



Terminal Evaluation of the
GEF/UNDP/Gov't of BOTSWANA
supported project for 'Improved
Management Effectiveness of the
Chobe-Kwando-Linyanti Matrix
of Protected Areas'

Global Environment Facility (GEF)

United Nations Development Programme
(UNDP)

Government of Botswana Ministry of
Environment, Wildlife and Tourism
(MEWT)



Terminal Evaluation of the project supporting Improved Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas (PIMS 4624)

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Undertaken by: Sophie van der Meeren, International Evaluation Expert

For:

United Nations Development Programme (UNDP), Global Environment Facility (GEF), and Government of Botswana

Country: Botswana	PIMS No	0004624
	Project ID	00087781
	Atlas Award:	76326
	ProDoc Signature Date	20 th December 2013
	GEF Period	GEF 5
	Project Timeframe	48 months
	Project Start Date	1 st January 2014
	Project End Date	31 December 2017
	LPAC meeting	13 th November 2013
Implementing Agency	UNDP Botswana	
Management Arrangement	NIM	
Executing Partner	Ministry of Environment, Wildlife and Tourism	
GEF Focal Area	Biodiversity	
Total Resources	US\$10,829,227	
Total Allocated Resources	GEF US\$1,818,182 UNDP US\$250,000	
Co-Financing	Government (MEWT: DFRR & DWNP) US\$6,711, 806 Kwando Safaris: US\$615,450 Botswana College of Agriculture: US\$411,725 University of Botswana ORI: US\$1,022,064	
Focal Area Strategic Objectives	To: a) improve the sustainability of protected area systems; b) mainstream biodiversity conservation and sustainable use into production landscapes/seascapes and sectors	

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Acronyms and abbreviations used in the Report

APR	Annual Project Report
AWF	African Wildlife Foundation
AWP	Annual Work Plan
BTO	Botswana Tourism Association
CARACAL Use	Centre for Conservation of African Resources: Animals, Communities & Land Use
CBNRM	Community Based Natural Resource Management
CECT	Chobe Enclave Community Trust
CHA	Controlled Hunting Area
CKL	Chobe-Kwando-Linyanti
CLB	Chobe Land Board
CNP	Chobe National Park
CPAP	Country Programme Action Plan (UNDP)
CBD	Convention on Biological Diversity
CECT	Chobe Enclave Conservation Trust
CO	Country Office
DA	District Administration
DAP	Department of Animal Production
DCP	Department of Crop Production
DDC	District Development Committee
DDP	District Development Plan
DLUPU	District Land Use Planning Unit
DEA	Department of Environmental Affairs
DFRR	Department of Forestry and Range Resources
DOT	Department of Tourism
DTRP	Department of Town and Regional Planning
DWNP	Department of Wildlife and National Parks
EWB	Elephants Without Borders
EOP	End of Project
FR	Forest Reserves
HWC	Human Wildlife Conflict
KALEPA	Kazungula-Lesoma-Pandamatenga
KAZA	Kavango–Zambezi Transfrontier Conservation Area (KAZA)
M&E	Monitoring and evaluation
MOU	Memorandum of Understanding
MTR	Mid-Term Review
NBSAP	National Biodiversity Conservation Strategy and Action Plan
NGO	Non-governmental organisation
PA	Protected Area
PAC	Problem Animal Control
PCU	Project Coordination Unit
PIR	Project Implementation Review
PM	Project Manager
PMC	Project Management Committee
RCU	Regional Coordination Unit (of UNDP/GEF)
SMART	Specific, Measurable, Achievable, Relevant and Time-bound
SRF	Strategic Results Framework
TAC	Technical Advisory Committee
TRG	Technical Reference Group
TE	Terminal Evaluation
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
VDC	Village Development Committee
WMA	Wildlife Management Areas

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EXECUTIVE SUMMARY

The Bio-Chobe Project Terminal Evaluation

1. GEF-financed projects receive a Terminal Evaluation (TE) at project end in order to meet GEF accountability requirements, and to promote operational improvement, learning and knowledge sharing amongst project partners. A project's Terminal Evaluation draws on information from consultation with stakeholders, visits to project sites to see impact on the ground and review of relevant literature including project reports, financial and monitoring data, key products, communication and awareness raising material as well as national and local strategic documents.
2. The Project supporting 'Improved Management Effectiveness of the Chobe-Kwando-Linyanti Matrix of Protected Areas' (known as the Bio-Chobe Project) is a full-sized project, supported under the GEF Biodiversity Focal Area, Objective 1: 'Improve Sustainability of Protected Area Systems', within Programme 1: 'Improving Financial Sustainability and Effective Management of the National Ecological Infrastructure'.
3. The project received GEF CEO endorsement on 27th August 2013. Total project value is US\$10,829,227, comprising GEF allocated financing of US\$1,818,182, UNDP funding of US\$250,000, and national co-financing of US\$ 8,761,045. The timeframe for project implementation was 4 years, between 20th December 2013 and 31st December 2017. A request was made by UNDP to GEF for a no-cost extension, with project end date expected to be in mid-2018. The national Executing Agency for the Bio-Chobe project is the Ministry of Environment, Wildlife and Tourism and the Implementing Agency is UNDP Botswana Country Office.
4. The Bio-Chobe project aims to strengthen protected area management within the Chobe-Kwando-Linyanti (CKL) matrix of protected areas, and to put in place measures to ensure that land use in buffer zones around the CKL matrix is compatible with overall biodiversity conservation objectives. The Project Document highlights the global significance of the CKL complex, a 24,177sq km area which lies at the heart of one of the largest unfenced protected areas in Africa, within the Kavango-Zambezi Transfrontier Conservation Area (KAZA TFCA). Interconnected ecosystems across the CKL matrix harbour many species of high global biodiversity conservation significance. The wildlife and natural resources of the CKL area are renowned internationally and are attracting increasing numbers of tourists. The expanding tourism sector is recognised by the Government of Botswana as an important engine of growth nationally and presents economic opportunities for both the country and communities in Chobe District. 79% of Chobe District falls within three categories of protected areas: Chobe National Park (9,540km²), Forest Reserves (4,555km²) and Wildlife Management Areas (2,305km²). Wildlife also occurs throughout the 20% of the district (4,080km²) outside the Protected Areas where the main land-use is subsistence agriculture and residential. Freehold commercial farms (320km²) make up the remaining 1.5% of the area. The areas outside the protected areas contain important wildlife corridors, which enable wildlife to move from one area to another, in particular between the river and foraging areas.
5. The Project Document identifies a number of existing and emerging threats to globally significant biodiversity across the Chobe complex and the Bio-Chobe project aimed to address the root causes of these threats which can be summarised as follows:
 - Inappropriate or conflicting land uses in PA buffer zones, threatening wildlife corridors and species losses through human-wildlife-conflict (HWC). A key causal factor is identified as being uncoordinated planning of land-use and infrastructure development, and insufficient recognition of the value of biodiversity to the economy and for local livelihoods.
 - Weaknesses in management of the protected areas and forest reserves, including a lack of information for monitoring and inefficient management systems. The Project Document highlights the need to strengthen monitoring of species and habitats, to provide the information necessary to support effective management and to increase understanding of ecosystems and tipping points.

- Inadequate investment in the PA estate also linked to insufficient appreciation of the value of wildlife and protected areas to the economy. In particular the Project Document assesses that financial investment in Chobe National Park (CNP) is less than is required to manage it effectively.
 - Illegal biodiversity harvesting including subsistence and commercial poaching and the use of forest products, linked to an expanding bush meat trade, and to the fact that wildlife currently does not bring direct benefits to communities; to the contrary, many species of wildlife impact negatively on community livelihoods through damage to crops and stock. Communities currently receive few direct benefits from the wildlife-based tourism industry in Chobe District which is centred on CNP.
 - Unmanaged bush fires, many of which are thought to be anthropogenic, and the impact of which is not well understood.
6. In order to address these threats, the project strategy identifies two core areas of required impact: i) the need for the establishment of a collaborative governance framework across PAs and buffer zones, to support more integrated management of the area as a whole and to increase community benefits from wildlife-based tourism ii) the need to establish measures to increase the management effectiveness and financial sustainability of protected areas.
 7. A strong emphasis in the Project Document is placed on the need for a partnership-based approach to project implementation, and on the role of the project in facilitating linkages between key stakeholder groups and in facilitating change.
 8. The Project contributes to the overall **Goal:** To Strengthen Management Effectiveness of the National PA system to conserve globally significant biodiversity and to maintain healthy and resilient ecosystems with strategic emphasis on the Chobe-Kwando-Linyanti matrix of Protected Areas.
 9. The project's specific **Objective** is: 'To Strengthen Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas to respond to existing and emerging threats.

This is to be achieved through two core Outcomes:

Outcome 1: Collaborative Governance Framework in Place in PAs and Buffer Zones resulting in Reduced Threats to Biodiversity and Economic Growth

Outcome 2: Management Effectiveness and Financial Sustainability in Core Protected Areas strengthened to address existing and emerging threats to Biodiversity.

As is standard for all UNDP / GEF projects, each Outcome is to be achieved through a series of Outputs, which in turn are the tangible results of project activities and support mechanisms.

Outcome 1 has the following component **Outputs:**

Output 1.1 Co-management framework involving PAs, private sector, communities, NGO and GoB established and capacitated

Output 1.2: Integrated land use plans reducing threats and expanding economy

Output 1.3: Tourism revenue exploited and diversified in priority areas including forest reserves and CBNRM/CHA areas

Output 1.4: Tourism expansion used to leverage community benefits (through PPPs and HH revenue sharing) and wildlife management.

Outcome 2 has the following component **Outputs:**

Output 2.1: Increased management effectiveness and financial efficiency of the PA Complex

Output 2.2: Effective Resource Protection and Monitoring in Place

10. The Project Document provides the following synthesis of the intended end of project (EOP) situation:

'In the GEF alternative improved management systems will be put in place to strengthen PA management, to expand the tourism economy, and to improve PA budgets to the levels required to manage the PA. In addition to new management systems, staff will be trained according to PA

performance requirements, and to have a greater appreciation of economic and livelihood issues. A significant effort will be made to strengthen integrative processes, plans and coordination in the district, for the purpose of protecting the integrity of the greater ecosystem, and its tourism economy and economies of scale. Further investment in tourism will increase park revenues, provide jobs, spread tourism away from concentration zones and protect areas of the parks that are currently under-utilized and enable even more people to enjoy the wildlife spectacle. Tourism expansion and HH benefits will be used to bring ordinary people more into the tourism economy, and to encourage more compatible land uses and a reduction in HWC in buffer zones. In this way, the economy of Chobe can be greatly expanded in synergy with greater incentives for conservation as a primary land use option'

Summary of Evaluation Findings

11. Terminal evaluation provides an opportunity to examine all aspects of the project from design, through implementation, to analysis of the level of achievement of results and the likely sustainability of results. From this it is then possible to draw conclusions, distil lessons, and put forward recommendations to guide both the achievement of positive long-term impacts from the project, and the design and implementation of future initiatives.

