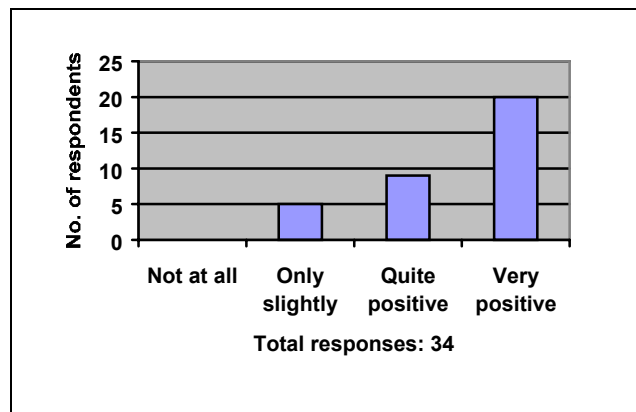
conservation in Africa. However, policy is a necessary but not sufficient condition for this goal to be achieved. The resources and the will to implement policy must be secured as well.

- Meanwhile, the AfESG makes substantial inputs to global efforts to secure the long-term future of African elephants by measuring the degree of threat to them, helping to monitor their illegal killing, and supporting efforts to combat illegal trade in elephant products (section 3.2.2). Although their success is not yet assured, the prospects of these efforts have been improved by the AfESG's contributions.

Most respondents to our questionnaire were very positive about the likely long-term impact of the AfESG, although several warned about the major obstacles that long-term African elephant conservation continues to face.

Figure 21. Will the work of AfESG have long-term positive impact?

Do you expect the work of the AfESG since 2000 to have long-term positive impact on the conservation of Africa's elephants?

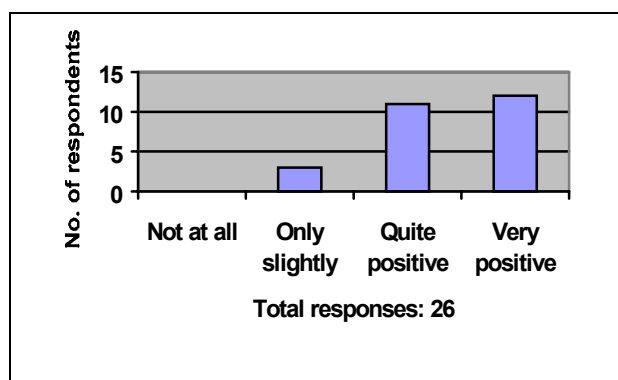


Source: responses to questionnaire.

We also asked whether respondents felt that the work of the AfESG since 2000 had had a positive impact on other major initiatives for African elephant conservation. Fewer people felt able to answer this. Those who did mostly gave positive answers, although fewer were as sanguine as they were about the direct impacts of the AfESG reported above.

Figure 22. Impact of AfESG work on other major initiatives

Has the work of the AfESG since 2000 had a positive impact on other major initiatives for African elephants (e.g. MIKE, ETIS)?



Source: responses to questionnaire.

5.2. Long-term consequences for AfESG

The EC support grant under review here has been the backbone of AfESG operations since 2001. It has enabled the group to strengthen and develop its mode of operations and its capacity to promote African elephant conservation. As the grant comes to an end, the group has an established reputation. It is clear for the AfESG and for us to see how it could continue to build its contributions over the years to come, using the experience and capacity it has built up with EC support. However, although the EC grant has created the potential, the realisation of that potential is not assured. The grant contained no explicit provision for fund raising work during the current project period, which might have promoted sustainability. It will have few or no long-term consequences for the AfESG if funding on comparable levels is not secured for the probable necessary duration of efforts to secure the future of the species – some decades to come.

We must reach these conclusions because this grant of core funding to the AfESG was not structured, like more conventional interventions, to ensure the sustainability of the activities it supported. Evaluations of these more conventional projects often find that the reasoning in their design about the supposed sustainability of their activities was fanciful or fictitious. But in the project reviewed here, there was no such reasoning at all. (The ‘Sustainability’ section of the grant agreement does not really address the issue.) This was not inappropriate. But it means that the long-term consequences of the project for its beneficiaries are far from assured.

5.3. Consequences for donors

The main consequences of this EC grant to the AfESG tie into the discussion of sustainability that we present below. The influence of the grant on the work of the group has been observed by a number of donors, including but not restricted to the group that have been most active in their funding to AfESG – CI, DEFRA, USFWS and WWF. What donors can and should learn from the experience of this grant concerns, first, the feasibility and value of achieving effective conservation performance by channelling funds through the unconventional structure and systems of IUCN – important parts of which, like the AfESG, depend heavily on unpaid inputs. (One donor described IUCN arrangements to us as “an excellent system that gives donors confidence”.) Secondly, as we shall show, donors can see that the funding of core costs is appropriate and effective. The conservation work of groups like AfESG, especially when funded over short- to medium-term projects, is not amenable to conventional sustainability analysis. The long-term conclusion for donors should be that longer-term, more integrated funding mechanisms are needed to achieve the full conservation and sustainability potential of agencies like the AfESG. One donor informant who has already reached this

conclusion told us that “long-term funding is essential.” Another argued that the need for comprehensive funding packages for African elephant conservation work is increasingly apparent.

6. Sustainability

6.1. AfESG plans for the future

The TOR for this evaluation not unreasonably ask how the activities of the AfESG will be sustained in the future. The short-term answer is that, until 31 August 2005, the group expects to be able to maintain a substantial part of its activities, using funds already committed by other donors (notably DEFRA and USFWS). However, these plans do not include appointment of a Programme Officer for Central Africa, to replace the one who recently resigned. Nor will the available budgets be able to fund another of the members’ meetings that have proved so valuable. Important elements of AfESG work will suffer as a result.

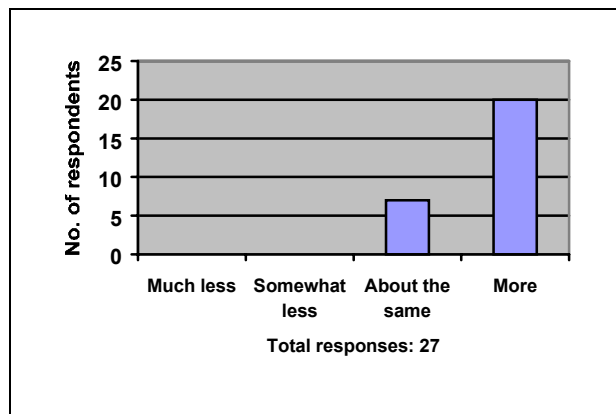
The longer-term answer is that nobody really knows how the activities of the AfESG will be sustained, although it is clear that the group has built capacity among a number of African elephant conservation specialists who would continue making useful contributions even if the AfESG itself were no longer able to operate. A number of agencies are certainly impressed by the performance of the group and are interested, at least in principle, in supporting it in the future. Not least among these is the EC itself, which has expressed a high-level commitment to African elephant conservation. We can therefore be confident that at least some donors will maintain some funding to the AfESG, but this is not guaranteed. The group has been very busy since 2003 preparing and submitting funding proposals to a number of agencies. In addition to the EC itself, these include the Prince Bernhard Foundation, the International Elephant Foundation, The Chicago Zoological Society, the WWF African Elephant Programme and the Netherlands Ministry of Agriculture. A concept note has been submitted to UNDP GEF, and a new proposal will soon be prepared for submission to USFWS. Recently the group has been in renewed discussions with MIKE, which has much more urgent funding problems, about ways to integrate a funding proposal to the EC for AfESG and MIKE activities.

6.2. Potential funding for AfESG

The TOR for this evaluation also ask whether there is a need for continuation of the EC project. The AfESG has already answered that question by submitting another grant application to Brussels. We believe that continuation of funding to the AfESG at similar or higher levels and for the same broad purposes is needed. We have shown that the group has used the current grant effectively and efficiently. We have also shown that the task of African elephant conservation is still far from complete. The science and skills of the AfESG will be needed for some time to come in determining the numbers and distribution of African elephants; in helping to combat their illegal killing; in advising on the implications of trade in elephant products, human-elephant interactions, local elephant overpopulation and other issues; in promoting elephant conservation policy across the species’ range; and in building African capacity for elephant conservation. These were not tasks that could be completed in the 54 months of the current project. The work needs to go on. Most respondents to our questionnaire survey felt the same, although nine did not feel qualified to give an opinion.

Figure 23. Amount of extra funding needed by AfESG over the next five years

How much external funding is needed for the work of the AfESG over the next five years, compared with 2000-2004?



Source: responses to questionnaire.

There is no immediate prospect of the SSC, or IUCN as a whole, generating funds for the AfESG. The SSC itself receives little support from the central budget of the Union. Subventions from the central Commission Operating Fund have been CHF 303,000 per year in 2003 and 2004. This Fund “is to support the running and operations of the Commission [such as meetings of the Steering Committee, and some administrative costs of the Chair] rather than for Programme activities” (Whyte and Ofir, 2004: 33). There is little prospect of increased budgetary support for the SSC from the central budget that is raised and largely used by the Secretariat of IUCN, even though the work programme of the SSC (and those of the other five Commissions) is now treated as an integral part of the overall IUCN Programme. The SSC will continue to have to raise most of its own funding. It remains to be seen whether this will be in closer liaison with the Conservation Finance and Donor Relations group in the Secretariat, which is the logical implication of integrating the Commissions’ programmes with the Programme of the Union as a whole.

On present plans, there is even less likelihood of central IUCN funds trickling down, directly or through the SSC, to the AfESG. Neither mode of funding has operated to date, and as things stand both the IUCN Secretariat and the SSC are likely to be too busy securing their central funding to be able to mobilise much support for Specialist Groups in the near future. The Secretariat only gives core budgetary support to SGs in cases where donor funds have been specially allocated for that purpose, as in the case of the Invasive Species Specialist Group.

