

**IMPLEMENTATION COMPLETION MEMORANDUM (ICM)**

**MALAWI-EFFECTIVE MANAGEMENT OF NKHOTAKOTA WILDLIFE  
RESERVE PROJECT**

**(P110112)**

**A. BASIC TRUST FUND INFORMATION**

TF Name:	Effective Management of Nkhotakota Wildlife Reserve, (Central Region, Malawi)
TF Number:	TF013608
Task Team Leader Name/TF Managing Unit:	Douglas J, Graham (Sr Natural Resources Mgt)
TF Amount:	Total financing: GEF: \$845,000
Recipient of TF funds:	Wildlife and Environmental Society of Malawi
Type of TF:	GEF free-standing
Single/Multi Donor:	Multi ()
Donor Name:	Global Environmental Facility (GEF)
TF Program Source Code:	GEFIA
Purpose of TF:	TA – Technical Assistance
TF Approval/IBTF Clearance Date:	May 10, 2012
TF Activation Date:	September 19, 2012
TF Closing Date:	May 31, 2015
Date of Report Submission to TFO:	September 29, 2015

**Description**

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**Name of beneficiary of grant contract:** Wildlife and Environmental Society of Malawi

**Name and title of the Contact person:**

- Gervaz Thamala (Executive Director)
- Nick Hall - DMA (Financial Manager)
- Chiza Manda (Deputy Director - DNPW)

**Name of partners in the Action:**

- Department of National Parks and Wildlife (DNPW)

**Title of the Action:**

To ensure effective management of the Nkhotakota Wildlife Reserve through a sustainable management model focusing on its Bua watershed area

**1. Cost and Financing Table**

Table 1: Budget Summary - **Breakdown of funding sources by components**

Component	GEF Financing		DNPW		WESM	Private Sector (Tourism)			Total
	\$	%	\$	%	\$	%	\$	%	\$
C1. Reserve management	650,500	33.1	1,188,862	60.5	125,932	6.4	0	0	1,965,294
C2. Revenues for improved reserve support	110,000	29.1	41,000	10.8	0	0	227,500	60.1	378,500
C3. Project management	84,500	10.6	0	0	713,641	89.4	0	0	798,141
Total	<b>845,000</b>	<b>26.9</b>	<b>1,229,862</b>	<b>39.1</b>	<b>839,573</b>	<b>26.7</b>	<b>227,500</b>	<b>7.2</b>	<b>3,141,935</b>

## B. PROJECT DEVELOPMENT OBJECTIVES AND DESIGN

### 1. Original Trust Fund Development Objectives

1. The original Medium-Size Project (MSP) document defined two project objectives, the development and the global environmental objective. Both remained unchanged throughout implementation.

The development objective was *to ensure effective management of the Nkhotakota Wildlife Reserve through a sustainable management model focusing on its Bua watershed area.*

The global environmental objective was to develop and apply a PA management model with involvement of bordering communities, the public sector, private sector and civil society that focuses on strengthening national PA management capacity. Specifically, the project aims to provide a sustainable foundation for improved and effective management of the Nkhotakota Wildlife Reserve as part of a broader PA network collaboration between government, private sector and communities.

### 2. Original and Revised Trust Fund Activities/Components

2. The project design was crafted to (i) develop a new partnership model whereby government works with an NGO on improving reserve management; (ii) focusing management and commercial development on a biodiversity rich area of high tourism value (the Bua River area) to strengthen tourism operations which can be reverted for sustainable funding for protection of the reserve; and (iii) increasing overall sustainability of Malawi's PA network through a systematic approach.

3. The original MSP document included the following three components:

Component		GEF (US\$)
1	Reserve management	650,500
2	Revenues for improved Reserve support	110,000
3	Project Management	84,500

4. Most of the changes at component and activity level were introduced during the mid-term review process (August 16 to 28, 2010, one year after project launch), discussed and validated by the recipient and the World Bank Team Leader restructuring the approved work plan and budget in February 2011 and are described under each component below. The revisions resulted in a revised project results framework (see section B.3.) and were documented in progress reports and aide-memoires.

Component 1: Reserve management: This core component aimed to enhance management of the Nkhotakota Wildlife Reserve through a sustainable management model focusing on its Bua watershed area. Activities to achieve this included:

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- i. Production of biological resource inventory by carrying out biological resource surveys,
  - ii. Development of a General Management Plan (GMP) for Nkhotakota Wildlife Reserve,
  - iii. Implementation of the Bua watershed core priorities identified by the management plan, including but not limited to basic fire combat and control, tsetse control, and law enforcement actions
  - iv. Training of law enforcement staff of NWR in law enforcement and monitoring skills,
  - v. Carrying out some Civil works – Scout houses for six families, road rehabilitation, bush track rehabilitation, **reserve gate**, Tsetse management program,
  - vi. Provision of field equipment to law enforcement staff.
5. Three activities planned were dropped as judged either not relevant or feasible at the time of project implementation:
  - i. Vegetation survey
  - ii. Development of GMP
  - iii. Construction of a Reserve Entrance Gate
  - iv. Procurement of a wooden ferry boat
6. *Key revisions*- Two motor vehicles (Land Cruisers) instead of one and five motor cycles instead of two were procured. Three staff house units for six families instead of two for four families were constructed.
7. Two important activities were added at the time of implementation:
  - i. Procurement and provision of patrol rations to law enforcement staff. Law enforcement staff are paid a monthly field allowance to buy their own food for patrols. This became a big challenge at one point from September 2014, after government stopped paying the staff due to inadequate government funding. Discussions with TTL yielded positively that scouts could be supported with patrol rations bought by project funds.
  - ii. Provision of patrol support. The core activity for effective management of the reserve was to improve law enforcement capacity. This means up-scaling of patrol effort by increasing patrol deployments and patrol coverage. The project design did not allocate any budget for this. But after discussing with the Team Leader during the mission visit this was accepted.
- (ii) A summary of all changes (addition or removal of activities) of component 1 is provided in Table 2.

**Table2: Component 1: Planned vs. actual activities during project lifetime**

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RESERVE MANAGEMENT					
Activities	Plan	Actual	Removed	Added	Rationale / Notes
Production of biological resource inventory	x	x	x		Vegetation survey was removed as APN had indicated that they will do a thorough survey when they take over management of the reserve
Development of a General Management Plan (GMP)	x		x		APN who were the next potential managers in PPP indicated that their policy is to develop a Business Plan, so if they take over the GMP will not be useful as they will develop a Business Plan.
Implementation of the Bua watershed core priorities identified by the management plan, including but not limited to basic fire combat and control, tsetse control, and law enforcement actions	x	x		x	Procurement and providing patrol rations to law enforcement staff to support their patrol efforts since government had stopped paying them Field Allowances. Resources for purchase of fuel for deployment to support law enforcement was done.
Training of law enforcement staff in law enforcement and monitoring skills	x	x			Three trainings were done: A law enforcement refresher course, a middle managers orientation course and a GIS course.
Carrying out some Civil works – Scout houses for four families, road rehabilitation, bush track rehabilitation, <b>reserve gate</b> , Tsetse management program	x	x	x	x	An entrance gate had been constructed a year before in 2012 by government of Malawi just before the project. Scout houses for six families were constructed from savings made from non development of the GMP. A solar powered borehole was done adding to the six scouts accommodation.
Provision of field equipment for law enforcement staff	x	x		x	One more land Cruiser, three more motor cycles and one tractor were purchased from the savings made from not developing the GMP.

### 8. Component 2: Revenues for improved Reserve support

The component aimed to strengthen the reserve financing. Activities under this component included Tourism assessment and plan for NWR with focus on the Bua watershed developed in coordination with preparation of the management plan.

9. *Key Revisions* - This activity was not implemented. Again the reason is that APN who were the potential managers of NWR in the PPP arrangement were keen to do the tourism assessment and come up with a Tourism Plan. Thereafter, they would conduct tourism rangers training. This was accepted and the activity was removed.

10. Component 3: Project Management:

The component was meant to supply the Wildlife and Environmental Society of Malawi with the necessary resources for goods, equipment, audit fees and operating costs to manage the project including carrying out stakeholders meetings and Project Advisory Committee (PAC) meetings, to support production of financial statement and project reports in line with the legal agreement.

11. No revision was made to this component.

### 3. Outcome Indicators (OI)

12. Table 8 below provides an overview of the original outcome indicators related to the development and global environmental objectives as stated in the MSP document and of the revised outcome indicators as agreed during the mid-term review in 2014. At that time, the Bank rated achievement of the OI as “Unsatisfactory (U)” as only 28 % of the targets was achieved. The adjustments to the original outcome indicators were needed to make them more measurable and realistic. The revised outcome indicators aimed to improve their attributability to the project design and measure business generated by the project. The two original global environmental outcome indicators were merged into one revised outcome indicator. The revised indicators were used in subsequent project progress reporting by WESM.