Project Design

12. The Terminal Evaluation assesses the quality of project design, to examine whether the Project Document provides a clear, strategic and feasible framework for achieving intended development results.
13. Overall, the Bio-Chobe Project Document is reasonably well-conceived: project rationale is clear and project design is based on an internally coherent logic and structure. Analysis of the biodiversity significance of the area, and of threats to biodiversity highlights priority issues and the project strategy is directly targeted at addressing the threats identified. Baseline assessments, including of protected areas and management challenges, and the analysis of land use issues, responsible agencies, gaps and constraints, provides the information needed to contextualise the project strategy and to describe the situation at project start. The analysis of stakeholders, their stakes, and of the institutional context for protected area management and land use management is also reasonably comprehensive and this analysis is vital to guide the partnership based and collaborative governance approach proposed. The Project Document provides basic data and information on the policy and strategic context and of relevant policies and legislation. The project is also well situated within the broader context of the KAZA TFCA.
14. The project implementation approach outlines standard UNDP / GEF practices and procedures and places good emphasis on consultative process and the facilitatory role of the project in bringing key stakeholders together to achieve intended results. The project is well aligned with GEF strategic priorities under Program BD1. The project also directly supports achievement of relevant national strategic objectives and aligns with UNDP CPD and CPAP indicators.
15. There are however a number of weaknesses in project design, which have implications for project implementation. The Project Document would have benefited from more detailed analysis and clearer guidance on the national and local policy and legislative framework for sustainable financing of PAs and for collaborative governance and land use planning. A key omission in the Project Document was on the need for strategic environmental assessment (SEA) as a regulatory requirement for any land use planning process in Botswana. The Project Document also does not place enough emphasis on, or analysis of, the importance of building on existing knowledge and experience in collaborative governance and protected area management, both in Botswana and internationally.
16. The project strategy itself is coherent and addresses the issues raised in the baseline analysis, however it gives a very scant outline of the approach to be taken in achieving the anticipated results. The project aimed to address several major and complex issues and the project strategy should have provided much greater detail on the proposed approach and methodology alongside a more thorough analysis of risks and mitigation measures. There is also very little guidance within the Project Document on stakeholder roles, responsibilities and partnership mechanisms; determination of this is to be left to project inception.

17. The Project Document outlines standard UNDP / GEF reporting procedures for monitoring and evaluation and provides a very brief M&E budget and workplan, however again here very little detail is provided on how monitoring of the complex range of targets and indicators will be undertaken; this is also to be left to the inception process.
18. Project inception is then key to the design strategy. The rationale for this is to ensure that stakeholders themselves develop the detail of roles, responsibilities and partnership mechanisms, including for monitoring, in order to build strong commitment amongst all partners to the achievement of intended development results. The consultative and partnership-based approach is good development practice and a strong inception process is key to a project such as this, however, the Project Document would have been greatly strengthened by further analysis and guidance on the potential roles and responsibilities of key stakeholders, on partnership mechanisms and how monitoring would be used to support results-based management. This would have provided the basis on which the inception process, and subsequently project management, could build. The risk of leaving key elements of the implementation strategy to inception is that if the inception process, including the inception workshop, was not well facilitated and managed, this could leave big gaps in the implementation approach.
19. A number of weaknesses are apparent in the Strategic Results Framework (SRF). Some obvious inconsistencies exist such as core result areas described in the project strategy that are not reflected in targets and indicators established in the Strategic Results Framework (SRF) and vice-versa. Many of the indicators and targets in the SRF do not adequately capture the intended results described in the project strategy. In most cases indicators and targets are 'specific and measurable', however, achievement of them relies on substantial co-financing inputs by stakeholders and this comes with risks and implications for data collection and monitoring which are not fully assessed in the Project Document. A number of the targets are also rather ambitious and it is questionable whether it would be feasible for the project to achieve and measure them within the 4-year timeframe. The SRF does not include baseline data for Outputs 1.2 and 1.3.
20. The SRF also incorporates an additional output, Output 1.4, which is not included in the Project Document. This is an inconsistency in the Project Document as a whole, rather than an error in the SRF per se. It creates an additional challenge for project implementers as partners would then have to then work together at project inception to develop the approach for achieving the Output 1.4 result. The additional Output does fit in with the overall project strategy: essentially what the SRF has done is to sub-divide Output 1.3 in to two Outputs, so the overall 'logic' is clear, however, the detail of activities to be supported to achieve Output 1.4 is missing from the Project Document. Such a major inconsistency between the SRF and the core of the Project Document would seem to indicate that the project was not thoroughly reviewed before it was finalised and submitted to GEF. It would also indicate that GEF did not thoroughly review the Project Document when approving it.
21. Another weakness in the SRF is that it only includes end of project targets, not mid-term targets, the latter should have been included to support measurement of progress at mid-term. This is particularly important given the ambitious nature of many of the targets, that this is a four-year, full size project and that significant risks and assumptions are identified on the Project Document.
22. The risks and assumptions outlined in the strategic results framework highlight a range of issues which could impact on the achievement of intended targets, some mitigation measures are put forward in the Project Document but this is another area of weakness as the assessment is not comprehensive and design would have been greatly strengthened by more robust risk assessment and mitigation mechanisms.
23. Overall the TE assesses that project design is reasonably well conceived; the proposed development results address key threats to biodiversity and sustainable development in the CKL area and are well aligned with GEF, UNDP and national strategic priorities. The Project Document provides the basic structure and information required to guide project implementation. However, the gaps and weaknesses in design present challenges to project implementing and executing agencies. The project is ambitious in the extent to which it aimed to address a range

of complex issues within 4 years. It relied heavily on strong stakeholder partnership including co-financing, and on effective facilitation, with little margin for error, or to accommodate unforeseen challenges. There are a number of significant inconsistencies between the descriptive in the project strategy and the SRF and this would seem to indicate that there was a lack of thoroughness in finalising / reviewing the Project Document; lessons should be learnt from this as weaknesses and inconsistencies in design can have a significant impact on implementation.

Project Results

24. Terminal Evaluation of the results achieved by the Bio-Chobe project indicates that at project end it has not achieved the development results intended under either of its two Outcomes: It has not met any of the Targets specified within the Strategic Results Framework (SRF) and has contributed little to the intended development results described in the project strategy across all Outputs.
25. The 'management effectiveness of the Chobe-Kwando-Linyanti matrix of PAs to respond to existing and emerging threats' remains very similar at project end to the baseline situation described in the Project Document. Indeed, the core reports produced under the Bio-Chobe project emphasise the urgent need to address the majority of core issues highlighted in design. Neither of the two barriers identified in the baseline analysis have been addressed and the intended 'GEF alternative situation' is not in place at project end.
26. Under **Outcome 1** the Bio-Chobe project aimed to support the establishment of a collaborative governance framework for PAs and buffer zones, which would work to reduce threats to biodiversity and economic growth. The project's approach to achieve this was through four specific Outputs.
27. The first Output would bring stakeholders together in a 'structured and goal-oriented way' through establishment of a co-management framework involving PAs, the private sector, communities, NGOs and GoB. This stakeholder partnership would be supported through the project to develop a collaborative governance approach for achieving more integrated management of the area. One of the first tasks of the multi-stakeholder partnership was under project Output 1.2 which aimed to support the integration of land use plans across the different management areas in the District, so that plans and planning processes would work together to support more effective and integrated management of the CKL area as a whole.
28. The third Output then focusses on achieving more integrated and managed tourism, such that 'tourism revenue would be exploited and diversified in priority areas including Forest Reserves and community based natural resource management (CBNRM)/ Controlled Hunting Areas (CHA)'. The Project Document identifies wildlife-based tourism as the key economic driver in Chobe District, providing the economic rationale for biodiversity conservation. The fourth Output focusses on increasing the benefits accruing to communities from tourism, through public-private partnerships (PPP), household revenue sharing and wildlife management. This process was to be 'used as a leverage point for simultaneously addressing rural poverty and taking CBNRM to a new level, generating tangible benefits for communities, including and especially at household level and for women and marginal groups'. By increasing community engagement in tourism, Output 1.4 also aimed to increase the extent to which wildlife and the PAs would be viewed by communities as a valued resource, creating an incentive for biodiversity conservation. The project strategy was to support increased community benefits from tourism which, alongside more informed, well planned and collaborative land-use management, would work to reduce human wildlife conflict (HWC) linked to communities' sole reliance on agriculture, and damage by wildlife to crops and livestock.
29. At EOP it is clear that the project did not develop a 'highly participatory co-management partnership' between PAs, the private sector, NGOs and GoB, nor an associated collaborative governance framework with 'a common vision, goals and measurable activities' with 'institutional roles and responsibilities agreed among PA managers, communities, private sector, and other key stakeholders.' The project has not achieved the intended EOP results for the establishment of 'participatory planning, joint enforcement, monitoring, and dispute resolution' as intended under Outcome 1.

30. Project reporting in PIRs cites the reason for the lack of project support for collaborative governance to be due to the fact that the project manager was waiting for DWNP to discuss and approve the project's collaborative governance approach. The TE suggests this reported reason for the projects lack of support across a core intended result area is not acceptable given that the project approach and intended results had already been approved by DWNP/MEWT when the Project Document was approved nationally and submitted to GEF for funding. DWNP are a lead executing partner and were engaged directly in project design. The rationale and policy basis for collaborative governance is clearly outlined in the Project Document and was confirmed by DWNP. There were no major policy or strategic changes during project implementation; the approach and intended results outlined in the Project Document remain well aligned with national strategic direction and environmental/sustainable development policy objectives.
31. The core reasons for the lack of progress towards achievement of intended results under Outcome 1 appear to have been linked to a lack of understanding of the project approach and intended results by the project manager and project partners, alongside a weak inception process, poor facilitation of stakeholder engagement and a lack of monitoring of intended results, targets and indicators throughout project implementation. The MTR raised significant concerns about the lack of project progress in this area at end of 2016 when it found that *'the collaborative governance process has not begun...this being one of the main expected outcomes it is particularly worrisome given that there are strong doubts that it will.'*
32. In the last year of project implementation there has been a move towards providing support that is directly related to some of the intended result areas under Outcome 1, however the key areas of support for the establishment of collaborative governance were never initiated. The intent within the project strategy was for the multi-stakeholder partnership and collaborative governance framework established under Output 1.1 to guide the process for integration of land-use management planning across the CKL area under Output 1.2. The Project Document specifies that *'Integrated economic development and land use plans for the Chobe District, including the CKL matrix of PAs will be developed through a participatory process. The process will involve updating the existing plans for CNP and setting the guiding parameters for sub-plans for individual Forest Reserves and other management units'¹.*
33. The project adopted a different approach in development of the Chobe District land-use plan under Output 1.2. Due to the fact that the multi-stakeholder forum and collaborative governance framework had not been established under Output 1.1, the project did not follow an effective participatory planning process under Output 1.2 and did not provide support for updating and integrating existing plans. Instead, in 2016, the project hired a consultancy firm to work in partnership with Chobe Land Board and the TRG to fast track development of an Integrated Land Use Plan (ILUP) for Chobe District before the December 2017 end of the project deadline.
34. The ILUP document describes itself as a *'framework plan'* which *'sets the boundary conditions for more detailed plans.'* The ILUP divides the district into zones and *'land use is defined for each zone and the management plans to be developed for these zones should be in line with this zoning'*.² The primary implementing agency for the ILUP is proposed as Chobe Land Board who will 'own' and 'direct' implementation of the plan, in consultation with the District Land Use Planning Unit (DLUPU)³.
35. The ILUP is a detailed and professionally written document which includes analysis of the differing land-use and socio-economic pressures in Chobe District, alongside analysis of the ecosystem and conservation importance of different areas. The document *'evaluates the different claims for development and the need for land, water and other resources'*, it highlights human-wildlife-conflict (HWC) and *'examines the possibility of multifunctional use of areas, but also provides recommendations for development actions such as for crop protection or compensation schemes'*. It proposes land use categories for each of the 13 different areas within Chobe District, including the PAs. Each 'planning zone' within Chobe District is labelled and given a 'Recommended Land-Use Designation' for example 'Forest Conservation and

¹ Description of results to be achieved through Output 1.2. Project Document page 34

² ILUP Executive Summary p9

³ Which consists of District level public-sector agencies, but does not include communities, NGOs or private sector

Tourism'; 'Commercial Wildlife Utilisation' or 'Community Tourism-Intermediate and Livestock Grazing'.