At present there is a tension – sometimes creative, sometimes damaging – between the fund raising strategies of these different elements of IUCN. Memorably described as the conservation world’s best-kept secret (Holdgate, 1999: v), the Union as a whole has never received the funding recognition it deserves for the major contributions it makes to conservation and sustainable development. In these circumstances, it is understandable that there is not enough money to go around the many important activities of the many components of IUCN. But a key part of the Union’s work – poorly co-ordinated, sometimes fitting well and sometimes fitting not at all into the overall Programme – is the voluntary effort of the Commissions and (in SSC’s case) the Specialist Groups like AfESG. As was recognised in a recent SSC study (Price, 2001), the limits of voluntarism in IUCN have been reached or exceeded. New funding rationales and budgetary structures are needed.

Meanwhile, the tension arises as different parts of IUCN each pursue their fund raising strategies. Sometimes, two separate applications succeed in raising more than a single, integrated one would have done. On other occasions, the result is competition between different components of IUCN, and confusion on the side of the donor. Understandably, Conservation Finance and Donor Relations at the headquarters of the Secretariat try to co-ordinate approaches to key donors, including the EC, in ways that are sometimes

perceived as disadvantaging elements like Specialist Groups that also need to raise funds from these donors and receive no budgetary allocation from headquarters.

At the time of writing, the EC is reviewing an AfESG application for a further grant from its Tropical Forests and Environment Fund. Competition for these funds is stiff, and the AfESG does not assume that it will succeed with this application. As noted, it has been discussing with MIKE how they might integrate funding for AfESG activities in a larger MIKE application for EC support. But it is also contemplating the real possibility that AfESG activities may be scaled down for some years to come as funding sinks to lower levels than were enjoyed during the period of the current EC grant.

6.3. The two key dimensions of sustainability for the AfESG

To sum up, we can identify two key dimensions of sustainability for the AfESG. We do this on the following assumptions:

- AfESG's position within a Commission of IUCN is necessary and appropriate. It means being part of a complex and unusual organisation. This complexity imposes costs, but they are costs worth paying;
- AfESG plays a unique and important role. Alongside MIKE and ETIS, it forms a core of professional, scientific neutrality on which the global community can depend for accurate and impartial advice in steering the best course through the challenges and controversies of African elephant conservation. Not coincidentally, this is typical of the role that IUCN as a whole plays in world debate about conservation and sustainable development.

6.3.1. Integration into the IUCN Programme

On these assumptions, the first way in which sustainability can be better assured for the AfESG is proper integration of its work into the IUCN Programme. In theory, because its work is part of the work of the SSC, it is already integrated into the single Programme of the Union. In operational and budgetary practice, no such link exists. Although the SSC Chair has asked all SGs to report their activities in a structure that matches the SSC programme (which the AfESG did in December 2003), the AfESG reports that it was not consulted by the IUCN Species Programme about the preparation of the Species' Programme's component of the 2005-2008 Programme of the Union. (This is not surprising, given the work load of the seriously understaffed Species Programme and the fact that its 2005-2008 programme is just an edited version of the existing SSC 2001-2010 Strategic Plan.)

As the Union steps towards its next quadrennium, there is thus a complete disconnect between the AfESG's work plans and the IUCN Programme – even though, unlike those of some other SSC SGs, these plans could easily be aligned with the Programme's strategy and intended results. Like many others in the Commissions, the AfESG is doing important IUCN work; but that work is not explicitly reflected in the IUCN Programme and the IUCN Secretariat takes no responsibility for trying to fund it.

One reason for this disconnect is that not all Commissions' or SGs' activities dovetail so neatly with the Union's Programme. The Secretariat is understandably wary of trying to impose the sort of order and consistency that full absorption of all SGs' work into the Programme would entail. In fact, it would be unrealistic to think that any such full absorption would be appropriate or feasible. But this does not justify failure to integrate the work of groups like the AfESG.

The necessary conclusion, we recommend to IUCN, is that the Union, and its funding mechanisms, should reach out to the AfESG and recognise its activities as integral attributes and responsibilities of the Programme. This conclusion need not be restricted to the AfESG, although this is not strictly the concern of the present evaluation. The Union could consider procedures for systematic review of SSC SGs' activities, leading to a determination in each case of whether those activities can be confirmed as part of the Union's Programme. For the AfESG and other SGs whose work is thus formally integrated into the Programme, the next step should be joint planning with Conservation Finance and Donor Relations about how to secure the necessary funding for the SG's component(s) of the Programme.

These recommendations have two implications. First, neither the Species Programme nor Conservation Finance and Donor Relations could execute them with available staff. Secondly, more effective integration of SGs' work into the IUCN focuses attention once again on the future of voluntarism as the basis for that work (Whyte and Ofir, 2004: 36-40). Neither of these challenges is new. Until they can be effectively addressed, the future of the AfESG and other SSC SGs will remain insecure.

6.3.2. Integrated funding for the core components of African elephant conservation

Given the assumptions that we outlined above, the second way in which sustainability can be better assured for the AfESG is by a more integrated approach to funding for the distinct but linked elements of the neutral, central ground in African elephant conservation: AfESG, MIKE and ETIS. Realistically, we do not expect a complete, early or perfectly rationalised integration of all three agencies' budgets and funding. But that is the direction in which they should move, starting with MIKE and the AfESG as they both confront imminent funding problems.

If at least some such integration can be achieved, there would be a clearer and, to donors, more attractive rationale for larger-scale, longer-term funding allocations to the work of these three core agencies. Projects that support such work can never aim for sustainability in the way that infrastructure or livelihoods projects can. But a single project or programme that explicitly links the respective contributions of two or three of the core agencies could argue more convincingly how different elements of the elephant conservation effort complement each other. It could show how, together, they can achieve real progress towards sustainability for African elephants.

If we step back, as evaluators and their readers should, from the immediate complexities of how AfESG, MIKE and ETIS are funded (or not funded) today, a more integrated approach to their programming and funding makes evident sense. We believe that funding agencies that are committed to the survival and wellbeing of the African elephant would welcome it. As we have suggested, the immediate priority is for MIKE and the AfESG to find feasible and mutually acceptable ways of achieving integrated funding from the EC or other donors. If MIKE is funded and the AfESG is not, the effectiveness of the funding to MIKE will be seriously reduced. If the AfESG's current application to the EC is successful, less support for the AfESG would be needed in joint funding with MIKE. But it would still be desirable to launch the principle of integrating programmes and funding more closely.

MIKE and ETIS, of course, are programmes of CITES, not of IUCN. The logic of our first set of recommendations – about integrating AfESG's programme and funding with the Programme and funding strategy of IUCN as a whole – should be able to accommodate joint funding of the AfESG with MIKE and/or ETIS. The global complementarity between the Union and the Convention is such that they should be ready to endorse and facilitate any joint approaches to donors by AfESG and its partners.

7. Conclusions and recommendations

7.1. Relevance and design

This EC project of support to the AfESG was appropriately designed. Although it may not be usual, it is desirable for the EC and other donor agencies to fund the core costs of the AfESG and similar bodies, as was done in this case. The objectives of the project, which were and are the objectives of the AfESG, remain highly relevant to the target users, who were correctly identified. We recommend that the EC and other donors provide further support for the core costs of the group and for its activities. They should resist the urge to 'projectise' every tranche of support by structuring grants around outputs and outcomes that can supposedly be achieved in the short term. The logic of sustainability that underpins such short-term interventions is typically tenuous, and often inappropriate for work like that of the AfESG.

The AfESG was correct in emphasising co-ordination and policy functions in its work, rather than direct intervention, as a group, at field level. We recommend that the group retain this emphasis, but we endorse its growing commitment to vertical integration between the field and policy levels in African elephant conservation.

The AfESG was also correct in committing itself to action on socio-economic aspects of elephant conservation – notably human-elephant conflict – and their implications for poverty alleviation and sustainable livelihoods. Poverty reduction and sustainable use are valuable for elephants as well as for people. We recommend that the group maintain its involvement and build its understanding in these fields.

7.2. Effectiveness

The AfESG has been effective in compiling, synthesising and improving information on the conservation and status of African elephants. We recommend to the group and to donors that maintaining and funding this work is a high priority. It is particularly important to sustain and build the quality and coverage of the AED.

The AfESG has also been effective in providing and improving technical advice on African elephant conservation. AfESG advice plays a widely valued and centrally important role in the conservation of this species. Its work to date on HEC has been beneficial, but we recommend that further work be done to expand and upgrade it and to ensure that the translation of these and other guidelines is of good quality.

AfESG advisory services to CITES are critically important to African elephant conservation. We recommend that the AfESG, CITES and donors give high priority to maintaining these services, which take three forms: advice to and technical collaboration with MIKE; advice to the range states on CITES issues; and advice to the Convention as a whole, notably during CoPs.

Another effective area of AfESG work has been in catalysing and promoting conservation action for the African elephant through the promotion of appropriate policy at national and regional levels. The effectiveness of this work has, of course, been qualified by the effectiveness of policy in the various countries and regions. But we conclude that appropriate policy is a valuable target in African elephant conservation, and that the group has been right to emphasise it. We recommend that the AfESG maintain its commitment to this end, while (as we mentioned above) giving greater emphasis to the vertical integration of all initiatives in the sector.

Action for elephant conservation, supported by appropriate strategy, is an especially high priority in Central Africa. NGO and donor configurations appear to be impairing the full use of the AfESG's expertise in this region. The donor and conservation communities should urgently review ways to increase the group's role and resources for policy and other work there. Providing funds to appoint and support a new Programme Officer for the group in Yaounde should be an immediate priority. Although the AfESG expects to be able to maintain most of its work until August 2005, a dangerous gap has already opened up in its effectiveness in Central Africa.