Table 3: Outcome Indicators

Result Area	Targets in Operational Manual	Actual Results at December 2014	Explanation
<b>Component 1: Reserve management</b>			
Biological resources inventory carried out for NWR focusing on Bua watershed area.	<ul style="list-style-type: none"> <li>NWR management plan discussed with stakeholders and approved by DNPW by the beginning of YR2.</li> </ul> <input type="checkbox"/> <ul style="list-style-type: none"> <li>Annual METT for NWR.</li> </ul>	<p>Management Plan not done as was envisaged to be prepared by APN</p> <p>Was implemented</p>	Procurement process of a potential manager for the reserve was followed and African Parks Network was selected as a successful bidder. They have already taken position.
	<input type="checkbox"/>		

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New 5-year operational management plan for the entire NWR, identifying implementation priorities for the Bua watershed area, developed, discussed with stakeholders and approved by DNPW.	<ul style="list-style-type: none"> <li>6 camps (each for 6 scouts/families) built or rehabilitated by the end of YR2.</li> </ul>	3 Scout Camps built: Wozi was built by DNPW and completed; Bua Scout Camp with 6 houses built by the project was completed and handed over to DNPW. Scouts already occupied the houses. The third scouts camp is being built at Kasaka north of Bua camp built by DNPW.	- at Bua, Kasaka and Wozi camps. A solar powered bore hole was constructed to supply water to the six houses at Bua camp.
	<input type="checkbox"/> <ul style="list-style-type: none"> <li>DNPW 20 additional staff recruited and in place at NWR by the end of YR2.</li> </ul>	Recruitment not done due to inadequate government funding	Information from DNPW
Monitoring system covering habitat and species of the Bua watershed area developed and operational.	<input type="checkbox"/> <ul style="list-style-type: none"> <li># of training courses carried out annually for DNPW, prosecutors and magistrates (GIS/GPS, law enforcement, wildlife and habitat monitoring, management).</li> </ul>	2 scout refresher trainings done, GIS course done, two prosecutor and magistrate training done, one MOMS training conducted and one Resource protection training for promoted supervisors conducted.	Training Reports
Implementation of the Bua watershed core priorities identified by the management plan, including but not limited to basic fire combat and control, tsetse control in scout camps, and law enforcement actions.	<input type="checkbox"/> <ul style="list-style-type: none"> <li>3 reserve gates completed by end of YR1.</li> </ul> <input type="checkbox"/>	Not done due to inadequate funding	Inadequate funding from GOM
	<input type="checkbox"/> <ul style="list-style-type: none"> <li>Field monitoring equipment and basic transportation in place for NWR patrol staff by YR1.</li> </ul>	10 GPSs and 2 motorvehicles procured, 5 motor cycles and one tractor procured	Two Motor vehicles and one tractor were procured through single source with Bank's NO. But the motorcycle procured through Request for Quotations (RFQ)
NWR-based DNPW staff trained in priority reserve management, law enforcement and monitoring skills.	<input type="checkbox"/> <ul style="list-style-type: none"> <li>4 meteorological equipment installed to monitor different ecosystems in the reserve in place by end of YR1.</li> </ul>	2 sets of meteorological equipment were procured and installed.	Funds only enough for 2 sets and installation
<b>Component 2: Revenues for improved reserve support</b>			

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Tourism assessment and plan for NWR with a focus on the Bua watershed developed in coordination with preparation of the management plan.	<ul style="list-style-type: none"> <li>Tourism plan completed, discussed with stakeholders and approved by DNPW by YR1.</li> </ul>	Activity differed to be done by the Concessionair	Activities under this component were suspended awaiting for the APN who were going to do it in their way
	<ul style="list-style-type: none"> <li># of NWR scouts trained on tourist guide skills contributing to tourism operations in the Bua watershed area by YR2.</li> </ul>	No training was done	As above
Additional eco-tourism activities in the Bua watershed area developed.	<ul style="list-style-type: none"> <li>Pre-identified concession for Mount Chipata area granted by YR3.</li> </ul>	Concession suspended	As above
Training for DNPW scouts on guiding skills for tourism operations in the Bua watershed area developed.			As above
<b>Component 3: Project management</b>			
Project management functional (financial management, procurement, M&E reporting).	<ul style="list-style-type: none"> <li>WESM existing financial management, procurement and coordinating staff comply with Implementation Manual procedures.</li> </ul>	Bianual EMNWR Project Progress reports and quarterly IFRs being submitted; procurement review completed	Reports submitted
Office equipment procured.		Supplies were procured	Implemented
Annual audit carried out.	<ul style="list-style-type: none"> <li>Annual audit.</li> </ul>	Audit for year1 to June 2014 was done in November and December 2014. Final audit was done in June 2015	Audit Report was submitted in December 2014 (Result was unqualified report). Final audit done and report to be finalized.
Annual stakeholder consultations carried out.	<ul style="list-style-type: none"> <li>Annual stakeholder consultations.</li> </ul>	Two meetings convened	Minutes of the meetings
	<ul style="list-style-type: none"> <li>Semi-annual Project Advisory Committee (PAC) meetings carried out).</li> </ul>	Four PAC meetings convened	Minutes of the meetings



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Biannual Advisory Committee (DNPW, WESM, TLC) meetings carried out.	<ul style="list-style-type: none"><li>Regular semi-annual progress reports delivered to PAC members and the World Bank.</li></ul>	4 Progress Reports delivered.	EMNWR Progress Reports
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### **4. Other Significant Changes in Trust Fund Design**

13. In addition to the previous changes at outcome indicator, component and activity level, the midterm review mission agreed to the following changes:

The three year project was started in September 2012 and the closing date was 30<sup>th</sup> November 2014. But no cost extension was sought due to delayed disbursement of funds and slow absorption of the funds by the implementing agency – WESM.