36. At the end of the project, the ILUP remains a draft document as decided by the District Land Use Planning Unit (DLUPU) in Kasane on 12th April 2018. Consultation with stakeholders during the TE raised a number of concerns regarding the document, and the TE strongly recommends that these concerns need to be fully considered and addressed before the document is finalised / approved.
37. One major concern is that a strategic environmental assessment (SEA) has not been undertaken as part of development of the ILUP. In any land use planning process in Botswana a SEA is required under the Environmental Assessment Act and under the Development Control Code⁴. Given the environmental significance of Chobe District, the biodiversity conservation importance of the area, both nationally and internationally, and given the potential impact the ILUP will have on the area, DEA stressed the importance of ensuring that a SEA is undertaken to assess the environmental implications of what is being proposed in the ILUP for the District. The ILUP would then need to be reviewed/ revised to address any key issues raised by the SEA. As part of this process it will be important to ensure that a District ILUP is aligned with the SEA that is currently being undertaken for the forest reserves in Chobe District and that it supports the land uses proposed for the forest reserves through the subsequent FR management planning process.
38. Some concerns were raised by stakeholders during the TE as to potential conflicts between the specific land use categorisation being proposed in the ILUP for forest reserves / buffer zones and the findings of the draft SEA for the forest reserves. Issues raised included proposals in the ILUP for de-gazettement of some forest reserve areas and proposals cited by CLB during the DLUPU meeting to open up forest reserve areas for commercial use/logging. It would not be appropriate for the ILUP to pre-empt or in any way restrict the findings of the forest reserve management planning process⁵ which is based on in depth assessment, including SEA. Due to the time constraints, there was very limited assessment of forest ecosystems and of biodiversity conservation and land-use management issues related to forest ecosystems undertaken in development of the ILUP.
39. Another issue raised by a wide range of stakeholders is the need for further stakeholder consultation on the draft ILUP document. In particular it is clear that there is the need to ensure that there is adequate consultation with communities and that all key agencies whose management remit and activities may be affected by the plan, including DWNP, DFRR, DEA and DoT/BTO, review and officially approve the document. Objections were raised in the April DLUPU meeting to the assertion by Chobe Land Board (CLB) that the document was already 'finalised', had been 'approved' and that it could not be questioned or 'disassembled'. The conclusion of the DLUPU meeting was that the document had in fact only been approved internally by CLB and that it was to remain a draft until it has been officially approved by all relevant agencies.
40. Given the potential implications of the ILUP for all agencies and stakeholder groups in Chobe District and given its potential impact on the area and its ecosystems and biodiversity, the TE recommends that it is important that, if adopted, responsibility for implementing, monitoring and revising the ILUP is shared across all relevant agencies, within an integrated, collaborative governance framework as intended in project design. If the ILUP is to support integrated planning and collaborative governance it should not just be a Chobe Land Board owned plan⁶, and that would be very unlikely to support biodiversity conservation and ecosystem-based

⁴ It should be noted that the Project Document failed to include SEA. This was a core weakness in project design given the land use planning process proposed.

⁵ The planning process being supported through Forest Conservation Botswana / DFRR is looking in detail at the most appropriate mechanisms for management and land-use of forest reserves and buffer zones in the context of broader ecosystems, through the SEA and subsequent development of management plans for each area. The forest reserves SEA remains a draft at the time of the TE and was being developed concurrently with the ILUP. The findings were not taken in to consideration in development of the ILUP.

⁶ The Land Board is a planning body which is responsible for development planning outside protected areas and forest reserves with a core focus on housing and commercial development. It is not an appropriate body for decision-making on overall land-use in the area to support biodiversity conservation and effective ecosystem-based management.

management across the area⁷. The ILUP itself observes that *'If the ILUP is to function as an integrated plan, it requires constant close sectoral cooperation and interaction'* and warns that *'current collaborative arrangements require considerable strengthening'*.

41. Concerns were also raised by stakeholders during TE consultations on Chobe Land Board's proposal to get the ILUP gazetted in law. This would have significant implications for all agencies with management and planning remits in the area. The ILUP states that *'the general expectation of the Chobe Integrated Land Use Plan is to provide the Chobe District Land Board, District Land Use Planning Unit, Department of Lands Physical Planning Unit and other environmental and economic sectors with a product that will serve as a template for the allocation and distribution of land to different sectors.'* Gazetting the ILUP in law would have a significant impact on the potential management effectiveness of all departments and agencies across Chobe District, and could have negative implications for those agencies with responsibilities for biodiversity conservation and PA management; it is vital that these implications are fully assessed and understood before the plan is finalised. The forest reserve planning process example highlights the potential problems associated with an ILUP that restricts/pre-empts PA management planning processes.
42. The TE suggests that gazettment of the ILUP in law is unlikely to support adaptive management. The ILUP document itself emphasises that due to the dynamic nature of the area, review/revision of the plan should be undertaken within 2-3 years alongside regular monitoring of plan implementation and impact. It states that *'It is strongly emphasised that if not adequately monitored and reviewed this Chobe District ILUP would be over-taken by events and therefore rendered useless and would not serve its intended purpose.'* Gazetting the plan in law would 'fix' currently proposed measures/ land use zoning and make it harder to adapt / revise land use planning as part of adaptive management.
43. Some concerns were also raised by stakeholders over the use of rather simple and rigid categories of 'land use designation' in the ILUP which in some areas masks the complexity of ecosystem function and land use. The concern is that overly rigid/simplistic 'designation' of categories of permitted land-use could result within bureaucratic planning systems, in a situation where land use planning does not reflect understanding and consideration of the broader landscape / ecosystem function of the area as a whole and therefore detracts from, rather than supports, integrated, adaptive management.
44. Overall it is clear from the TE assessment that stakeholders have raised some significant questions and concerns over the potential impact of the ILUP. The TE findings in particular raise concerns as to whether and how the ILUP can support integrated land-use management which reflects and responds to broad ecosystem/landscape function, supports PA management and biodiversity conservation, and achieves integrated management and collaborative governance. The document remains a draft and further work is required to: assess the environmental/ecosystem implications of what is being proposed in the ILUP through SEA; ensure that through further consultation that it has strong support from all affected stakeholders, including official approval by those agencies whose work and remit will be directly affected by it; and that overall both the ILUP as a document, and the process through which it is implemented, can support more integrated, ecosystem-based, adaptive management of the area.
45. Within the Project Document Output 1.2 also aimed to support *'the development of comprehensive monitoring systems to facilitate data collection, analysis, collation and packaging through a shared information system'* which would result in *'the provision of timely, visualised and consolidated information in support of PA management and integrated planning.'* The Project Document stresses that adaptive management of complex social-ecological systems like the CKL matrix, hinges on sound information and monitoring data, to support effective planning.
46. The project has supported the development of a Land Use Conflict Information System (LUCIS) which provides data visually in the form of maps to highlight land types, land use and, through layering of these maps, enables the identification of potential land use conflicts. The LUCIS is an

⁷ Chobe Land Board does not have a remit for biodiversity conservation and ecosystem-based management. The TE findings also raised a concern over the Land Boards approach to / interest in biodiversity conservation given that it produced a summary information leaflet on the ILUP (funded through the project) in which it described part of the role of the plan as being to address the issue of Wildlife 'infestation' in the District! This doesn't align well with the intended Outcomes of the project.

important tool for Land Use Planning. Currently the document is marked as solely 'For Internal Circulation to the Chobe Land Board and Chobe District Land Use Planning Unit' and is titled the 'Chobe Land Board Land Allocation Strategy'. Other stakeholders consulted by the TE were not aware of the document or its contents.

47. The information within LUCIS will however be important for all management agencies within Chobe District, and all groups whose work could be strengthened by a clearer understanding of the area and potential land-use conflicts. The TE report recommends that it will be important for the document/maps to be shared with all relevant agencies including DWNP, DFRR, DEA, DCP, DLP, DoT/BTO, CECT, Kalepa Trust, EWB and CARACAL. By sharing the information and giving all agencies the opportunity to access the LUCIS tool, there is a greater likelihood that planning will be based on more integrated and informed processes.
48. It is also important with LUCIS, as with any land use planning tool, to ensure that the information within it remains accurate and current; in order for LUCIS to remain useful as a tool for sustainable land use planning and management in Chobe District, it is important to ensure that there is regular monitoring and updating of the data and maps within it. This requires input from a range of sectoral agencies as well as NGOs and communities. Although the LUCIS developed through the project currently provides useful information and is a tool that can support land-use planning in Chobe District, the lack of any project support for the establishment of a 'comprehensive', integrated monitoring framework / system to update the data in this land-use planning tool, and to ensure it remains current and accurate, limits the extent to which it can support long-term land-use planning and adaptive management. The development of the LUCIS provides opportunities for more informed, integrated and adaptive management of the area if all relevant groups are involved and if it is regularly updated.
49. The other core area in which the Bio-Chobe project intended to have an impact under Outcome 1 was in providing support for the 'expansion and diversification' of tourism as the main economic driver for biodiversity conservation in the District. The tourism sector provides opportunities for communities to diversify and strengthen livelihoods and increased community engagement in wildlife-based tourism would also increase incentives for biodiversity conservation and help to reduce human-wildlife conflict.
50. The internationally renowned wildlife and natural resources of the CKL area are attracting increasing numbers of tourists. The Project Document identifies the need for more integrated and managed tourism, describing the baseline situation as one in which *'commercial development of tourism in Chobe appears to be haphazard, uncoordinated and split between a range of authorities (DWNP, Land Board, District Council, Botswana Tourism Organization, etc). The allocation of land is neither strategic nor economically optimal and exacerbates land use conflicts. Coordination, planning and financing challenges are not adequately supporting the intention for Kasane-Kazungula to be the "Tourism Capital of the North"'*.
51. Under Outputs 1.3 and 1.4 the project intended to achieve two core areas of impact: the diversification and exploitation of tourism revenue in priority areas including FRs CBNRM/CHA areas (Output 1.3); and the expansion of tourism in order to leverage community benefits (through PPPs and HH revenue sharing) and wildlife management' (Output 1.4). By increasing livelihood opportunities for communities in the wildlife-based tourism sector, the project aimed under Output 1.4 to correspondingly decrease their sole reliance on agriculture, and increase the sense of wildlife as a valued resource.
52. Although the overall rationale and intended long term impact from Outputs 1.3 and 1.4 is fairly clear in the Project Document, the project strategy description provides very little guidance as to the approach and specific results to be achieved. In particular for Output 1.4 there is no strategy description within the Project Document. The project failed to develop a clear strategy for the achievement of results under either Output 1.3 or 1.4 and went increasingly 'off-track'.
53. At EOP it is clear that intended project results relating to tourism diversification and improved community benefits from tourism, have not been achieved; the Output 1.3 and 1.4 SRF targets/indicators have not been met, and the overall development results described within the project strategy have not been achieved. Indeed, the project provided very little support at all

relating to the tourism sector. It also failed to engage effectively with the private sector, who are key stakeholders under Outputs 1.3 and 1.4.