The AfESG has effectively built capacity for African elephant conservation through the support for a Small Grants Fund that was provided by the EC, but at an unacceptably high administrative cost given the size of the group's Secretariat and the number of other duties it has. We recommend that the group and donors commit themselves anew to the operation of such a scheme, but with adequate provision for its high overhead costs. They should also investigate the feasibility of other capacity building schemes.

It is particularly important that the group continue its efforts to build elephant conservation capacity in Central and West Africa. The AfESG has made some progress in this regard, but there is still a real gap to be filled. The group has striven to get more Central and West Africans involved in its work, and to enhance non-anglophones' access to debates and documents. Nevertheless, this evaluation has found that significant numbers of people in these regions still feel somewhat marginalised from the group and its work. This is an issue of cross-cultural commitment and sensitivity, as well as funding for the high costs of operating in more than one language. We recommend that the group continue to strive for all these attributes.

The effectiveness of the AfESG has been greatly enhanced by the strong vision and leadership displayed by its Chair during the review period, and by the competence and commitment of its Secretariat. Such qualities are key to the effectiveness of any organisation. But, being largely dependent on individual personalities, their sustainability is hard to ensure. The immediate issue for the AfESG is to cope with the reduced availability of the Chair from November 2004. We recommend that the group expedite plans to maintain sound leadership and performance with less input from her.

7.3. Efficiency

The AfESG has efficiently planned, monitored and reported on its work during the period of the EC grant. Indeed, the standards of its Secretariat operations are unusually high. Efficiency has been impaired, and some work loads have been increased, by inadequate communication and differing work methods and styles between the Nairobi, Yaounde and Ouagadougou offices. The gaps are difficult to bridge when the scale and budget of the AfESG Secretariat are so small, but we recommend that the group redouble its efforts to ensure that standards, expectations, commitment and awareness are at the same level throughout the Secretariat.

As we have noted, the efficiency of the group's work is now significantly impaired by the inaction of the Central African office. Getting this office staffed and started again is an urgent priority.

By definition and in practice, the AfESG operates cost-effectively. It could hardly do otherwise, when its members are not paid for their inputs. It is important for funding agencies to understand the implications of this voluntarism for the replicability and sustainability of such work. IUCN, while not yet responding clearly to the prospects of voluntarism in its operations in the 21st century, should at least act more explicitly to include this highly cost-effective type of work in its Programme.

In ordinary operational senses too, we conclude that the AfESG has been cost-effective. It has managed its limited resources prudently and economically. The activity whose value for money might most obviously be questioned is the members' meetings. In fact, the two meetings held during the period under review have achieved enormous benefits for the group despite their high cost. Because of the positive dynamics achieved at these meetings, some very efficient work was done there – most notably the Red Listing and scenario exercises undertaken at Mokuti in 2003. Such meetings contribute more than might be supposed to the efficiency of a group that is scattered across and beyond a continent almost all the time. We endorse the group's decision to hold future meetings at venues that are cheaper to reach, and recommend that the funding of another meeting in 2005 or 2006 be given high priority.

The AfESG has effectively mobilised additional resources during the EC grant period. But it is not efficient to have to devote so much planning and administrative time to a constant search for funds. The group would operate more cost-effectively if its funding were consolidated into fewer grants over longer periods. This would be more cost-effective for donors, too.

After reviewing the complexities of the AfESG's status and linkages within the SSC and IUCN, we conclude that they have a positive influence on the credibility and effectiveness of the group, and should therefore be maintained and improved. They impair its efficiency in some ways, however. As the AfESG is on the receiving rather than the designing end of most of the relevant IUCN structures and procedures, it has limited scope for improving this situation. It should be a priority for the second phase of IUCN's Regionalisation and Decentralisation Review to identify more efficient modalities for the administrative and programmatic integration of SSC Specialist Groups into the Union.

7.4. Impact, sustainability and support

In many ways it is premature to evaluate the impact of the AfESG's work during the period of the EC grant – not least because there is still no reliable information on whether African elephant numbers are stable or increasing across the range. It is clear, however, that the group's work over this period has improved the prospects for long-term conservation of the species. The project is likely to have a positive impact.

However, this positive impact will only happen if the group's resources are sustained. Although most of its work can be maintained for nine months after termination of the EC grant, it is not clear whether it will be adequately funded after that. What is clear is that IUCN, which has not contributed directly to the costs of the work during the grant period, has no arrangements to do so in the future either. The Union as a whole is seriously under resourced, and has never provided remotely adequate funding from its central budget for the SSC, let alone for the SSC's constituent Specialist Groups.

Although not amenable to conventional sustainability analysis, continued funding of the AfESG's core costs and work programmes is strongly justified. As we have explained in section 6.3, we conclude that the sustainability of the group should be built around two qualitative assumptions, and achieved through two operational priorities.

The first assumption is that, despite the complexity and costs, the AfESG's status as part of an IUCN Commission is an important attribute. The second is that the group, alongside MIKE and ETIS, has a special status and role in African elephant conservation, as a professionally credible provider of impartial information and advice.

Our first priority recommendation for sustaining the work of the AfESG is that IUCN integrate that work more explicitly into its Programme, and accept the logical implication that it has as much responsibility for funding it as it does for funding other parts of the Programme.

Secondly, we recommend that the three core scientific bodies in African elephant conservation, and the donors committed to their cause, move towards more integrated, longer-term funding of their complementary roles and programmes. The most urgent priority is that AfESG and MIKE, with the support of IUCN and CITES, find ways to achieve more integrated funding from the EC or other donors that will meet at least the core medium-term resource needs of both. The EC's support to the AfESG has been highly effective in helping promote the long-term conservation of Africa's elephants. We recommend that the EC express its commitment to this cause, and help to secure existing achievements, by further funding for the group. In the first instance, this should ideally be in an integrated programme with MIKE.

Annex 1. Terms of Reference

EC Project: B7-6200/99-05/DEV/ENV

Support to activities of the IUCN/SSC African Elephant Specialist Group

Project Evaluation

Terms of Reference

A. INTRODUCTION

1. Main features of the Project

These terms of reference are designed to help carry out the final evaluation of Project B7-6200/99-05/DEV/ENV *Support to activities of the IUCN/SSC African Elephant Specialist Group*.

The African Elephant Specialist Group (AfESG) is one of the over 120 taxonomic and thematic groups of volunteer experts comprising the IUCN Species Survival Commission (SSC). The AfESG provides impartial technical advice to conservation agencies, governments, international and African-based non-governmental organisations (NGOs) and other relevant parties inside and outside Africa on matters associated with the conservation and management of the African elephant.

2. Cost and duration of the evaluation

The Project evaluation is scheduled to take place in the middle of 2004 and must be finalized before the end of September 2004. The cost of the evaluation must be covered entirely from the budget of the Project and must not exceed EUR 15,000. This is inclusive of all necessary travel, communications and report production costs. The evaluation should take no longer than six weeks from inception.

B. OBJECTIVES OF THE EVALUATION

1. Main purpose: Performance against objectives of the Project and lesson learning for application to future projects and initiatives.

2. Target audience: The AfESG Secretariat, the Species Survival Commission, IUCN and the donor community.

3. Planned outputs:

A detailed report outlining the performance of the Project including an analysis of the main strengths, weaknesses, lessons learned and best practices, as well as recommendations for the future.

C. BACKGROUND

1. Objectives of the Project

1.1 Overall objective:

To promote the long-term conservation of Africa's elephants throughout their range.

1.2 Specific objectives:

1. To compile and synthesise information on the conservation and status of the African elephant across its range.

2. To provide and improve technical information and advice on the conservation of Africa's elephants to the following:

- a). range state government agencies
- b). non-governmental organisations (NGOs), including both international and African-based organisations
- c). inter-governmental organisations
- d). non-range state governments.

3. To promote and catalyse conservation activities on behalf of Africa's elephants to be carried out by the above.

4. To build capacity through the exchange of ideas, information and technical expertise among the members of the Group.

These objectives are identical to the overall AfESG objectives as laid out in its official terms of reference.

2. General background

The conservation of African elephants is viewed as important because of their many values. Unlike many species, these values are ecological, economic and cultural in the case of elephants.

Effective elephant conservation requires careful consideration of biological, social, political and economic factors. It also requires technical expertise, which is largely lacking in many of the 37 African elephant Range States.

The AfESG is one of the most active and productive of the over 120 taxonomic and thematic groups of experts comprising the IUCN SSC. The AfESG provides impartial technical advice to conservation agencies, governments, non-governmental organisations (NGOs) and other relevant parties inside and outside Africa on matters associated with the conservation and management of the African elephant. In line with the statutes of IUCN, the membership is re-appointed approximately every four years; it is a requirement of all members that they be actively involved in some aspect of elephant conservation or management for the previous twelve months prior to appointment. As a result, the Group is in a unique position to engage in cutting-edge elephant conservation action across the continent. Throughout the tenure of this Project, the Group has been headed by a voluntary expert Chair, currently Dr. Holly T. Dublin.

The AfESG Secretariat was established in Nairobi in January 1993, and is currently staffed by a Senior Programme Officer, Administrative Officer, Secretary and African Elephant Database Manager. In response to the urgent need for regional co-ordination and greater technical support for elephant conservation in Central and West Africa, the AfESG established two sub-regional offices in Ouagadougou, Burkina Faso, and in Yaoundé, Cameroon, to deal with elephant conservation and management issues in the two sub-regions. Both offices are run by dedicated Programme Officers.

In 1998, the AfESG applied for funding from the European Commission. This application was approved in late 1999 and a contract was signed in March 2000 with a total EU contribution of EUR 1,178,800 (67% of the total eligible costs of the Project) for a period of 36 months. In the year 2003, an 18-month no-cost extension was applied for to 30th November 2004, which was approved by the Commission in July 2003. The AfESG is currently in the final stages of implementation of the Project activities outlined in the contract.