Although there was substantial achievement of project activities, there were still a few outstanding activities yet to be done, and therefore, it became evident by July that we request for a no cost extension of the project so that we thoroughly accomplish all the desired outcomes of the project objectives. This request was made in August 2014.

The World Bank accepted the request in a letter dated 18 November 2014 to extend the project to 31<sup>st</sup> May 2015 and accordingly reallocating the proceeds of the Grant allocated to the project, and established May 31, 2015 as the later date for purposes of Section 3.03 of article III of the Agreement between the Wildlife and Environmental Society of Malawi and the World Bank dated May 10, 2012 (as amended). Pursuant to this extension, WESM in a letter dated 28<sup>th</sup> December 2015, further requested the Director of Parks and Wildlife for an amendment of their MOU with DNPW to be extended to 30<sup>th</sup> June 2015 a month later after closure of the project for smooth handing over of the project.

## **C. OUTCOME**

### **1. Relevance of TF Objectives, Design and Implementation**

14. Objectives: The project was designed to address global and national policy priorities for effective management of Nkhotakota Wildlife Reserve. The development objective addressed national and local development priorities to promote biodiversity conservation and enhance community livelihood through sustainable utilisation of natural resources..

15. Implementation arrangements:

The implementation arrangement of this project was aimed at introducing a different approach, where DNPW in partnership with a national NGO (Wildlife and Environmental Society of Malawi – WESM) would strengthen DNPW PA management capacity.

16. Design: The initial component structure of the project remained relevant to the end of the project. Its design elements included: (i) developing a new partnership model whereby government works with an NGO on improving reserve management, (ii) focusing management and commercial development on a biodiversity rich area of high tourism value (the Bua River area) to strengthen tourism operations which can be reverted for sustainable funding for protection of the reserve; and (iii) increasing overall sustainability of Malawi's PA network through a systematic approach

17. Stakeholder participation: The project's stakeholder participation plan (see annex H of the MSP document) was used to guide implementation at various levels. The project implementation was guided by participation of the project advisory committee (PAC) which was put in place right at the beginning of implementation. PAC included: the Director of Planning (DPD) for Nkhotakota district, the District Forestry Officer, the District Fisheries Officer, The District Water development Officer, the Managing Director of Tongole Lodge, the managing Director of Bua Lodge, senior managers of Nkhotakota Wildlife Reserve and the Deputy Director of Parks and Wildlife. Biannual consultative meetings were held to give project updates and also seek feedback from the stakeholders

18. Safeguards: The project was classified as safeguard categories C project with no significant social or environmental impact. However, a checklist of triggered environmental alertness was followed to ensure there were no adverse impacts. The project had no activities that led to land use or behavior that would negatively affect the environment or the communities.

19. Financial management performance and audits: Two annual audit reports were produced for the two financial years of the Project (2013-2015). The final audit is being finalised and will be submitted to the Bank within the mandatory period. The first audit pointed to no issues and was approved by the Bank.

20. Procurement: Procurement under this project was simple with only "post review" shopping and individual consultant selection procedures being used. The latest report available is the Bi-annual report for the period ending December 31, 2014, which indicates that three items (solar powered bored borehole and meteorological equipment) were being procured. Since then, it appears that the procurement plan was 100% completed and the project grant of \$ 845,000 was fully absorbed, considering that all services and goods were delivered by May 31, 2015. The procurement plan was updated bi-annually and no items were procured outside the procurement plan.

21. Expenditures: The tables below show total expenditures per component and per expenditure categories for the sum of the GEF funds.

## **F. LESSONS LEARNED / RECOMMENDATIONS**

The project was a pilot for the Bank that developing a new partnership model whereby government works with an NGO on improving reserve management, and working with communities for sustainable natural resource utilisation resulted into a successful concept. The project implementation generated lessons, which are likely to be useful for the Bank, government of Malawi and the Wildlife and Environmental Society of Malawi (WESM) for future modus operandi. WESM has started already to re-examine its role and approach towards biodiversity conservation through partnering with government institutions and other NGOs.

## **G. ICM PROCESSING AND COMMENTS**

### 1. Preparation

TTL at Approval: Douglas J, Graham

TTL at Closing: Douglas J, Graham

Comment of TTL at Closing:

Prepared by (if other than TTL): Gabriele Rechbauer

## Annex 1: Sample maps of

### 2. Location of NWR with Surrounding Traditional Authorities (Source: DNPW)