54. The reason for the lack of project support for the 'diversification and exploitation of tourism revenue' in Forest Reserves is clear and well-founded. The PSC decided that the project could not engage in any level of tourism development planning or exploitation in Forest Reserves due to the fact that DFRR were developing Forest Reserve management plans, guided by a strategic environmental assessment (SEA) process. The project could not pre-empt the findings of the SEA and FR management planning process and this was entirely correct. However, it is disappointing how little support was provided under the project for tourism related initiatives and capacity building within CNP and at the community level within CBNRM/CHA areas. The project did not provide any significant support to enable communities to engage more directly in tourism or to generate tangible benefits from it. Far from providing support to enable communities to move livelihoods away from sole reliance on agriculture, the main focus of support provided under Output 1.4 was to the agriculture sector, and specifically in the provision of substantial agricultural equipment to the Department of Crop Production (DCP). The value of the equipment purchased by the project for DCP was over US\$100,000.
55. The focus of agricultural support provided under the project was on conservation agriculture (CA). DCP worked with communities in Chobe District to introduce CA methods and to raise awareness on the potential benefits of CA as a more sustainable method of farming. Demonstration plots were established by DCP and extension officers worked with a selection of farmers in piloting CA techniques. Feedback from DCP and the small number farmers with whom the TE was able to consult indicated that initial CA trials have yielded promising results. If CA is adopted by farmers across Chobe District, the support provided through the project may support livelihood benefits for communities by increasing the sustainability and efficiency of agricultural production and increasing resilience to climate change. It may also help to reduce the amount of land required for subsistence production and the smaller field sizes may make them easier for farmers to patrol/ protect against wildlife damage. However, unfortunately the project did not monitor the results of CA support across any of these areas and no data was made available to the TE to demonstrate the impact of project support for CA. At EOP communities emphasised that they do not have the capacity to continue using CA techniques without ongoing support from DCP, and DCP confirmed that they are committed to providing this ongoing support. Project support may bring positive livelihood outcomes, although no data is available to demonstrate this, and it would have been relevant in the context of a sustainable agriculture project, however it has not contributed significantly to the intended results of the Bio-Chobe project, where the core focus is on strengthening protected area management effectiveness. Project support has had no direct impact in reducing HWC and no impact in increasing community benefits from wildlife-based-tourism, nor in increasing community incentives for biodiversity conservation.
56. Under Output 1.4 the project also purchased substantial equipment for the Chobe Fresh and Dry Fish Association and the Chobe Enclave Conservation Trust (CECT). The former was given a cold room, deep freezers, nets, office furniture, camping equipment and a generator and the latter a milling plant, trailers, a concrete mixer and brick making machine. Again, here we see the purchase of substantial equipment at significant cost to the project, but with no direct relevance to the intended scope of Output 1.4. There was also no follow up in terms of training or support and no monitoring was undertaken by the project on the use or impact of the equipment purchased. Indeed, during the TE it became clear that within CECT certain items of equipment could not/ were not being used. Project rationale for purchasing the equipment was explained to the TE as being to support community livelihoods, in particular the milling plant purchased for CECT was intended to support this community trust to increase profits from agriculture. However, there appears to have been no strategic assessment by the PMU, TRG, PSC or UNDP CO as to whether the equipment was relevant to the intended results of the Bio-Chobe project. The MTR raised concerns at the end of 2016 that the project was viewed by many in Chobe District as a pool of money available for purchase of equipment, rather than as a project seeking to achieve strategic results, and that it appeared to be being run in this way. In particular under Output 1.4 the expense incurred by project in the purchase of substantial equipment for CECT and the Fresh and Dry Fish Association, and the decision-making process

for its purchase, is not appropriate to the context of this project. Again, if the project had been a community agriculture project and if support had been provided through the project for the development of community enterprises linked to the equipment, then project support could have been viable, but the equipment purchased for the community groups has not contributed to the intended results of the Bio-Chobe project.

57. The support provided through the project under Output 1.4 has not contributed to the intended result of 'Tourism expansion used to leverage community benefits (through PPPs and HH revenue sharing) and wildlife management'. It also has not directly contributed to the intended Outcome 1 result of increasing collaborative governance in PA and Buffer Zones. There was considerable expenditure under this Output, however this was neither cost-efficient or effective within the context of intended project impact, and there has been no monitoring of results achieved.
58. Overall at EOP it is clear that under Outcome 1 the project failed to achieve all key anticipated development results. Governance of the CKL matrix has changed very little since the baseline situation outlined at the time of project design. The failure of the project to effectively support the establishment of a multi-stakeholder platform and collaborative governance framework for integrated planning means that this remains a key issue at EOP. The absence of a collaborative governance / multi-stakeholder platform also has significant implications for how the ILUP, if approved, may be implemented and the extent to which it could support integrated, ecosystem-based management and have a beneficial impact for protected areas and biodiversity.
59. It is particularly disappointing that the project did not establish a framework for collaborative governance as there is currently a unique opportunity for Chobe District to achieve more integrated planning, due to the fact that almost all of the relevant management plans within the area are either currently being reviewed or are about to be reviewed/revised including:
 - The Chobe National Park Management Plan. CNP are looking for funding to support development of a new CNP management plan.
 - Management Plans for all of the forest reserves. Management plans will be developed following completion of the Strategic Environmental Assessment (SEA) being undertaken to support the forest reserve management planning process. This is being funded by Forest Conservation Botswana
 - The District Development Plan (8th DDP)
 - Chobe Enclave Conservation Trust (CECT) Management Plan for CH1. CECT are looking for support to revise their outdated management plan.
 - Revision of the Botswana component of the KAZA TFCA Integrated Development Plan (current plan 2013 – 2017)
60. This is an opportunity that is unlikely to arise again for at least another 5 years. If the project had established the stakeholder forum and collaborative governance framework intended, this would have provided the ideal mechanism through which integrated planning could be achieved. There was also the opportunity for the project to provide relevant support to CNP and CECT for review/revision of their management plans but it has not done so. GoB may wish to assess other opportunities to support a process in which all stakeholders and agencies can be supported to work together to ensure that both the revision process and the plans themselves work to support harmonised, ecosystem-based management across the CKL area as a whole.
61. Under **Outcome 2**, the project aimed to address three core barriers to effective management of the CKL matrix (1) insufficient budgets, (2) inadequacies of performance criteria to directly link biodiversity conservation outcomes to human resource management systems and (3) inadequate monitoring systems for evaluating the effectiveness of resource protection measures. Under this Outcome the project aimed to strengthen institutional capacities for PA management, in particular for financial management, revenue generation and resource monitoring and protection.
62. Support under Outcome 2 was to be delivered through two Outputs to achieve an end of project situation in which the 'management effectiveness and financial sustainability in core protected areas' would be 'strengthened to address existing and emerging threats to biodiversity'.

Outcome 2 was to be implemented in direct partnership with DWNP and the Park Management Committee (PMC) and in so doing, strengthen the capacity of the PMC.

63. Under Output 2.1 the project aimed to 'increase management effectiveness and financial efficiency of the PA complex'. The Project Document outlines that support under this Output should be focussed in three core areas to: increase PA budgets, develop staff capacity and implement accountable performance-based management systems, including the establishment of '*a business plan to generate financing on the scale needed to address emerging long-term pressures on biodiversity*'. The targets and indicators specified in the SRF focus on the achievement of quantified increases in budgets, income and revenues, the establishment of CNP and FRs as 'legally established business centres' as well as increases in staff capacity and tourism satisfaction.
64. Under Output 2.2 the project was designed to '*assist in the development of a simple but effective biodiversity monitoring systems for habitats, wildlife, and aquatic systems*'. The Project Document specified that to support this the project was to '*foster partnerships with research institutions independent researchers, the private sector and NGOs to facilitate collaborative research and monitoring*'. The development result to be achieved under Output 2.2 was that at EOP '*effective resource protection and monitoring*' would be '*in place*'. The targets and indicators in the SRF include quantified data to demonstrate improved resource protection and monitoring such as the number of patrol days, decrease in poaching incidents, stable/improving habitats and populations of indicator or at-risk species, the establishment of a management information system, a fire management strategy and a specified reduction in burned area.
65. At EOP it is clear that the project has not achieved the intended results and impact under Outcome 2. There have been no increases in PA budgets and no progress towards establishing a more sustainable long-term financing system; there has been no measured increase in staff capacity for the implementation of accountable performance-based management systems or business planning. There has also been no evident or measurable improvement in resource protection, indeed the situation appears to have declined significantly. The project has not set up the partnerships intended to facilitate collaborative research and monitoring, and monitoring systems have not improved. In 2018, following submission of the draft TE report, there has been a reported significant reduction in anti-poaching measures within CNP, with disarming of the anti-poaching squads. Annual aerial monitoring by the NGO EWB has shown a large number of elephant deaths from poaching, described by EWB as 'the largest seen in Africa to date'. This has been reported in international media: <https://www.bbc.com/news/world-africa-45396394>.
66. Under Outcome 2 the project did support the production of a number of relevant reports, studies and plans, and provided relevant training. A capacity assessment workshop and survey for Chobe National Park (CNP) and an exchange visit for senior staff from CNP to Kgalagadi Trans-Frontier Park was supported during the first two years of project implementation. The capacity assessment survey identified a number of capacity gaps and based on this a training plan was developed and a number of training courses supported under the project: DWNP staff were given training on 'Improving Customer Satisfaction', Database Development and Management, Socio-economic Evaluation of PAs at Luangwa National Park in Zambia, and PA management training in South Africa. The project also purchased computers and a database for CNP.
67. The capacity assessment survey and training plan will be a useful tool for CNP, to guide them in addressing capacity gaps. The training provided under the project is relevant to the focus of Outcome 2 on building capacity for strengthened PA management. The approach adopted by the project was, however, one which focussed on supporting a series of training courses, rather than viewing training as part of a broader process of support to effect change and strengthen management effectiveness within CNP / DWNP. The project did not provide any follow up support to DWNP / CNP after the training courses in order to help facilitate improvements in PA management systems/ approaches within CNP and at EOP there is no evidence that the training has been actively used by DWNP / CNP to effect institutional change to strengthen PA management. The project did not monitor capacity levels over the life of the project and there is therefore no data to demonstrate any increase in staff capacity within DWNP / CNP. The project also did not monitor resource protection and monitoring effectiveness against any of the targets

and indicators in the SRF and at EOP there is therefore no evidence of positive impact 'on the ground' resulting from the training.

68. Training was also provided by UNDP CO in environmental compliance to Chobe Land Board, DLUPU, DFRR, DWNP, the police and the military. The training was relevant to the Output 2.2 focus on strengthening resource protection and was targeted at relevant agencies. Unfortunately, however, again the project did not provide any subsequent follow up to support agencies to improve their systems or operations, and there was no monitoring of levels of compliance and enforcement over the life of the project. The project did not monitor the indicators and targets specified in the SRF such as number of patrol days, poaching incidents, area covered or management information systems. At EOP there is also no monitoring data to demonstrate any project impact in improving environmental compliance.
69. Training was provided to community groups across Chobe District in fire management and in management-oriented management systems (MOMS). Training in MOMS was delivered through DWNP alongside the development of MOMS tools for monitoring poaching. Training in fire management was delivered through DFRR to community-based fire management committees (CBFMC) in all of the Chobe villages, with the development of fire management guidelines for the committees. The project also purchased fire-fighting equipment for each CBFMC including fire beaters, hand sprayers, spades and a trailer-operated spraying machine. The training provided at the community level is directly relevant to the intended focus of project support under Outcome 2. However, again, no monitoring was undertaken by the project to demonstrate increased capacity, or the impact of the training in actively reducing damage caused by fire or, for MOMS, the incidence of/reporting of poaching. At EOP there is no monitoring data available to demonstrate the achievement of intended targets. Consultation with communities indicated a lack of interest in monitoring / reducing poaching and wildlife continues to be seen as more of a problem/agricultural pest than a valued resource. All communities also expressed reservations about engaging directly in firefighting unless protective clothing was provided for them. They questioned the benefit of the purchase by the project of large trailer operated sprayers when they had no trailers to operate this equipment from and felt strongly that protective clothing would have been a more useful investment by the project.
70. Under Outcome 2 the project also supported the production of two key reports which provide valuable information for management of the CKL matrix of PAs. These are: the 'Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves' and the 'Chobe National Park (CNP) Financial Scorecard and Business Plan'. The Threats Assessment provides extensive analysis of threats across the CKL area and provides guidance on how to set up abatement/mitigation strategies for each threat. It examines current monitoring programmes, identifying ways to strengthen systems so that these can more effectively monitor threats/threat levels and the effectiveness of mitigation actions. The CNP Financial Scorecard and Business Plan also provides valuable analysis and information. It identifies core business planning objectives, establishes a business plan structure and it provides an estimate of costs and expenditure based on an optimal management scenario. The overall recommendations and findings emerging from the financial and operational analysis in the Plan highlight the need for support for economic valuation of CNP; the assessment of sustainable financing options; capacity building of CNP staff in park management and financial management; strengthened monitoring and the potential to 'engage and mobilize a multi stakeholder platform for improved financial management'. Most of these key 'needs' were supposed to have been supported under the Bio-Chobe project and had also been identified in project design.
71. Unfortunately, however, at project end there is no evidence that either report is being actively used to support improved PA management. The CNP Financial Scorecard and Business Plan was produced in May 2018 at the very end of the project, following the TE in-country assessment and following submission of the first draft TE report. The Threats Assessment, although produced in 2016, does not appear to have been used. Stakeholders consulted during the TE had very little knowledge of the report and at EOP none of the recommended threat mitigation strategies and associated monitoring are being implemented by DWNP, CNP or DFRR. Although the document itself is comprehensive and provides a wealth of useful

information and identifies strategies to support more effective PA management, none of the key agencies are yet actively using it.