2.1 *Notable achievements during the implementation of this Project include:*

- Production of the African Elephant Status Report 2002
- Organization of two highly successful meetings of the members of the African Elephant Specialist Group in January 2002 and December 2003
- Production of a number of technical reports, products and tools designed to help mitigate human-elephant conflict
- Development of action plans for the conservation and management of cross-border elephant populations in West Africa
- Facilitating the development of a Central African Elephant Conservation Strategy
- Ongoing assistance with the development of national elephant conservation strategies for a number of African elephant range states.
- Production of ‘*Guidelines for the in situ Translocation of the African Elephant for Conservation Purposes*’.
- Production and dissemination of eight issues of *Pachyderm*, the scientific journal of the IUCN/SSC African Elephant, African Rhino and Asian Rhino Specialist Groups
- Provision of technical advice to the 11th and 12th meetings of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) Conferences of the Parties and to the African Elephant Range State Dialogue meetings and contribution to the IUCN analyses of relevant proposals to the Conference of Parties
- Daily technical advice and contribution to the CITES system for the Monitoring of Illegal Killing of Elephants (MIKE)
- Regular interactions and collaboration with the CITES/TRAFFIC Elephant Trade and Information Service (ETIS)
- Updating of the African Elephant Library
- Development of the website <http://iucn.org/afesg> into a highly effective platform for disseminating information about African elephant conservation and management issues to the global community
- Support for the AfESG offices in Nairobi, Yaoundé and Ouagadougou as well as the African Elephant Database facilities secured throughout the life of the Project

2.2 *Notable problems during the implementation of this Project:*

- There was an initial delay in the implementation of Project activities caused by the fact that while waiting for the EC’s decision on the grant application, the AfESG had to secure bridging funds from other sources. Consequently, once approved, expenditure of the EC funds only began in earnest after these bridging funds had been expended. As a result of this initial delay, the Project activities could not be completed by 31 May 2003 and the AfESG had to apply for a no-cost extension of the project to 30 November 2004.
- Like most other small grants programmes, the administration of the AfESG Small Grant Fund has been difficult and has demanded a tremendous amount of administration, especially relative to the size of the individual grants. Furthermore, although the original request for the Small Grants Fund was EURO 50,000 over three years, the amount actually awarded was more than three times this amount, thus creating a much larger than expected fund to administer. Although this anomaly was

pointed out immediately after it was discovered, the EC nevertheless decided the amount should be left as contracted and the AfESG was unable to transfer these funds to alternative budget lines.

- Constraints imposed by the need of the AfESG (which is not a legal entity in its own right) to run their funds through IUCN Headquarters in Switzerland.
- Constraints imposed by the frequent transitioning of EC Desk Officers in Brussels during the first two years of this Project.

D. ISSUES TO BE STUDIED

The following issues should be evaluated:

1. Performance relative to objectives of the Project (Effectiveness)

- To what extent has the Project been successful at compiling and synthesising information on the conservation and status of the African elephant?
- Has the Project provided and improved technical information and advice on the conservation of Africa's elephants to its target users?
- Describe the improvements made in technical information and advice. Do the information products and advice represent state of the art work?
- Is this information presented in an easy-to-understand manner?
- To what extent has the Project promoted and catalysed conservation activities on behalf of Africa's elephants to be carried out by the target users?
- To the extent possible, describe what has happened as a result of this Project – both planned effects, and unplanned effects – with each user listed above
- Assess the progress that this represents in terms of conservation of African elephants i.e. is this significant progress?
- What is the probability that these activities would have happened without the Project?
- If possible, assess the extent of use of the improved information and advice by the target users
- How well has the Project adapted to changing circumstances and context in the field of African elephant conservation and management?
- How well has the AfESG responded to the shifting focus, in the broader conservation world, from species-specific conservation to sustainable development and poverty reduction?
- What has been the impact of other donors on the successful implementation of this Project?

2. Relevance

- To what extent has the Project been relevant to the target users?
- Have stakeholders inside and outside the AfESG supported the implementation of this Project ?
- Are the Project's objectives still relevant?

3. Efficiency

- Has the AfESG managed the Project's funds responsibly?

- Has the AfESG effectively mobilized additional resources?
- Was information produced by this Project delivered on time and on budget to targeted users?
- Was the Project properly planned, implemented, monitored and reported on?
- How has the management of the Project been affected by the IUCN and SSC context?
- Have the Project's resources been used in a cost-effective way to achieve its objectives? Could there have been more cost-effective ways of achieving the same results?

4. Impact

- What are the long-term consequences of the Project's achievements, for African elephants, for the AfESG and for donors?
- To what extent has strategy and leadership affected the outcome of the Project?
- In what ways has the Project been used to demonstrate strategic vision and leadership?
- What role has the Project played in supporting the AfESG's role in the development and implementation of other major initiatives for African elephants (i.e. MIKE and ETIS)?
- Is there a need for the continuation of the Project? Based on what evidence?

5. Sustainability

- How will activities of the AfESG be sustained in the future?
- Are donors and or other funders interested in supporting the work of the AfESG?
- Has IUCN itself contributed to the operational costs of this work and will it do so in the future?
- Has the Species Survival Commission generated funds outside of IUCN to help implement this Project?

6. Lessons learned and recommendations for the future

- What lessons can be learned from the implementation of the Project over the past four years for:
 - the planning and design of future projects to support the conservation of African elephants
 - donor support to African elephant conservation
 - the management and leadership of the AfESG
 - other
- To what extent has this Project assisted other AfESG or SSC projects and programmes to perform better?
- Based on the lessons learned from this Project, what are the recommendations to the AfESG for the future?

E. METHODOLOGICAL ASPECTS

1. Main reference documents

The main reference documents for the evaluation will include the Project log frame and its indicators, internal and external AfESG reports as well as technical products produced by the AfESG.

2. Evaluation criteria

The evaluation criteria to be used are as follows:

- *Effectiveness*: whether the planned objectives of the Project were in fact achieved;
- *Relevance*: whether the design of the Project was originally, and still is, sound as regards targeting the real needs and problems of the right beneficiaries;
- *Impact*: the wider outcomes for a larger group of persons or for society as a whole;
- *Efficiency*: whether the same results could have been achieved at lower costs; or whether there might have been different, more appropriate ways of achieving the same results;
- *Sustainability*: whether the flow of benefits to the beneficiaries is likely to continue or not, and why.

The evaluation criteria of **efficiency**, **effectiveness** and **sustainability** are particularly relevant for this evaluation.

3. Evaluation techniques and research methods

The evaluator(s) should primarily use the reference documents listed in E 1. to evaluate the Project. All three AfESG offices in Nairobi, Yaoundé and Ouagadougou should be visited during the evaluation, if possible, but at the very least all staff should be interviewed. In addition, interviews with, the IUCN Species Programme and Finance department focal points in IUCN Headquarters in Gland, IUCN's Regional Representatives (in Eastern, Central and West Africa), AfESG members, the CITES MIKE Central Coordination Unit in Nairobi, relevant EC officials in Brussels, other donors to the AfESG, and any other relevant partners (as specified under C 1.2) are recommended.

F. REPORTING AND FEEDBACK

The final report must be delivered, in duplicate and in English, to the AfESG Secretariat in Nairobi both in hard copy and electronic format (in Microsoft Word) no later than six weeks from the start of the evaluation.

The structure of the evaluation report should conform broadly to the following format:

1. A tightly-drafted, to-the-point and free-standing Executive Summary of no more than five pages. It should focus mainly on the key purpose or issues of the evaluation, outline the main achievements and shortcomings, and clearly state the main conclusions, lessons learned and specific recommendations. Cross-references should be made to the corresponding page or paragraph numbers in the main text that follows. In addition, a short separate summary of one page is required, to facilitate inclusion of the report in the Commission's evaluation databases (required format will be provided to the evaluation team).
2. Main text starting with an introduction describing, first, the project to be evaluated and, second, the evaluation objectives. The body or core of the report should follow the five evaluation criteria discussed in E.2 above and describing the facts and interpreting or analysing them in accordance with the key questions pertinent to each criterion. The main text should not exceed 50 pages.

3. Conclusion and recommendations: Wherever possible, for each key conclusion there should be one or more corresponding recommendations.
4. Annexes: the report should generally include the following annexes:
 - The Terms of Reference of the evaluation
 - The names of the evaluators and their companies (CVs should be shown, but summarized and limited to one page per person)
 - Methodology applied for the study (phases, methods of data collection, sampling etc)
 - Logical Framework matrices (original and new improved/updated version)
 - List of persons/organizations consulted
 - Literature and documentation consulted
 - Other technical annexes (e.g. statistical analyses)

G. EXPERTISE REQUIRED

The evaluation would ideally be carried out by two evaluators but can be conducted by one sufficiently qualified expert. The evaluator(s) should have direct experience:

- With the IUCN Species Survival Commission and its Specialist Groups and the nature of voluntary networks
- In sub-Saharan Africa
- With issues surrounding the conservation of high profile species of special concern
- With the development of technical/scientific guidelines on best practices
- In programme evaluations

A working knowledge of French (by at least one member of the team) would be highly advantageous.

H. WORK PLAN AND TIME SCHEDULE

The evaluation exercise, including the final Project evaluation report, must be completed within six weeks of signing the contract.

Annex 2. The evaluators

SUMMARY CURRICULUM VITAE: Jean-Pierre d'HUART

May 2004

Date of birth : 1 December 1948
Nationality: Belgian
Education: Licence en Sciences Zoologiques, Université de Louvain, 1971
Doctorat en Sciences (Écologie), Université de Louvain, 1976
Languages : French (mother tongue), English (fluent), Dutch and Swahili (fair)

Employment:

04: Freelance conservation consultant: *project development and evaluation, conservation diplomacy and conflict resolution, workshop preparation and facilitation, institutional reviews, technical advice, training modules;*

02-03: Senior conservation advisor, WWF-Belgium (1/2T) and freelance consultant (1/2T)

98-02: Programme Director, WWF-Belgium: *strategic planning, programme development and management, supervision of 6 units (forest, freshwater, species, sustainable development, environmental education, publications), environmental policy;*

97-98: Head of Species Unit, WWF-International (Gland, Switzerland): *policy development, CITES issues, coordination with IUCN-SSC and TRAFFIC, species data bank and publications;*

92-97: Head of WWF-International East Africa Regional Programme (Nairobi, Kenya): *strategic planning, support to protected areas, capacity building, community conservation, species and habitat conservation and management, institutional support, programme management and development*

79-92: Director of Conservation, WWF Belgium: *development and management of conservation and environmental education units; development of TRAFFIC Belgium; strategic planning; conservation campaigning; projects development; advocacy.*

76-79: Research Coordinator, Experimental Farm Les Blétonnets (Villemore, France): *experimental crossbreeding between wild boars and domestic pigs*

75-76: Assistant Lecturer, University of Louvain: *teaching modules on african wildlife ecology and research methods; writing up Ph.D. thesis on Forest Hog ecology.*

71-75: Scientific Warden, Virunga National Park, Zaïre: *aerial censuses, bird banding, large mammals ecology.*

Consultancy work:

- **Protected areas development:** parks management planning, research and monitoring planning, infrastructure and equipment, community conservation planning, review of support to DRC in time of conflict, (World Bank, European Union, GTZ, USAID, UNESCO, etc),
- **Transborder Cooperation:** multi-stakeholders collaboration, CITES and World Heritage conventions promotion and implementation, review of EU projects DRC/Uganda transboundary coordination (EU, UNDP, UN Foundation, Swiss Cooperation, etc)
- **Institutional support:** parks management planning, institutional reviews, training modules, “conservation diplomacy” (UNESCO, IUCN, WWF, NGOs, etc)

Principal developing country experience: DRC, Rwanda, Madagascar, Gabon, Cameroon, Congo, CAR, Kenya, Tanzania, Uganda, Ethiopia

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SUMMARY CURRICULUM VITAE: STEPHEN D. TURNER

March, 2004.

Date of birth 21 December 1953
Nationality British
Education B.A. (Geography), University of Cambridge, 1975
Ph.D. (Geography), University of London, 1978.
Languages Fluent English, Sesotho. Some Setswana, French, Dutch.

Employment

1983 to date: Centre for International Cooperation, Vrije Universiteit Amsterdam. Currently senior staff member, Resource Development Unit, undertaking consultancies, teaching modules on environment and development, and helping to coordinate donor funded programmes.

Feb. 1996 – June 2000: seconded to Programme for Land and Agrarian Studies (PLAAS), School of Government, University of the Western Cape, South Africa.

Mar. 1994 - Feb. 1996: seconded to Social Sciences Division (SSD), University of Namibia (UNAM).

May 1987 - Dec. 1990: seconded to Lesotho Highlands Development Authority: Social Development Officer.

May 1983 - July 1985: seconded to Institute of Southern African Studies, National University of Lesotho: Manager, District Level Planning and Rural Development Project.

1980-1983: Senior Sociologist and Head, Applied Research Unit, Ministry of Local Government and Lands, Botswana.

1978-1980: Lecturer in Geography, National University of Lesotho.

Consultancy work

Programme and institutional reviews, e.g. IUCN External Reviews 1999, 2003; review of four IUCN Commissions (including SSC), 2000; desk study of six CGIAR Centres; review of Phase III of SDC-funded IUCN Global Biodiversity Programme; review of FAO-Netherlands collaboration; reviews of South African land reform programme; review of Remote Area Development Programme, Botswana.

Advisory and applied research services, e.g. research component of CARE Lesotho Livelihoods Recovery through Agriculture Programme; University of Western Cape – University of Zimbabwe Community-Based Natural Resource Management Programme; GTZ TRANSFORM CBNRM Programme (South Africa); member of environmental review panels for Lesotho Highlands Water Project, Komati River Basin Project (Swaziland).

Policy and socio-economic studies, e.g. soil and water conservation in sub-Saharan Africa; study of environmental issues in South African land reform; reviews of livelihoods in Lesotho; common property resources and poverty alleviation in sub-Saharan Africa; land policy for Namibia; regional development planning in Namibia.

Training programmes, e.g. environment and livelihoods in South African land reform.

Principal developing country experience: Botswana, Lesotho, Namibia, South Africa, Swaziland, Tanzania, Zambia (shorter missions to 12 other countries in Asia, Africa and Central America).

Address:

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Annex 3. Methodology

As is explained in section 1.4, we used the questionnaire below to elicit the opinions of a number of informants. The questionnaire was sent out, in French and English, to a total of 72 people. Of these, 36 returned it: ten in French (a 63% response rate) and 26 in English (46%). The types of respondent were as follows.

Table 4. Questionnaire respondent categories

Type of respondent	No. of respondents
AfESG Chair and Secretariat	6
Staff of related organisations	3
AfESG member	25
Donor representative	2
Total	36

The questionnaire was sent and returned by e-mail. ‘Comments’ sections expanded as respondents typed to give enough space for what they wanted to say.

We also explain in section 1.4 that this evaluation reviews all the work of the AfESG during the period of EC support. Many of the questions below therefore refer to the period since 2000 when the EC grant was signed.

The tables in the report that show data from the questionnaire responses give the numbers of people per response category and do not show percentages. Percentages are excluded because the total number of cases is relatively small.

Support to activities of the IUCN/SSC African Elephant Specialist Group

Project Evaluation, 2004

Questionnaire

The African Elephant Specialist Group (AfESG) of the IUCN Species Survival Commission has received funding from the European Commission since March, 2000. This project, which has provided core support to the AfESG, will end in November, 2004. An evaluation of the project has now been commissioned. It is being undertaken by Jean Pierre d'Huart (dhuartjp@yahoo.com; +32 10 866 446) and Stephen Turner (sdturner@iafrica.com; +31 20 444 9078).

As part of this evaluation, we have compiled the following questions. We would be most grateful if you could complete the questionnaire and return it to Stephen Turner by e-mail. If you would prefer to discuss the issues raised in the questionnaire by telephone, please let us know when you would like us to call you. We may take the liberty of following up on some completed questionnaires with a telephone call, if you have the time, so that we can have a fuller discussion with you about the work and performance of the AfESG.

The project under review has provided core funding to the AfESG, and has had exactly the same objectives as the AfESG. The questions below therefore refer mainly to the work of the AfESG in general since the project began in 2000, and not specifically to the project.

Your response will be kept strictly confidential. Answers to these questions will be aggregated by stakeholder group for use in the evaluation report.

We hope that you will be able to spare a few minutes to answer the questions below, and thank you in advance for your contribution to this evaluation of the AfESG support project. Time is tight for this review. Please try to give us your response by 17 September.

Please do not hesitate to contact one of us by phone or e-mail if you have any queries.

Jean Pierre d'Huart
Stephen Turner

Identification

Your name	
Position	
Organisation	
Telephone	
E-mail	

Please mark your selected answers with an x or a ✓ in the appropriate box.

Relevance of the AfESG

1. How relevant has the work of the AfESG since 2000 been to the conservation of Africa's elephants throughout their range?

Don't know		Not at all relevant	Only slightly relevant	Quite relevant	Highly relevant

Comments:

2. How relevant has the work of the AfESG since 2000 been to your organisation's contribution to the conservation of Africa's elephants?

Don't know		Not at all relevant	Only slightly relevant	Quite relevant	Highly relevant

Comments:

Effectiveness of the AfESG

3. How successful has the AfESG been since 2000 in compiling and synthesising information on the conservation and status of the African elephant?

Don't know		Not at all successful	Only slightly successful	Quite successful	Very successful

Comments:

4. How effective has the AfESG been since 2000 in providing technical information and advice on the conservation of Africa's elephants to range state government agencies?

Don't know		Not at all effective	Only slightly effective	Quite effective	Very effective

Comments:

5. How effective has the AfESG been since 2000 in providing technical information and advice on the conservation of Africa's elephants to non-governmental organisations?

Don't know		Not at all effective	Only slightly effective	Quite effective	Very effective

Comments:

6. How effective has the AfESG been since 2000 in providing technical information and advice on the conservation of Africa's elephants to inter-governmental organisations?

Don't know		Not at all effective	Only slightly effective	Quite effective	Very effective

Comments:

7. How effective has the AfESG been since 2000 in providing technical information and advice on the conservation of Africa's elephants to non-range state governments?

Don't know		Not at all effective	Only slightly effective	Quite effective	Very effective

Comments:

8. How successful has the AfESG been since 2000 in improving the quality of technical information and advice on the conservation of Africa's elephants?

Don't know		Not at all successful	Only slightly successful	Quite successful	Very successful

Comments:

9. Would you describe the AfESG's technical information and advice as state of the art?

Don't know		No	Yes

Comments:

10. Are the AfESG's technical information and advice presented in a way that is easy to understand?

Don't know		Not at all easy	Not very easy	Quite easy	Very easy

Comments:

11. How much use has your organisation made of AfESG's technical information and advice since 2000?

Don't know		Not used	Only used a little	Used quite a lot	Used intensively

Comments:

12. How successful has the AfESG been since 2000 in promoting and catalysing action to conserve Africa's elephants?

Don't know		Not at all successful	Only slightly successful	Quite successful	Very successful

Comments:

13. Can significant progress in African elephant conservation be ascribed to the work of the AfESG since 2000?

Don't know		No	Yes

Comments:

14. How well has the AfESG adapted since 2000 to changing circumstances and context in the field of African elephant conservation and management?