72. At the end of the project in May 2018, following the TE, the project also commissioned a consultancy company to produce a 'Status Report of the Wildlife and Habitats within and around Chobe National Park'. This document is somewhat extra-ordinary in that most chapters are a word for word replica of the first half of the analysis within the Threats Assessment produced under the project by the same consultancy company in 2016. The Status Report has a different introduction and recommendations, and a few additional paragraphs but is otherwise identical to the Threats Assessment. The Status Report highlights key issues currently preventing Botswana from moving ahead with achieving biodiversity conservation results. The emphasis on ecosystem-based management, the relevance of the KAZA TFCA area, role of CBNRM and potential benefits of a multi-stakeholder platform align with the approach put forward in the Threats Assessment and are good guidance for sustainable management and biodiversity conservation across the area. Given that this Status report is essentially a word for word replica of the Threats Assessment, it is somewhat ironic that one of the issues which the Status Report highlights as a key problem preventing Botswana from moving ahead with improved biodiversity conservation is: 'a cycle of consultancy reports on issues where the answers are already known.' It seems that in this Status Report we have poignant, if not somewhat extreme, example of that particular problem!
73. In providing support for the production of strategic assessments and planning documents under Outcome 2, the project has again not adopted an approach in which this work is seen as part of an overall process of facilitating strengthened PA management. The documents were produced through a standard contractual process of literature review, data analysis and consultation by specialised consultants with relevant stakeholders in the area, and the documents themselves present valuable information, however, the project did not provide any follow up support to facilitate their use, as part of the institutionalisation of improved threat mitigation, monitoring and business planning. Whether the documents will be used and will support strengthened PA management remains to be seen; at EOP there is no evidence of this. The project has undertaken no monitoring against the indicators and targets outlined in the SRF and at EOP there is therefore no verifiable data to demonstrate that these documents have been used to effect change that has strengthened management effectiveness and financial sustainability of PAs.
74. In implementing Outcome 2 many elements of the approach outlined in the Project Document were not followed. The project did not work in direct partnership with the Park Management Committee and did not build the capacity of this group, indeed, there seems to have been no engagement at all with the PMC. In the analysis within the mid-term⁸ tracking tool, the consultant describes the PMC as dysfunctional and stresses that it needs to be 'resuscitated and supported'. The project also did not facilitate collaborative research and monitoring or support new or strengthened partnerships between PA management agencies and research institutions, independent researchers, the private sector and NGOs. It did not support analysis and testing of innovative financing mechanisms to strengthen financial sustainability of PA management. The Project Document specifies that the project should assess and test '*a number of possible financing mechanisms for PA management including revenue retention, private sector financing, Payment for Ecosystem Services schemes (PES) and other innovative resource mobilisation methods under a co-management framework.*' This work was not even initiated and indeed the CNP Business Plan developed at the end of the project re-emphasises the importance of trialling such mechanisms.
75. At project end the overall results achieved are disappointing; there has been no demonstrable improvement in PA management effectiveness against the baseline situation described in the Project Document, there has been no verifiable improvement in monitoring or resource protection, indeed there are indications are that resource protection has significantly decreased⁹,

⁸ Undertaken late in December 2017, the intended EOP date

⁹ In 2018, following submission of the draft TE report, there has been a significant reduction in anti-poaching measures within CNP, with disarming of the anti-poaching squads. Annual aerial monitoring by the NGO EWB has shown a large number of elephant carcasses from poaching, described by EWB as the largest seen in Africa to date. <https://www.bbc.com/news/world-africa-45396394>

and there has been no progress towards putting in place mechanisms to increase the finances available to the levels required to manage the protected areas effectively, the project has had no impact in increasing investment in the PA estate or in improving financial efficiency of PA operations.

76. The lack of project support for economic assessment of the value of CNP/ FRs continues to leave a gap in the information needed to facilitate increased investment in the PA estate. Linked to this the project's failure under Outcome 1 to establish the collaborative governance mechanisms for land-use planning envisaged in the Project Document, the concerns raised through the TE on the ILUP, and the failure of the project to support the establishment and sustainable management of wildlife-based tourism as an economic incentive for biodiversity conservation, means that key threats and barriers highlighted in the Project Document remain at project end; it is still the case that 'the wildlife and economic potential of the PA and buffer zones is undermined by uncoordinated land use planning, incompatible land uses and high transactions costs that prevent investment.'
77. Analysis of each of the Outputs under both Outcomes indicates that none of the anticipated development results described within the Project Document, nor the specific targets and indicators within the Strategic Results Framework, have been achieved. There has been no effective monitoring to demonstrate progress towards intended results, and consultation with stakeholders during the TE indicates that the project has made little progress across any of the intended areas of development impact. Indeed, the studies and plans developed under the project continue to recommend the need for the type of support and results which should have been achieved through this project.
78. Unfortunately, at project end the TE has to conclude that support provided across all areas of project intervention has resulted in little demonstrable change towards the project Objective of strengthening the management effectiveness of the Chobe-Kwando-Linyanti Matrix of PAs to respond to existing and emerging threats. Both the effectiveness and cost-efficiency of project support across all areas has been found by the TE to be unsatisfactory.

Project Implementation

79. The GEF Implementing Partner for the Bio-Chobe project was UNDP and the Executing Partner was the Ministry of Environment Wildlife and Tourism. The main mechanism for partnership with national agencies has been through the standard UNDP / GEF project implementation structure of: a Project Steering Committee (PSC) for high level strategic guidance, decision making and support; and at the local district level, the multi-stakeholder Technical Reference Group (TRG) established in Chobe District, which provided specialist local input and advice for execution of the project on the ground. The TRG included relevant Government Departments, NGOs and CBOs.
80. The Bio-Chobe project was approved for implementation by GEF on 27 Aug 2013 with an anticipated start date of January 1st 2014 and end date of 31 December 2017. The Project Manager was hired in July 2014, however, there were significant delays in project inception with the first PSC meeting held nine months later, on 30 April 2015, at which the TRG was also formed. This represents a sixteen-month delay between the anticipated start date of January 1st 2014 and establishment of key project execution structures in the form of the PSC and TRG. UNDP CO have requested a no-cost project extension from GEF and the anticipated project end date is now mid-2018.
81. The Project Manager was employed by UNDP CO, approved by the PSC, and was based in Kasane, supported by an Administrative and Financial Assistant. The Project Manager was responsible for overall day to day management of the project, including the mobilization of project inputs, supervision of staff, consultants and sub-contractors, and was responsible for engaging directly with partners and stakeholders. The Project Manager reported to UNDP CO and the PSC and worked with the Technical Reference Group (TRG) to plan for and implement project support in Chobe District.
82. The Project Steering Committee was responsible for overall strategic oversight of the project with UNDP Country Office responsible for operational oversight. The Permanent Secretary of the Ministry of Environment, Wildlife and Tourism was chair of the PSC with UNDP CO as co-

chair. The GEF Focal Point in the Department of Environmental Affairs (DEA) oversaw the project as part of the overall Botswana GEF project portfolio. PSC members included all key government agencies as well as Chobe Land Board, Botswana Tourism Association and the University of Botswana Okavango Research Institute (UB-ORI), although the latter does not appear to have attended any meetings. Membership did not include the NGOs or private sector representation¹⁰ intended within the Project Document. The Botswana College of Agriculture and Kwando Safaris were also not included in either the PSC or TRG, even though they were cited in the Project Document as co-financers.

83. PSC meetings were scheduled quarterly, although the project did not develop any formal terms of reference (TOR) for the PSC. At the end of 2016, the project's mid-term review (MTR) raises the concern that: *'some very key members of PSC indicate that they "do not know anything about the Project" and that they are not aware of what the Project does. Therefore, this is also indicative that several members only play a perfunctory role, not an active one, in the PSC.'* The MTR suggests that a reason for this may be that *'there has been a rotation of participants and therefore learning curve processes are repeated at times due to the participation of different persons without transferring knowledge from one meeting to the next. Engagement is rather dissimilar between different institutions, with some institutions fully engaged in the PSC and others much less'*. This lack of engagement and understanding of the project by many PSC members can be seen to have contributed significantly to the weak strategic guidance which it provided for project implementation, and the divergence of the project from its intended focus and results. PSC meeting reports indicate that discussions were largely focussed on quarterly reporting by the Project Manager on work undertaken/planned. The Project Manager's reporting was not, however, structured around any assessment of how support under the project was contributing to the achievement of intended Outcome/Output level results. The absence of TOR, lack of understanding by many PSC members of intended project results, and the failure of PSC meetings to focus on project progress towards the achievement of intended Outcomes, led to the PSC providing weak strategic guidance for project implementation.
84. The Technical Reference Group (TRG) was established in Kasane, following the first PSC meeting in April 2015, although the project also did not develop any TOR for the TRG. The TRG included DWNP, DFRR, DoT, DCP, UNDP, Chobe Land Board, the District Commissioner and District Council Secretary, KAZA Botswana, the NGO Elephants without Borders (EWB), and the CBO Chobe Enclave Conservation Trust (CECT). The NGO CARACAL and CBO Kalepa Community Trust were later included as active members. The University of Botswana, Okavango Research Institute (UB-ORI) was included in the original list of members, but does not appear to have participated in any meetings. Quarterly TRG meetings provided an important opportunity for District and local level organisations involved in the project to discuss issues, liaise and coordinate their input to the project, as well as providing a forum for technical advice and guidance. However, TRG meetings also do not appear to have been well focussed on the achievement of intended Output and Outcome results, and neither the project strategy or SRF appear to have been used as the basis for work planning or progress monitoring. As seen in the analysis of results, work planning and support provided through the TRG went significantly 'off track' in many areas.
85. The Project Document places significant emphasis on the importance of the inception process, stressing the need for strong facilitation in order to bring stakeholders together to agree on their roles and responsibilities in project implementation and to develop the project's monitoring and evaluation framework, including fine-tuning of SRF targets and indicators. The Project Document stresses that the Inception Workshop report should be *'a key reference document which must be prepared and shared with participants to formalize various agreements and plans decided during the meeting'*. The inception workshop was also intended to be a key forum through which all stakeholders would be brought together to agree on the nature of the collaborative governance framework to be established under Outcome 1. Unfortunately, however, the project inception process appears to have been extremely weak and was not well facilitated. At the end of the project neither UNDP CO nor TRG partners seemed to be able to

¹⁰ Other than some level of representation through the Botswana Tourism Organisation set up by Government to market tourism products and promote investment in the sector.

find a copy of an Inception Workshop Report and stakeholders consulted during the TE had no clear memory of an inception workshop. The only record of it appears to be a draft agenda and invitation letter to DWNP. It clearly wasn't the key planning and partnership consolidation event intended within project design.