Don't know		Not at all well	Only slight adaptation	Quite well	Very well

Comments:

15. How well has the AfESG responded since 2000 to the shifting focus, in the broader conservation world, from species-specific conservation to sustainable development and poverty reduction?

Don't know		Not at all well	Only slight response	Quite well	Very well

Comments:

16. How effectively has the AfESG built capacity in Africa in the field of elephant conservation since 2000?

Don't know		Not at all effective	Only slightly effective	Quite effective	Very effective

Comments:

Efficiency

17. Do you consider the AfESG to have been efficiently administered since 2000?

Don't know		Not at all efficient	Only slightly efficient	Quite efficient	Very efficient

Comments:

18. Do you think that the operations of the AfESG since 2000 have been cost-effective?

Don't know		Not at all cost-effective	Only slightly cost-effective	Quite cost-effective	Very cost-effective

Comments:

19. Does the position of the AfESG within the Species Survival Commission and IUCN impair or enhance its efficiency?

Don't know		Severely impairs	Slightly impairs	Slightly enhances	Strongly enhances

Comments:

20. Has the AfESG displayed strategic vision and leadership since 2000?

Don't know		Not at all	Only slightly	Quite evident	Very clearly displayed

Comments:

Impact and sustainability

21. Do you expect the work of the AfESG since 2000 to have long-term positive impact on the conservation of Africa's elephants?

Don't know		Not at all	Only slightly	Quite positive	Very positive

Comments:

22. Has the work of the AfESG since 2000 had a positive impact on other major initiatives for African elephants?

Don't know		Not at all	Only slightly	Quite positive	Very positive

Comments:

23. How much external funding is needed for the work of the AfESG over the next five years, compared with 2000-2004?

Don't know		Much less	Somewhat less	About the same	More

Comments:

Lessons learned and recommendations

24. Are there any key lessons from the work of the AfESG since 2000 that you would like to bring to the attention of this evaluation?

25. Do you have any recommendations for the future structure, programme and funding of the AfESG?

Thank you for your input to this evaluation!

Annex 4. Analysis of allocations from the AfESG Small Grants Fund

Data in this annex were kindly provided by the AfESG Secretariat. Table 5 provides the most recently available listing of grants that have been made from the Small Grants Fund, and shows a total of 20 allocations. Table 6 - Table 8 are based on slightly older data but are included here because they show useful breakdowns by sub region, topic and type of grantee respectively. The 'high priority areas' shown in Table 7 are as defined in the criteria for the Small Grants Fund. In that table, HEC and overpopulation issues are shown together. When two priority areas were included in one grant, half of the grant is allocated to each area in the table.

Table 5. Breakdown of grants from the Small Grants Fund by sub region

	Contract Ref.	Details of Grant Recipient	Full contracted amount	Description
West Africa				
Burkina Faso	SG0202	Mr. Blaise Sawadogo – BF Department of Wildlife & AfESG member	€ 4,688.42	Elephant movement and HEC study on BF/Ghana border
Côte d'Ivoire	SG0503	Dr. Leonie Bonnehin – Conservation International, Côte d'Ivoire	€ 10,000	Workshop on action plan for CDI/Ghana transfrontier elephant conservation
Ghana	SG0203	Ghanaian MSc student	€ 7,459	Elephant survey and crop-raiding study in the Red Volta valley
	SG0902	Ghanaian wildlife students	€ 7,800	Training of Ghanaian Wildlife College students in elephant survey techniques
	G0703	Mr. Moses Kofi Sam. Senior Ghana Wildlife Division officer, PhD researcher and long-time AfESG member	€ 8,340	Survey of elephants in the Bia conservation area
Togo	SG0702	Mr. Okoumassou Kotchikpa. Togo Govt. Department of Wildlife. AfESG member	€ 5,772	Assessing impact on elephants of human encroachment into protected areas in Togo
Central Africa				
DRC	SG0602	Mr. Leonard Mubalama. MIKE officer for Eastern DRC. AfESG member	€ 4,132	Law enforcement monitoring/elephant poaching study in the Parc National des Virunga
Republic of the Congo	SG0303	Congolese elephant researchers trained by staff from the Wildlife Conservation Society	€ 9,191	Building capacity of Congolese researchers to survey and monitor elephants in the Lac Tele Community Reserve
Eastern Africa				
Ethiopia	SG0402	Mr. Yirmed Demeke. Elephant researcher. AfESG member	€ 7,126	Study of illegal killing and elephant survey in Mago and Omo National Parks in Ethiopia

	Contract Ref.	Details of Grant Recipient	Full contracted amount	Description
Kenya	SG0502	Moses Litoroh. Scientist, Kenya Wildlife Service. AfESG member	€ 6,250	Elephant census and assessment of HEC in Arabuko Sokoke and Shimba Hills National Reserves
	SG0102	Peter Njiiri Mwangi. Kenyan MSc. student	€ 6,626	Study of geophagy in elephants in the Aberdare National Park
	SG1002	Kenya Wildlife Service	€ 720	Support to an aerial survey of elephants in the South Turkana/Nasolot area
	SG0204	Kenya Wildlife Service	€ 5,556	Development of a proposal for a national elephant conservation strategy for Kenya
Southern Africa				
Malawi	SG0302	Dr. Roy Bhima. Malawi govt. department of Wildlife. AfESG member	€ 3,600	Survey of elephants in Kasungu National Park
Mozambique	SG0603	Mr. Cornelio Ntumi. Elephant researcher. AfESG member	€ 4,120	Translation of the AfESG's human-elephant conflict tools and products into Portuguese
	SG0404	Tim Lynam (WWF SARPO) and Roberto Zolho, Mozambique govt. department of wildlife	€ 9, 825	Monitoring of elephant habitat in Gorongosa National Park
Zimbabwe	SG0304	Karidozo Malvern. Zimbabwean MSc. Student under supervision of Dr. Loki Osborn, AfESG member	€ 5020	Assessing the potential for using bees to deter elephant crop-raiding and to improve local livelihoods

Source: AfESG Secretariat data.

Table 6. Small Grants Fund allocations by sub region (older data)

	N	€	%
Western	6	44.059	41
Central	2	13.323	13
Eastern	5	26.278	25
Southern	4	22.565	21
Total	17	106.225	100

Source: AfESG Secretariat data.

Table 7. Small Grants Fund allocations by high priority area (older data)

	N	€	%
Law enforcement	0.5	2.066	2
Illegal trade	0	0	0
Habitat loss	2.0	15.597	15
Overpopulation H/E conflicts	3.0	15.994	15
Surveys	8.5	50.386	47
General	2.0	15.556	15
Non priority	1	6.626	6
Total	17	106.225	100

Source: AfESG Secretariat data.

Table 8. Small Grants Fund allocations by beneficiary (older data)

	N	€	%
AfESG Member	8	44.028	42
Student	4	26.905	25
Other	5	35.292	33
Total	17	106.225	100

Source: AfESG Secretariat data.

Annex 5. Logical framework

This annex shows the original logical framework for the project under review, followed by the revised version that came into force under the second amendment to the contract, in April 2003.

Original version

	INTERVENTION LOGIC	INDICATORS	MEANS OF VERIFICATION	RISKS AND ASSUMPTIONS
OVERALL OBJECTIVE				
	<i>“to promote the long-term conservation of Africa's elephants throughout their range</i>	<ul style="list-style-type: none"> • population numbers of African elephants remain stable or increase 	<ul style="list-style-type: none"> • population censuses 	
OBJECTIVES				
1.	To compile and synthesise information on the conservation and status of the African elephant across its range.	<ul style="list-style-type: none"> • Reports on status from the AED 	<ul style="list-style-type: none"> • AED 	<ul style="list-style-type: none"> • Range States and other data collectors will continue to provide information for updates to the AED
2	To provide and improve technical information and advice on the conservation of Africa's elephants to the following: <ol style="list-style-type: none"> range state government agencies non-governmental organisations (NGOs), including both international and African-based organisations inter-governmental organisations non-range state governments 	<ul style="list-style-type: none"> • Reports and advice sought from the AfESG on the conservation of Africa's elephants • Technical input from the AfESG requested for development or revision of national management plans for elephants 	<ul style="list-style-type: none"> • reports prepared for the governments, intergovernmental organisations and NGOs as requested 	<ul style="list-style-type: none"> • governments, intergovernmental organisations and NGOs will request and make use of information provided by the AfESG,
3	To promote and catalyse conservation activities on behalf of Africa's elephants to be carried out by the above.	<ul style="list-style-type: none"> • Contributions by the AfESG membership and Secretariat to African Elephant conservation efforts by stakeholders listed in 2 	<ul style="list-style-type: none"> • Reports • Technical assistance missions conducted 	<ul style="list-style-type: none"> • AfESG input will influence stakeholders listed in 2

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	INTERVENTION LOGIC	INDICATORS	MEANS OF VERIFICATION	RISKS AND ASSUMPTIONS
			<ul style="list-style-type: none"> • Proposal reviews by AfESG for other donors 	
4	To build capacity through the exchange of ideas, information and technical expertise among the members of the Group.	<ul style="list-style-type: none"> • Increasing numbers of experts participating in the AfESG conservation activities 	<ul style="list-style-type: none"> • AfESG membership information 	<ul style="list-style-type: none"> • The AfESG will continue to actively recruit experts in the field of African elephant conservation
Results and/or Outputs				
1	Serving the AfESG membership	<ul style="list-style-type: none"> • Effectively functioning offices in Nairobi, Kenya and in Yaoundé, Cameroon • General meeting of the AfESG membership in late 1999 or early 2000 • Exchange trips between members to field sites • Securing of small grants fund 	<ul style="list-style-type: none"> • Monthly office reports to the AfESG Chair • AfESG Meeting report • Papers by members reviewed and published in Pachyderm 	<ul style="list-style-type: none"> • Staffing at the offices will be maintained
2	Promoting applied research	<ul style="list-style-type: none"> • Small-applied research projects relevant to the conservation priorities of the AfESG . 	<ul style="list-style-type: none"> • Project reports 	<ul style="list-style-type: none"> •
3	Networking and facilitation through ever-closer co-ordination and more frequent interaction between AfESG members, governments, and NGOs on research and policies related to African elephant conservation is achieved.	<ul style="list-style-type: none"> • Technical assistance and advice to governments and other organisations regarding the effectiveness of current policies and management practices on the conservation of the African elephant • Advice and recommendations to the CITES Secretariat, Standing Committee and others on the development and implementation of the system for monitoring the illegal killing of elephants (MIKE) • Continued technical input to the African Elephant Range State Dialogue process 	<ul style="list-style-type: none"> • Reports to CITES • Reports and presentations to African elephant Range States • Written requests and correspondence from partners for input from AfESG 	<ul style="list-style-type: none"> • Assistance and advice provided by AfESG will influence governments and other organisations in developing their African elephant conservation policies
4	Information and lessons learned are	<ul style="list-style-type: none"> • Two issues of the joint AfESG, 	<ul style="list-style-type: none"> • Availability of the publications 	<ul style="list-style-type: none"> • AfESG members and others

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	INTERVENTION LOGIC	INDICATORS	MEANS OF VERIFICATION	RISKS AND ASSUMPTIONS
	shared with AfESG members and other interested parties	Asian Rhino Specialist Group (AsRSG) and African Rhino Specialist Group (AfRSG) journal, <i>Pachyderm</i> . <ul style="list-style-type: none"> • Publication of the AfESG elephant bibliography • Maintenance of the AfESG and AED WebSite 	and internet site	interested in African elephant conservation will make use of the available materials
5	Providing technical assistance and advice to individuals and institutions, in Africa, on the preparation of project proposals for submission to appropriate donors as well as continued assistance in the technical review of other, independent proposals as requested by donor agencies.	<ul style="list-style-type: none"> • Increased numbers of and improved quality of proposals submitted 	<ul style="list-style-type: none"> • Proposals • Proposal reviews • Correspondence on proposals 	<ul style="list-style-type: none"> • There is interest in institutions and among individuals in Africa to take advantage of the technical assistance of the AfESG in project proposal preparation • Institutions and individuals recognise that AfESG is available to offer this assistance
6	Assessing the impact of human activities on elephants	<ul style="list-style-type: none"> • The Human-Elephant Conflict Task Force reviews the progress on all the components supported under their grant from WWF and finalise ideas for dissemination of the lessons learned • An initial model developed to predict sites of human-elephant conflict. [The development of this model will be dependent on the effective implementation of the new collection method for elephant range data, described above. 	<ul style="list-style-type: none"> • Updates from the Human Elephant Conflict Task Force 	<ul style="list-style-type: none"> •
7	Reviewing the continental status of the African elephant (the African Elephant Database)	<ul style="list-style-type: none"> • The Data Review Task Force reviews the progress of the AED and guide the new AED manager's activities • An initial model developed and tested to extrapolate elephant densities in areas difficult to survey and/or those having few or poor data. • An improved method for data 	<ul style="list-style-type: none"> • Updates from the Data Review Task Force 	<ul style="list-style-type: none"> •

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	INTERVENTION LOGIC	INDICATORS	MEANS OF VERIFICATION	RISKS AND ASSUMPTIONS
		collection on elephant range data is developed and implemented		
<i>Activities and/or Inputs</i>				
AfESG Secretariat				
	Full-time employment of 2 Programme Officers and 1 secretary in the AfESG Secretariat (includes hiring costs)	72,070 ECU*		<ul style="list-style-type: none"> • WWF EARPO will agree to continue to provide the venue for the AfESG Secretariat
	Travel costs for AfESG Secretariat	12,655 ECU		<ul style="list-style-type: none"> •
	Small grants fund to finance membership proposals or supplement ongoing projects	47,666 ECU		<ul style="list-style-type: none"> • Suitable applications for support from the fund will be received
	AfESG input to development and implementation of MIKE	**	MoU with CITES	<ul style="list-style-type: none"> • Parties to CITES agree to the further development and implementation of MIKE
	Project to investigate, mitigate and, where possible, reduce conflict between people and elephants	47,390 ECU***	WWF contract	<ul style="list-style-type: none"> •
	Meeting of the Data Review Task Force	3,796 ECU		<ul style="list-style-type: none"> • volunteer members can contribute unpaid time to this participation
	Meeting of the Human-Elephant Conflict Task Force	4,218 ECU		<ul style="list-style-type: none"> • volunteer members can contribute unpaid time to this participation
	General Meeting of the AfESG	70,023 ECU		<ul style="list-style-type: none"> •
	Publication of 2 issues of Pachyderm	21,935 ECU		<ul style="list-style-type: none"> • Adequate numbers of suitable manuscripts will be received as input to Pachyderm
	Maintenance of the AfESG/AED website	2,025 ECU		
	Office operating costs for the AfESG Secretariat	16,189 ECU		

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	INTERVENTION LOGIC	INDICATORS	MEANS OF VERIFICATION	RISKS AND ASSUMPTIONS
African Elephant Database (AED)				
	Full-time employment of the AED manager	35,433 ECU		<ul style="list-style-type: none"> • A suitable candidate for AED manager will be recruited
	Office operating costs at WWF EARPO, Nairobi, Kenya	2,582 ECU		<ul style="list-style-type: none"> • WWF EARPO will continue to agree to house the AED
	Data collection and data management for the AED including travel for AED manager	4,218 ECU		<ul style="list-style-type: none"> •
	Consultancy for modelling analysis	8,436 ECU		
Preconditions				
				<ul style="list-style-type: none"> • The AfESG membership will continue to support the work of the Secretariat and provide input as needed on a voluntary bases

Revised version

	INTERVENTION LOGIC	INDICATORS	MEANS OF VERIFICATION	RISKS AND ASSUMPTIONS
OVERALL OBJECTIVE				
	<i>“to promote the long-term conservation of Africa's elephants throughout their range</i>	<ul style="list-style-type: none"> population numbers of African elephants remain stable or increase 	<ul style="list-style-type: none"> population censuses 	
OBJECTIVES				
1.	To compile and synthesise information on the conservation and status of the African elephant across its range.	<ul style="list-style-type: none"> Reports on status from the AED 	<ul style="list-style-type: none"> AED 	<ul style="list-style-type: none"> Range States and other data collectors will continue to provide information for updates to the AED
2	To provide and improve technical information and advice on the conservation of Africa's elephants to the following: <ol style="list-style-type: none"> range state government agencies non-governmental organisations (NGOs), including both international and African-based organisations inter-governmental organisations non-range state governments 	<ul style="list-style-type: none"> Reports and advice sought from the AfESG on the conservation of Africa's elephants Technical input from the AfESG requested for development or revision of national management plans for elephants 	<ul style="list-style-type: none"> reports prepared for the governments, intergovernmental organisations and NGOs as requested 	<ul style="list-style-type: none"> governments, intergovernmental organisations and NGOs will request and make use of information provided by the AfESG,
3	To promote and catalyse conservation activities on behalf of Africa's elephants to be carried out by the above.	<ul style="list-style-type: none"> Contributions by the AfESG membership and Secretariat to African Elephant conservation efforts by stakeholders listed in 2 	<ul style="list-style-type: none"> Reports Technical assistance missions conducted Proposal reviews by AfESG for other donors 	<ul style="list-style-type: none"> AfESG input will influence stakeholders listed in 2
4	To build capacity through the exchange of ideas, information and technical expertise among the members of the Group.	<ul style="list-style-type: none"> Increasing numbers of experts participating in the AfESG conservation activities 	<ul style="list-style-type: none"> AfESG membership information 	<ul style="list-style-type: none"> The AfESG will continue to actively recruit experts in the field of African elephant conservation

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Results and/or Outputs				
1	Serving the AfESG membership	<ul style="list-style-type: none"> Effectively functioning offices in Nairobi, Kenya, Ouagadougou, Burkina Faso and in Yaoundé, Cameroon General meetings of the AfESG membership Exchange trips between members to field sites Managing a small grants fund to finance proposals or supplement ongoing projects 	<ul style="list-style-type: none"> Monthly office reports to the AfESG Chair AfESG Meeting report Papers by members reviewed and published in <i>Pachyderm</i> 	<ul style="list-style-type: none"> Staffing at the offices will be maintained
2	Promoting applied research	<ul style="list-style-type: none"> Small-applied research projects relevant to the conservation priorities of the AfESG funded through the small grants fund 	<ul style="list-style-type: none"> Project reports 	
3	Networking and facilitation through ever-closer co-ordination and more frequent interaction between AfESG members, governments, and NGOs on research and policies related to African elephant conservation is achieved.	<ul style="list-style-type: none"> Technical assistance and advice to governments and other organisations regarding the effectiveness of current policies and management practices on the conservation of the African elephant Technical advice to the CITES monitoring the illegal killing of elephants (MIKE) through AfESG members in the Technical Advisory Group. Close co-operation with MIKE on population surveys and data sharing. Continued technical input to the African Elephant Range State Dialogue process as requested 	<ul style="list-style-type: none"> Reports to CITES Reports and presentations to African elephant Range States Written requests and correspondence from partners for input from AfESG Re-introduction and translocation guidelines for African Elephants 	<ul style="list-style-type: none"> Assistance and advice provided by AfESG will influence governments and other organisations in developing their African elephant conservation policies
4	Information and lessons learned are shared with AfESG members and other interested parties	<ul style="list-style-type: none"> Two issues of the joint AfESG, Asian Rhino Specialist Group (AsRSG) and African Rhino Specialist Group (AfRSG) journal, <i>Pachyderm</i> 	<ul style="list-style-type: none"> Availability of the publications and internet site 	<ul style="list-style-type: none"> AfESG members and others interested in African elephant conservation will make use of the available materials