86. The project implementation strategy also included and budgeted for an experienced facilitator to be engaged for the four years of project implementation 'to guide all of the various stakeholder groups and support them to work together to develop and implement a more integrated system and process for planning and management of the CKL area.' The Project Document underlines the important role of the project in facilitating the establishment of multi-stakeholder partnership at all levels and in particular to support collaborative governance under Outcome 1.
87. As discussed in the analysis of results, there has been no progress towards establishing a collaborative governance framework and overall facilitation of stakeholder engagement in the project has been weak. A specialist facilitator was not employed by the project and the Project Manager does not appear to have performed an effective facilitatory role. The project also did not develop a communication and information dissemination strategy and this is reflected in the lack of any clear process or strategic approach for engaging with stakeholders and sharing information. The project also did not facilitate the annual stakeholder review and planning workshop envisaged in the Project Document; this should have been a key mechanism for stakeholders to take stock of progress each year and to work together to steer the project towards achieving intended development Outcomes.
88. Throughout project implementation there has been a lack of strategic work planning and a lack of results-based management. The MTR picked up on many of the key project management and implementation weaknesses and highlighted the lack of progress towards results at the end of 2016. It reported: *'a major concern is...that the Project's actual execution and implementation processes are not fully results-based and it does not follow work planning closely (log frame, design). There is a lack of general understanding by many stakeholders (government, board, project staff) of the framework / log frame as a management tool that links products / investments with results....many of the processes are haphazard and/or demand driven'¹¹... as several stakeholders have pointed out (including those that are part of the Project Steering Committee) it is not understood whether the Project just expends funds or if there is a systematic planning for products and results before these expenditures.'* The findings of the MTR should have rung strong alarm bells with UNDP, project implementing partners and the PSC, however there was no strategic review of the findings of the MTR following its completion in 2016 and the issues raised in it were not addressed.
89. Throughout project implementation neither the SRF nor the strategy described in the Project Document appear to have been used in any meaningful way to guide project execution. Although annual Project Implementation Review (PIR) reports were completed by the Project Manager each year, reporting by the Project Manager against Outcome targets and indicators was very unfocussed and did not provide sound analysis of progress towards achievement of results. Project implementation was consistently rated as 'moderately unsatisfactory' by the UNDP Regional Technical Adviser, and yet until the end of the final year of project implementation, very little appears to have been done to address this. A risk assessment and mitigation process / framework was not developed for the project, and other than PIR reporting there was no structured review of risks, nor the development of mitigation strategies.
90. The Project Document stresses that the process of project implementation should be *'an Adaptive Learning approach, intended to test and demonstrate the effectiveness of combining stakeholder processes with broad-based visualised monitoring data and carefully defined performance criteria.'* Monitoring of progress towards the achievement of intended project results throughout the four-year project implementation period has been extremely weak at all levels, and has not supported adaptive, results-based management of the project. A detailed M&E Plan was not developed, and there was no expansion of the M&E schedule and budget outlined in the Project Document. Monitoring and reporting by the Project Manager was of poor quality and there was inadequate stakeholder involvement. There appears to have been little

¹¹ MTR page 60

consultation or evaluative assessment with project partners as part of reporting in the PIR and the annual stakeholder monitoring and planning workshop specified in the Project Document was not held. A mid-term review was commissioned in 2016, however the results of the MTR were not used to strengthen project implementation. Despite the number of critical issues raised by the MTR, there was no post MTR stakeholder workshop to develop a strategy to address issues, and there appears to have been no strategic review of the MTR by the PSC until the very end of the project in 2018, just ahead of the TE.

91. At TE it is clear that project management and implementation processes have not supported results-based project management. There were significant failings in project management and implementation mechanisms at all levels and this is reflected in the poor results achieved.

Financial Management

92. The use of GEF allocated funds under the project has been neither cost effective nor efficient. Budgeting and expenditure diverged greatly from that outlined in the Project Document, but there was no requirement for the Project Manager to justify this divergence through any assessment of the contribution of proposed expenditure to the achievement of project results. Financial controls, cross-checks and oversight by UNDP CO and the PSC appears to have been extremely weak.
93. The MTR reported at the end of 2016 that *‘the Project is not fully understood, even by some very key partners. It is perceived as a demand driven activity where stakeholders ‘ask’ for what they would like to see the Project produce or what they would like to see financed, and not as a project that plans activities and products seeking results. Key partners indicate that they would like to see the project fund “shopping districts”, “provide clothing for government employees”, “computers”, “fund private sector business upstarts.”* Despite the findings of the MTR a review of the effectiveness and efficiency of financial management under the project was not undertaken. It was not until the end of 2017 that there was an increase in the level of oversight by UNDP CO and changes were made to procurement procedures and results-based reporting, including changing the Project Manager’s contract to a results-based contract. This has led subsequently to a clearer focus of financial management on core project result areas, however, it was really too late in project implementation to translate in to the achievement of results at project end.
94. Project expenditure on the purchase of equipment under Output 1.4 was, as seen in the analysis of results, not well correlated with achievement of intended project results and was not cost effective. The ‘incremental cost’ reasoning for providing substantial agricultural equipment to the Department of Crop Production (DCP) and of a brick making machine, milling plant, concrete mixer and trailers to CECT, and of generators, camping equipment, freezers, nets etc to the Fresh and Dry Fish Association is questionable. What were the global environmental benefits arising from this expenditure of GEF allocated funding? Neither the reasoning to justify the expenditure in the first place, nor monitoring and reporting to demonstrate impact towards the achievement of project Outcomes, were presented under the project.
95. The other main areas of project expenditure included a number of consultancy assignments to develop analytical reports and frameworks as well as for travel and training. The consultancy assignments and the training were in the most part well aligned with intended project result areas. However, as seen in the analysis of results, they did not form part of an integrated and cohesive process of capacity building, institutional strengthening and collaborative governance, and at EOP there is no monitoring data to demonstrate that this investment has contributed significantly towards the achievement of intended development results.
96. Overall at EOP it is clear that there was a lack of informed decision making to guide financial management of the Bio-Chobe project, and a lack of financial controls and oversight. Neither the Project’s Strategic Results Framework (SRF), strategic approach, nor intended budget, as laid out in the Project Document, appear to have been used as the basis, or even reference points, for major disbursements during the first 3 years of project implementation.

97. There was an almost 60% over-expenditure on the project management budget. Under GEF regulations a 10% flexibility between intended and actual Outcome expenditure is acceptable¹². This 60% divergence for project management obviously far exceeds that. Much of the over expenditure in the first year of project implementation appears to have been due to construction of a project office and fitting-out costs. UNDP CO have confirmed that permission for use of additional project funds for office construction was granted by GEF.

Overall Planned and Actual Bio-Chobe Budget Expenditure between 2014 and 2018

Outcome	Total Budget allocated US\$	Actual Expenditure to 2017 US\$	Remaining Budget US\$
Outcome 1.	853,182	734,922.03	118,259.97
Outcome 2.	815,000	793,255.63	21,744.37
Project Management	150,000	239,158.91	Over expenditure of 89,158.91 (59.44%)
Totals	1,818,182	1,583,478.58	50,845.43

Co-Financing

98. There has been no recording or monitoring of co-financing contributions throughout project implementation and at EOP no co-financing data is available. A range of stakeholder organisations were directly involved in the project and committed time and resources, for example DFRR trained fire-fighting teams, DWNP trained communities in MOMS, DCP provided extensive support to communities in trialling CA. It is clear however that a number of the intended co-financing agencies were not directly involved in the project and did not contribute any of the co-financing pledged in design. It seems that part of the reason for this was that the Project Manager did not communicate with these organisations to follow up on commitments made in the Project Document; one co-financing organisation was not even aware that the project had been approved and indicated that had then been contacted they would have been happy to contribute.

Sustainability

99. The weak results achieved under each of the project's Outputs and the absence of any 'exit strategy' leads the TE to conclude that the likelihood of sustainable positive impact resulting from the project, towards the Objective of 'strengthening the management effectiveness of the Chobe-Kwando-Linyanti Matrix of Protected Areas to respond to existing and emerging threats' is 'unlikely' across all areas: environmental, institutional/governance, financial and socio-political.

Conclusions, Lessons Learnt and Recommendations

100. The project has not achieved any of its intended development results, and the effectiveness and efficiency of project implementation has been extremely weak, however if lessons are learnt and changes are made to strengthen systems, processes and understanding, then an 'unsatisfactory' project such as this one can help to achieve positive change by being a catalyst for the establishment of mechanisms to strengthen future initiatives.

A number of useful lessons can be drawn from terminal evaluation of the Bio-Chobe project. The TE analysis of lessons and recommendations is divided in to two parts: The first provides information to guide sustainable development and strengthened PA management in the Chobe-Kwando-Linyanti area. The second part presents a series of recommendations for the design and implementation of UNDP / GEF projects more generally.

¹² The TE has not been given any financial analysis, or the correspondence with GEF, that would be necessary to confirm the overall basis for, or level of 'acceptability of', this 60% over-expenditure on project management.

Part 1 Recommendations for Sustainable Development and Strengthened Protected Area Management in the CKL Region

Recommendation 1a: Strengthening PA Management and achieving more integrated, ecosystem-based, planning and management across Chobe District remain priority issues.

101. There remains a pressing need to strengthen PA management effectiveness and to support more holistic and coordinated planning for sustainable development in Chobe District. There is currently a real opportunity to achieve this given that all core management plans are either being, or about to be, revised. This is an opportunity that is unlikely to arise again for at least another 5 years. If this process is well co-ordinated, it can work to establish management plans across the area that are mutually supportive and which contribute to ecosystem-based, integrated, management of the area as a whole. Relevant plans that are due to be reviewed and revised include:
- The Chobe National Park Management Plan (CNP are looking for funding to support development of a new CNP management plan)
 - Management Plans for all of the forest reserves. This is being funded by Forest Conservation Botswana (FCB). FR management plans will be developed following completion of the Strategic Environmental Assessment (SEA) currently being undertaken to support the forest reserve management planning process.
 - The District Development Plan (8th DDP)
 - Chobe Enclave Conservation Trust (CECT) Management Plan for CH1. CECT are looking for support to revise their outdated management plan.
 - Revision of the Botswana component of the KAZA TFCA Integrated Development Plan (current plan 2013 – 2017)
102. It is strongly recommended that GoB look at opportunities to ensure that all of the above plan revision processes are effectively coordinated, so as to achieve more integrated, ecosystem-based management of the area as a whole. GoB may wish to consider how the overall management planning process could be best coordinated and facilitated; the Department of Environmental Affairs (DEA) would seem well placed to take on this role given a) their overall mandate for coordination of initiatives to achieve environmental sustainability, b) the national significance of Chobe District for biodiversity conservation, protected area management and wildlife-based tourism and c) the experience of DEA in integrated management planning (Okavango Delta and Makgadikgadi Framework Management Plan).
103. The key reports and studies produced through the Bio-Chobe project underline the ongoing relevance of, and need for, support to strengthen the management effectiveness and financial sustainability of Protected Areas, and for a more integrated, ecosystem-based approach to overall land-use management in Chobe District, as part of the broader KAZA TFCA area. The key issues and threats highlighted in design of the Bio-Chobe project remain priority issues at project end. The TE strongly recommends that GoB should review the results and lessons learnt through terminal evaluation of the Bio-Chobe project and use this information to guide the development of an approach which can achieve the Outcomes intended under the Bio-Chobe project. Opportunities exist through allocation of increased support for PA management within national budgets, increased private sector engagement in conservation and PA management, increased NGO support as well as the potential for further donor funded initiatives; the key is likely to lie in effective co-ordination between a range of players through more integrated management systems and procedures.

Recommendation 1b: Sustainable development in Chobe District requires the establishment of well-informed, integrated, planning and management systems, based on sound monitoring data, to support ecosystem-based management

104. Sustainable development in Chobe District requires management and planning agencies to base decision-making on an understanding of ecosystems and the impact of patterns of land-use and development on them. The establishment of effective and integrated monitoring systems and the use of monitoring data to inform planning and management actions is key.