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		<ul style="list-style-type: none"> • Publication of the AfESG elephant bibliography • Maintenance of the AfESG and AED WebSite 		
5	Providing technical assistance and advice to individuals and institutions, in Africa, on the preparation of project proposals for submission to appropriate donors as well as continued assistance in the technical review of other, independent proposals as requested by donor agencies.	<ul style="list-style-type: none"> • Increased numbers of and improved quality of proposals submitted 	<ul style="list-style-type: none"> • Proposals • Proposal reviews • Correspondence on proposals 	<ul style="list-style-type: none"> • There is interest in institutions and among individuals in Africa to take advantage of the technical assistance of the AfESG in project proposal preparation • Institutions and individuals recognise that AfESG is available to offer this assistance
6	Assessing the impact of human activities on elephants	<ul style="list-style-type: none"> • The Human Elephant Conflict Working Group reviews the progress on all the components supported under their grant from the WWF and finalise ideas for dissemination of the lessons learned • An initial model developed to predict sites of human-elephant conflict. [The development of this model will be dependent on the effective implementation of the new collection method for elephant range data, which are being tested by the HECWG] 	<ul style="list-style-type: none"> • Updates from the Human Elephant Conflict Working Group 	<ul style="list-style-type: none"> •
7	Reviewing the continental status of the African elephant (the African Elephant Database)	<ul style="list-style-type: none"> • The Data Review Working Group reviews the progress of the AED and guide the new AED manager's activities • An initial model developed and tested to extrapolate elephant densities in areas difficult to survey and/or those having few or poor data. <p>An improved method for data collection on elephant range data is developed and implemented</p>	<ul style="list-style-type: none"> • Updates from the Data Review Working Group 	<ul style="list-style-type: none"> •

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<i>Activities and/or Inputs</i>				
AfESG Secretariat				
	Full employment of 3 Programme Officers, and Administrative Officer and Secretary			
	Small grants fund to finance membership proposals or supplement ongoing projects	<ul style="list-style-type: none"> ● Research projects funded 	<ul style="list-style-type: none"> ● Reports 	<ul style="list-style-type: none"> ● Suitable applications for support from the fund will be received
	AfESG advice and collaboration with MIKE program	<ul style="list-style-type: none"> ● Advice given to the MIKE program as and when requested 		
	Project to train human-elephant conflict managers in selected sites across Africa and updating of Human Elephant Conflict Working Group tools and products	<ul style="list-style-type: none"> ● Updated products ● Technical capacity built in human-elephant conflict management 	<ul style="list-style-type: none"> ● Project reports 	
	Meeting of the Data Review Working Group	<ul style="list-style-type: none"> ● Advise given to AED Manager ● New strategies for AED development ● Quality of African Elephant Status Reports improved 	<ul style="list-style-type: none"> ● Meeting reports 	<ul style="list-style-type: none"> ● volunteer members can contribute unpaid time to this participation
	Meeting of the Human-Elephant Conflict Working Group	<ul style="list-style-type: none"> ● New research areas identified ● Updating of HECWG conflict mitigation tools and products 	Meeting reports	<ul style="list-style-type: none"> ● volunteer members can contribute unpaid time to this participation
	General Meeting of the AfESG	<ul style="list-style-type: none"> ● AfESG members share ideas and give input to elephant conservation and management 	Meeting reports	

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	Publication of 2 issues of Pachyderm	<ul style="list-style-type: none"> Ideas and lessons learned are shared 	Publications	<ul style="list-style-type: none"> Adequate numbers of suitable manuscripts will be received as input to Pachyderm
	Maintenance of the AfESG/AED website	<ul style="list-style-type: none"> Ideas and lessons learned are shared 	<ul style="list-style-type: none"> AfESG website http://iucn.org/afesg 	
	Office operating costs for the AfESG Secretariat			
African Elephant Database (AED)				
	Full time employment of the AED manager			
	Office operating costs at AfESG Secretariat Nairobi			
	Data collection and data management for the AED including travel for AED manager	<ul style="list-style-type: none"> Timely production and continued development of the AED 	<ul style="list-style-type: none"> African Elephant Status Reports 	
Preconditions				
				<ul style="list-style-type: none"> The AfESG membership will continue to support the work of the Secretariat and provide input as needed on a voluntary bases

Annex 6. Persons and organisations consulted

Name	Affiliation	Interviewed	Returned questionnaire
M. Agnagna	Bushmeat Working Group, CITES Yaounde, Cameroon Member, AfESG		✓
D. Balfour	Ezemvelo KZN Wildlife Eshowe, South Africa Member, AfESG		✓
R. Barnes	University of California San Diego La Jolla, California, U.S.A. Member, AfESG		✓
J. Blanc	AfESG Secretariat Nairobi, Kenya	✓	✓
B.S. Bobodo	Direction de la Faune et des Chasses Ouagadougou, Burkina Faso Member, AfESG	✓	✓
M. Bousquet	EuropeAid Office for Co-operation, European Commission Brussels, Belgium	✓	
L. du Breil de Pontbriand	EuropeAid Office for Co-operation, European Commission Brussels, Belgium	✓	
S. Broad	TRAFFIC International Cambridge, U.K.	✓	
M. Buyu	AfESG Secretariat Nairobi, Kenya	✓	
C. Craig	Wildlife Conservation and Management Programme Maun, Botswana Member, AfESG		✓
J. Cummins	EuropeAid Office for Co-operation, European Commission Brussels, Belgium	✓	
I. Douglas-Hamilton	Save the Elephants Nairobi, Kenya Member, AfESG	✓	✓
H.T. Dublin	Chair, AfESG Nairobi, Kenya Member, AfESG	✓	✓
C. Foley	Tarangire Elephant Project Arusha, Tanzania Member, AfESG		✓
M. Garaï	Elephant Management and Owners Association Vaalwater, South Africa Member, AfESG		✓

Name	Affiliation	Interviewed	Returned questionnaire
D. Gibson	Wildlife Conservation and Management Programme Maun, Botswana Member, AfESG		✓
L. Glowka	Convention on Migratory Species Bonn, Germany	✓	
E. Hakizumwami	WWF Yaounde, Cameroon	✓	
J. Hart	Wildlife Conservation Society Kinshasa, Democratic Republic of Congo Member, AfESG	✓	
R. Hoare	Messerli Foundation Arusha, Tanzania Member, AfESG		✓
G. Howard	IUCN Regional Office for Eastern Africa Nairobi, Kenya	✓	
N. Hunter	CITES MIKE Programme Nairobi, Kenya Member, AfESG	✓	✓
S. Kasiki	Tsavo Research Station Voi, Kenya Member, AfESG		✓
S.K. Kobon	Ministère des Eaux et Forêts Abidjan, Côte d'Ivoire Member, AfESG	✓	✓
O. Kotchikpa	Direction de la Faune et de la Chasse Lomé, Togo Member, AfESG		✓
S. Lahm	Institut de Recherche en Ecologie Tropicale Makokou, Gabon Member, AfESG		✓
M. Litoroh	Kenya Wildlife Service Kwale, Kenya Member, AfESG	✓	
R.C. Malpas	Conservation Development Centre Nairobi, Kenya	✓	
N. Marshall	Conservation International Washington, D.C., U.S.A.		✓
T. de Meulenaer	CITES Secretariat Geneva, Switzerland	✓	
T. Milliken	ETIS Harare, Zimbabwe Member, AfESG	✓	

Name	Affiliation	Interviewed	Returned questionnaire
F. Mkanda	IUCN Regional Office for Southern Africa Harare, Zimbabwe		✓
T.B. Morule	Department of Wildlife and National Parks Gaborone, Botswana Member, AfESG	✓	
L. Mubalama	CITES MIKE Programme Bukavu, Democratic Republic of Congo Member, AfESG	✓	✓
L. Niskanen	AfESG Secretariat Nairobi, Kenya	✓	✓
T. Nguli	IUCN Regional Office for Eastern Africa Nairobi, Kenya	✓	
G. Nomba	GTZ/PACT Bamako, Mali Member, AfESG	✓	✓
C. Ntumi	University of Eduardo Mondlane Maputo, Mozambique Member, AfESG		✓
C. Nyaga	AfESG Secretariat Nairobi, Kenya	✓	✓
P. Omondi	Kenya Wildlife Service Nairobi, Kenya Member, AfESG	✓	
F.V. Osborn	Mid Zambezi Elephant Project Harare, Zimbabwe Member, AfESG	✓	✓
R.G. Ruggiero	USFWS Arlington, Virginia, U.S.A.		✓
M.K. Sam	Wildlife Division Accra, Ghana Member, AfESG		✓
L. Sebogo	AfESG Secretariat Ouagadougou, Burkina Faso	✓	✓
N. Sitati	WWF Nairobi, Kenya Member, AfESG	✓	✓
C. Soulié	IUCN Species Programme Gland, Switzerland	✓	
M. Tchamba	WWF Yaounde, Cameroon Member, AfESG	✓	✓

Name	Affiliation	Interviewed	Returned questionnaire
A.C. Tehou	Parc National de la Pendjari Cotonou, Benin Member, AfESG	✓	✓
I. Thiaw	IUCN Regional Office for West Africa Ouagadougou, Burkina Faso		✓
C. Thouless	Namibia Tourism Development Programme Windhoek, Namibia Member, AfESG		✓
E. Tukahirwa	IUCN Regional Office for Eastern Africa Nairobi, Kenya	✓	
J-C.Vié	IUCN Species Programme Gland, Switzerland	✓	✓
L. White	Station d'Etudes des Gorilles et Chimpanzees Libreville, Gabon Member, AfESG		✓
Y. Yohannes	Ministry of Agriculture Asmara, Eritrea Member, AfESG		✓

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