105. The Bio-Chobe project has produced three important reports/tools that contribute to the information and guidance necessary to support more effective management of the area; this information should be internalised and actively used by relevant agencies. The key reports and tools produced under the Bio-Chobe project include the following:

- The Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves' and associated with it the 'Status Report of the Wildlife and Habitats within and around Chobe National Park.' DWNP/CNP and DFRR/FR should review these two documents, internalise the information and analysis in them, and institutionalise the recommended monitoring and mitigation actions. The Threats Assessment and Status Report will be particularly valuable for DWNP/CNP and DFRR in development of management plans for CNP and the forest reserves; these studies provide both baseline data and analysis and specific recommendations to support management planning in these areas.
- The 'Financial Scorecard and Business Plan for CNP' provides valuable analysis and information to guide revision of the CNP management plan. It identifies core business planning objectives, establishes a business plan structure and it provides an estimate of costs and expenditure, based on an optimal management scenario. The overall recommendations and findings emerging from the financial and operational analysis in the 'Financial Scorecard and Business Plan' highlight the urgent need for economic valuation of CNP; the assessment of sustainable financing options; capacity building of CNP staff in park management and financial management and strengthened monitoring. It recommends that CNP should look at the potential to 'engage and mobilize a multi stakeholder platform for improved financial management'. MEWT / DWNP/DFRR should prioritise these areas of work to support strengthened management of PAs/FRs in Chobe District.
- The Land Use Conflict Identification Strategy (LUCIS) report for Chobe District, which was developed under the Bio-Chobe project, also provides valuable information on land use patterns and is a useful tool for land-use planning across the District. To ensure it supports a planning process that will reduce land use conflicts, it will however be important for the LUCIS to be shared with all key management agencies in the District, and to ensure that the data within it is regularly updated through effective monitoring. It is recommended that the LUCIS report/data should not solely be for use by Chobe Land Board as a 'Chobe Land Board Land Allocation Strategy' but should be considered as a tool to be shared with all relevant departments including DWNP, DFRR, DEA, DCP, DLP and DoT so that it can support planning and monitoring by all agencies in the District and achieve more integrated management.

Recommendation 1c: Critically Review the ILUP against the findings of this TE assessment

106. A number of issues and concerns have been raised during the Bio-Chobe project terminal evaluation regarding the Integrated Land Use Plan (ILUP) developed under the project, and it is strongly recommended by the TE that the plan is reviewed and revised based on the following:

- i) conduct a strategic environmental assessment (SEA) focussed on the land use zoning and implementation framework proposed within the ILUP, as is required by Botswanan regulations. Once a strategic environmental assessment (SEA) has been completed, the ILUP should be amended to address any issues or concerns raised by it.
- ii) MEWT TO review the final draft of the ILUP in detail to ensure that it can support effective PA management, biodiversity conservation and sustainable tourism.
- iii) assess whether categorisation of Chobe District in to 'land use designation' areas is an appropriate approach to support adaptive, ecosystem-based management of the area.
- iv) ensure alignment of the ILUP with the objectives of the 8th District Development Plan
- v) Identify ways in which the ILUP could be implemented through a multi-stakeholder partnership rather than being 'owned' by a single agency or group. This will help to ensure that the ILUP supports more integrated, collaborative planning and management of the area as whole.
- vi) If following the above, the decision is made to move ahead with an amended ILUP, there should be effective consultation with, and endorsement by, all key stakeholders who will be

affected by the land use zoning proposed within the ILUP, including communities, NGOs and official approval by all Government departments.

- vii) ensure that, if the plan is adopted/endorsed, implementation of the plan is dependent upon the establishment of a multi-stakeholder monitoring team and system, to support adaptive management.
- viii) It is strongly recommended that the ILUP should not be gazetted in law as is currently being proposed by Chobe Land Board. The reasons for this are that: the ILUP covers many different management jurisdictions including CNP, forest reserves and tribal lands (including CBMRM/CHA areas). Chobe Land Board is responsible for supporting land use planning within tribal lands, DWNP for management of CNP and DFRR for management of the forest reserves. Each area has specific regulations and policies relating to it. If an ILUP for the whole District is gazetted in law, this will add to the complexity of relevant regulations and planning guidance and could also lead to conflicts, rather than collaboration, in terms of inter-sectoral planning and decision making.

In order to support adaptive, ecosystem-based management, it is essential that the ILUP remains flexible and can be adjusted to respond to the results of monitoring. As outlined within the text of the ILUP 'if not adequately monitored and reviewed this Chobe District ILUP would be over-taken by events and therefore rendered useless'. Gazetting the document in law would 'fix it' and restrict the extent to which the document could have the flexibility necessary to enable partners to amend it, based on the results of monitoring, to achieve adaptive management.

Part 2: Recommendations to Strengthen Project Management Systems and Procedures in Future UNDP/GEF Projects

Recommendation 2a: Results-based Management is Essential for the Achievement of intended Project Outcomes

- 107. It is essential that project implementation is focussed on the achievement of intended Output and Outcome level results, and that monitoring is regularly undertaken to assess progress towards achievement of those results. The poor results achieved under the Bio-Chobe project are closely linked to a lack of strategic planning, monitoring and management, which increasingly led the project off-track. As highlighted in the MTR, project management processes were 'haphazard and/or demand driven'. Systems need to be established by UNDP CO and DEA to ensure that this does not happen in future projects. The following recommendations address the key weaknesses identified in the Bio-Chobe project and highlight the changes required to achieve results-based management in future initiatives.

Clear understanding of, and use of, the Project Document and SRF by Implementing Partners

- 108. The Project Document and SRF must be used by projects as the key strategic documents to guide work planning, management and monitoring. All key partners should have a clear understanding of the rationale and intended Outputs and Outcomes of the project. Project management and strategic oversight should be based on achievement of key development results. Lessons need to be learnt from the failure of the Bio-Chobe project to focus implementation on the achievement of intended strategic results.

Project Inception Process

- 109. The weak inception process in the Bio-Chobe project contributed significantly to the failure of the project to establish effective partnership arrangements for implementation, and understanding amongst stakeholders of the project's intended results. Project inception, including the inception workshop and associated partnership building and planning process over the initial 6 months of project implementation, is key to establish the platform on which project implementation can then be based.

Recommended remedial actions for future projects:

- It would be useful for UNDP CO to develop an inception process checklist / guidance to be used by Project Managers, PSC and TRG.

- Strong facilitation of the inception process during the first 6 months of project implementation is key to project success; a Project Manager should have strong facilitation skills and this should be a core part of their TOR / selection criteria.
- UNDP and the PSC should actively guide project managers in identifying and establishing contact with relevant national and international initiatives, particularly given UNDPs global experience and network.

Strategic Oversight

110. The PSC plays a key role in providing strategic guidance and oversight for project implementation. It is clear in the Bio-Chobe project that the PSC did not provide clear and consistent strategic guidance for project implementation and a number of factors appear to have contributed to this including: the PSC had no clear TOR; reporting by the Project Manager to the PSC was not focussed on project Outputs / Outcomes and SRF indicators / targets; membership of the PSC was inconsistent and PSC members were poorly briefed.

Recommended remedial actions for future projects:

- Clear TOR should be developed for the PSC outlining its functions and operational procedures. These should be included within the Project Document at design or developed at project start as part of the inception process.
 - It is recommended that UNDP CO / DEA prepare a brief one-page guideline to share with all PSC members in future projects to ensure that they understand UNDP / GEF procedures and strategic objectives.
 - In order to provide strategic oversight, PSC members must have a good knowledge of the project and SRF from the start and must ensure monitoring and planning is results based. UNDP CO and DEA should support this, and the Project Manager should provide PSC members with a clear project brief.
 - Reporting by the Project Manager to the PSC should be clearly structured around the Project Objective, Outcomes and Outputs, to ensure that PSC meetings focus on achievement of strategic results.
 - It is important that discussions at PSC meetings and the decisions made are clearly captured within meeting minutes and that these are circulated to all PSC members and shared with the Technical Reference Group (TRG).
 - National partner agencies should ensure consistent participation by dedicated officers in PSC meetings, and that those participating in the meetings understand the project and are well briefed.
111. UNDP should play a core oversight role in ensuring that projects work to achieve intended results and that management and implementation procedures adhere with UNDP and GEF standards and guidelines. Given UNDPs institutional experience and knowledge, UNDP should also play a key role in facilitating information exchange and partnership between projects and the sharing of lessons learnt from past initiatives.

Recommended remedial actions for future projects:

112. UNDP CO should fully assess the findings of this terminal evaluation report to ensure the lessons are learnt and that mechanisms are put in place to guard against future project management and oversight weakness. It is recommended that UNDP CO address the following issues:
- Develop criteria for selection of project managers to ensure that they have relevant project management experience and are good facilitators of stakeholder engagement / partnership. Provide project managers with clear TOR and clear and concise project management guidelines; implementation of these guidelines should form part of the Project Manager's contract.
 - Ensure that TOR are developed for the PSC and TRG. UNDP should also maintain ongoing communication with PSC members to ensure they have a clear understanding of intended

project results and approach and that departments actively commit the support pledged in the Project Document.

- Establish systems and procedures to ensure that project management is results-based and that it is not possible for a project to be managed like the Bio-Chobe project as 'a demand driven activity where stakeholders 'ask' for what they would like to see the Project produce or what they would like to see financed.'
- Establish procedures to ensure that if a project is rated 'unsatisfactory' or 'moderately unsatisfactory' within PIR, this is immediately reviewed by both the PSC and local Technical Reference Group at the start of the following year to ensure issues are addressed.
- Strengthen financial review / approval mechanisms and monitoring of the use of project funds to ensure that GEF funds can-not be used to support activities or purchase equipment that is not directly aligned with achievement of intended project results, especially where proposed expenditure is not in the budget outlined in the Project Document. Mechanisms could include the establishment of results-based procurement procedures and criteria.
- Ensure that emphasis is placed on consultative process and stakeholder engagement, this includes the allocation of adequate time for consultation and stakeholder engagement during project design, monitoring and evaluation, and for any project supported planning processes.
- Ensure that lessons and products from other relevant projects within UNDPs portfolio are shared between projects and that UNDP plays an active role in facilitating links between relevant initiatives both nationally and internationally.

Co-Financing

113. Co-financing is part of the contractual agreement between a country and UNDP / GEF and it is important that co-financing is both realised and recorded.

Recommended remedial actions for future projects:

- During project design partner agencies and UNDP should ensure that proposed co-financing is realistic. The Project Document should outline how co-financing will contribute to achievement of Outcomes, including, where relevant, both 'cash' and 'in-kind' co-financing; in reviewing the Project Document, prior to submission to GEF, co-financing agencies must ensure that they will be able to realise the co-financing pledged.
- During project implementation it is essential for the Project Manager to engage with co-financing agencies/groups. The inception process should consolidate co-financing commitments and clarify how cash and in-kind co-financing will be used to support the achievement of results; throughout project implementation the Project Manager should work with co-financing partners to ensure co-financing is recorded and monitored.
- It is important for DEA to establish a standard mechanism for recording of co-financing. DEA confirmed that they are currently working on such a system and it is vital that this is given priority.

Monitoring

114. Monitoring and evaluation is essential for results-based, adaptive management; monitoring of progress towards the achievement of intended results, using the indicators and targets within the SRF, is a requirement for all GEF projects. Both UNDP as the GEF Implementing Partner, and the Project Steering Committee (PSC) as the body providing strategic oversight to the project, should play a key role in ensuring that project monitoring and evaluation is undertaken and that it provides the information required to support results-based management.

Recommended remedial actions for future projects:

- A project Monitoring and Evaluation Plan must be established at project inception and must include review of the SRF to ensure that targets and indicators are SMART and that systems to monitor indicators are established. The plan should clearly outline how data will be collected and recorded, and the role of project partners in monitoring.

- Project baseline data must be collected and recorded during the first 6 months of project implementation to establish the 'start of project situation' against which results will be measured. This should build on the baseline data provided in the SRF.
- A Project Manager must ensure that there is regular monitoring, based on the monitoring and evaluation plan, linked to the project's SRF. Monitoring should demonstrate the 'cause-effect' relationship between a project's actions and its results.
- Quarterly PPR and annual PIR reports must be completed by the Project Manager and must clearly outline progress, or reasons for the lack of progress, towards intended results, based on the SRF and project strategy/approach as it is outlined in the Project Document.
- A mid-term-review (MTR) should be commissioned on time at mid-term. A review workshop should be held immediately following the MTR to enable all project partners to discuss the findings and develop a strategy to address issues raised. The post-MTR workshop provides an important opportunity for key stakeholders to come together to re-affirm intended results and realign project actions to support achievement of results through development of an Exit Strategy.
- The Tracking Tool is an important monitoring / evaluative tool and should be used by a project to assess issues and progress towards results. For an FSP, completion of the tracking tool at mid-term is required and is an important analytical process that supports learning. It should be held on-time at project mid-term so that the TT process and information can guide a project towards the achievement of sustainable results by project end.

Recommendation 2b: Stakeholder Engagement is Key for the achievement of sustainable results

115. It is vital for the PMU to establish systems for coordination and collaboration between stakeholder groups at project start, and for a project manager to actively facilitate stakeholder consultation and engagement throughout project implementation. Long-term development results cannot be achieved unless all key stakeholder groups develop strong 'ownership' of the systems, processes and products developed through a project; and 'ownership' is most effectively established through active engagement. UNDP CO should consider developing best practice guidelines. The selection criteria for project managers should include the requirement for strong facilitation skills and experience in stakeholder engagement processes.

Recommendation 2c: Adequate time should be allocated for project design to ensure that the Project Document establishes a clear and cohesive guide for Project Management

116. Discrepancies or weaknesses within a Project Document can impact on the effectiveness of project implementation. There were some very obvious inconsistencies within the Bio-Chobe Project Document such as the addition of an Output in the SRF that did not feature in the description of the project strategy, as well as key result areas that were outlined in the project strategy description but which were not captured in the SRF targets and indicators. This would indicate that the Project Document was not thoroughly reviewed by UNDP and national partners before being submitted to GEF. Allowing adequate time for the design process, including for review of the Project Document, is a good investment as it will help to ensure that projects are well designed with clear internal logic, that addresses key issues, and a strong strategic results framework to guide project implementation.

Overall Ratings

117. It is a GEF requirement that a project Terminal Evaluation includes ratings against key criteria, to assess the project's performance in terms of relevance, effectiveness, efficiency, the quality of monitoring and evaluation and the quality of overall implementation and execution. The Terminal Evaluation also rates the likelihood that positive results will be sustained across four key areas of impact: environmental, socio-political, governance / institutional and financial. The following ratings are provided for the Bio-Chobe Project

Summary of Terminal Evaluation Ratings

Criteria	Rating
Monitoring and Evaluation	
M&E design at entry	Moderately Satisfactory
M&E Plan Implementation	Unsatisfactory
Overall Quality of M&E	Unsatisfactory
Implementing Agency & Executing Agency Performance	
Quality of UNDP Implementation	Unsatisfactory
Quality of Execution – Executing Agency	Unsatisfactory
Overall Quality of Implementation / Execution	Unsatisfactory
Assessment of Outcomes	
Relevance	Satisfactory
Effectiveness	Unsatisfactory
Efficiency	Unsatisfactory
Overall Project Outcome Rating	Unsatisfactory
Sustainability	
Financial resources	Unlikely
Socio-political	Unlikely
Institutional framework and governance	Unlikely
Environmental	Unlikely
Overall likelihood of sustainability	Unlikely

PART ONE: INTRODUCTION

Purpose of the Evaluation and Methodology

118. The project was evaluated using standard UNDP / GEF evaluation criteria to examine the level of achievement of results, the quality of project implementation and execution, including monitoring and evaluation, and the likely sustainability of project results. Annex 5 provides the matrix of analytical questions used to assess these criteria. The TE is required to provide ratings of project performance against key criteria.
119. Based on the overall analysis, the report assesses the lessons learnt through the project and provides recommendations for broader consideration, to strengthen the design and implementation of future initiatives and to guide the achievement of sustainable outcomes in Chobe District.
120. The TE provides information to GEF, UNDP and national partner agencies which is key to:
- promote accountability and transparency
 - assess and disclose the extent to which intended development results have been achieved
 - examine implementation and execution processes, including the extent of stakeholder involvement and partnership and whether the project followed good development practice, in line with required GEF and UNDP standards and protocols.
 - record and assess stakeholders' perceptions of project impact (positive and negative)
 - synthesise lessons that can help to improve the selection, design and implementation of future initiatives
 - provide feedback on issues that are of importance to the UNDP and GEF portfolios, including on issues that may need attention.
 - provide information to GEF to enable the fund to assess progress towards achievement of its own strategic objectives at the global level, and to provide analysis which will enable GEF to strengthen its own processes.
121. The terminal evaluation (TE) was an opportunity to review all aspects of the Bio-Chobe Project from design, implementation, monitoring and financing arrangements, to an assessment of the processes that affected attainment of results, and the extent of achievement of project Outputs, Outcomes and the overall Objective. The TE was undertaken by an independent, international monitoring and evaluation specialist, with extensive experience in monitoring and evaluation of UNDP / GEF projects and in biodiversity conservation/protected area management initiatives.
122. The evaluation involved a process of extensive document review, followed by consultation with stakeholder groups, and a visit to one of the project sites. The evaluator was accompanied in the majority of stakeholder consultation meetings by the UNDP Country Office Monitoring and Evaluation Analyst and the Bio-Chobe Project Finance and Administration Assistant, although provision was also given to enable the consultant to discuss with some stakeholders independently of UNDP. Eight days were allocated by UNDP CO in the TOR for the entire in-country assignment, to include meetings with stakeholders in Chobe District, in-country travel, national-level consultations in Gaborone, analysis and feedback of initial findings; stakeholder consultation time was therefore severely limited¹³. The importance of consultative process within evaluation should be noted by UNDP CO for future evaluation processes; GEF guidelines recommend 2 to 3 weeks be allocated for in-country consultative evaluation missions¹⁴ and the TE recommends that UNDP follow these guidelines.

¹³ Judging one week to be too limited to support effective stakeholder consultation for a full size project such as Bio-Chobe, the evaluation consultant provided 3 days additional time (fully self-funded) extending the timeframe for in-country stakeholder consultation to 11 days.

¹⁴ UNDP-GEF terminal evaluation guidelines (Project Level Evaluation Guidance for Conducting Terminal End of UNDP-supported GEF-financed Projects) state that 'In most situations, and especially when evaluations are carried out by international consultants, an 'evaluation mission' should be scheduled, providing an intensive 2-3 weeks for the evaluation team to hold interviews and visit project sites'

123. An outline of stakeholders consulted during the evaluation and of the evaluation schedule is provided in Annex 3. Consultations included group and individual meetings, following a semi-structured assessment approach whereby discussions focussed on key issues, processes and results, but scope was given to enable stakeholders to explore wider issues of importance to the overall assessment of development impact. The evaluative analysis with stakeholders examined a wide range of issues including results, project implementation processes, stakeholder involvement, partnership, stakeholders' understanding of project outcomes / objective, benefits and results as well as any negative project impacts. The evaluation explored whether gender issues had been adequately taken in to consideration within design and implementation and whether the project has supported equality across activities and decision-making processes.
124. Group meetings were held with the Project Technical Reference Group and with the community fire-fighting committees and women's groups. Individual meetings were held with representatives from DWNP, DFRR, DEA, KAZA, Chobe Enclave Conservation Trust (CECT), CARACAL, Kalepa Trust and Elephants without Borders (EWB). Community consultations were also held with individuals in Mabele, Kachikau and Parakarungu, including with the Kgosi in each village and local representatives of the Chobe Enclave Conservation Trust (CECT). Unfortunately, the extremely limited time available meant that it was only possibly for UNDP to organise meetings with three of the communities in Chobe District: Mabele, Kachikau and Parakarungu. Site visits were undertaken to one of the farms where the project had supported conservation agriculture in Mabele village, to see the results of the techniques used, and to the CECT milling business to see the equipment purchased by the project, although the plant was not in operation at the time of the visit. It was unfortunate that time was not allocated to allow for consultation with a selection of communities outside Chobe Enclave as this would have allowed those communities to also give their feedback on the project. In Gabarone meetings were held with DEA, DFRR and DWNP. The project manager was unavailable for interview throughout the in-country assessment process, which again was unfortunate as there were significant project management issues/weaknesses which required further explanation.
125. The preliminary findings of the Terminal Evaluation were presented at a debriefing meeting in Gabarone attended by UNDP CO and key representatives from the Department of Environment Affairs (DEA)¹⁵, Department of Forestry and Range Resources (DFRR) and Birdlife Botswana. Unfortunately, the Department of Wildlife and National Parks (DWNP) were unable to attend, however the TE consultant met with DWNP individually to present and discuss the TE findings. A first draft of the TE report was submitted to UNDP CO at the end of May 2018. The project subsequently commissioned two major pieces of work and the reports resulting from this work were made available to the TE in mid-June 2018; these were the Financial Scorecard and Business Plan for CNP and the CNP Habitats and Wildlife Status Report. UNDP CO also provided additional data to the TE in June, based on information needs identified in the first draft of the TE report. The second draft TE report, including assessment of the Financial Scorecard / Business Plan for CNP and the CNP Habitats and Wildlife Status Report, was submitted to UNDP CO in the first week of July. This final draft TE report was circulated by UNDP CO to all national partners, to invite comment. UNDP CO subsequently consolidated these comments and provided feedback on the draft TE report to the evaluator in mid-September 2018. All comments have been reviewed by the evaluator and amendments made to enable finalisation of the TE report. Annex 8 presents the TE Audit Trail showing the comments made and TE response.

Structure of the Evaluation Report

126. The evaluation report is structured as follows:
- **Part 1** provides an **Introduction** to the Terminal Evaluation report outlining the purpose of the evaluation and the approach and methodology used
 - **Part 2** presents the **Project and its Development Context**
 - **Part 3** presents the core **Evaluation Findings** and provides **ratings against GEF Evaluation Criteria**. Within Part 3 of this Terminal Evaluation report the following key elements are examined:

¹⁵ Also the GEF Focal Point

Project Design, to assess whether the project is well conceived with clear and feasible Objective, Outcomes and Outputs, a strategic approach, building on sound baseline analysis and including comprehensive stakeholder analysis, stakeholder involvement and partnership and whether the ProDoc includes a cohesive SRF with clear targets and indicators. The quality of monitoring and evaluation arrangements established in the Project Document is rated, as is the overall 'relevance' of the project to the objectives of the GEF Biodiversity BD1 focal area, and to the environment and development priorities at local, regional and national levels.

Project Results to determine the extent to which, and ways in which, intended development results have been achieved. Within a Terminal Evaluation report, the key focus of analysis is on the extent to which a project's Outcome and Objective level results have been achieved. Ratings are provided on the 'effectiveness' and 'efficiency' of the project in achieving intended Outcomes.

Project Implementation to examine the quality of project implementation and execution, and how implementation/execution processes and mechanisms have affected the achievement of intended results. Within this, ratings are provided on the quality of UNDP implementation, and on project execution by the executing agency, as well as specific rating of the quality of project monitoring and evaluation plan implementation.

The terminal evaluation report also examines and rates the **Likelihood of Sustainable Impacts** from project results, assessing sustainability across four core areas: environmental; socio-political; governance / institutional and financial.

- **Part 4:** summarises **Conclusions**
- **Part 5:** examines the **Lessons Learnt** through the project and puts forward a series of **Recommendations** to increase the likelihood of positive impacts and sustainable outcomes from the project, and to strengthen the design and implementation of future development interventions.

PART TWO: THE PROJECT AND ITS DEVELOPMENT CONTEXT

Project Rationale and the Project Area

127. The Project supporting 'Improved Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas' (known as the Bio-Chobe Project) is a full-sized project, supported under the GEF Biodiversity Focal Area, Objective 1: 'Improve Sustainability of Protected Area Systems', within Programme 1: 'Improving Financial Sustainability and Effective Management of the National Ecological Infrastructure'.
128. The project received GEF CEO endorsement on 27th August 2013. Total project value is US\$10,829,227, comprising GEF allocated financing of US\$1,818,182, UNDP funding of US\$250,000, and national co-financing of US\$ 8,761,045. The timeframe for project implementation was 4 years, between 20th December 2013 and 31st December 2017, although a request was made by UNDP to GEF for a no-cost extension, with project end date expected to be June 2018. The national Executing Agency for the Bio-Chobe project is the Ministry of Environment, Wildlife and Tourism (MEWT) and the Implementing Agency is UNDP Botswana Country Office.
129. The Bio-Chobe project aims to strengthen protected area management within the Chobe-Kwando-Linyanti matrix of protected areas, and to put in place measures to ensure that land use in buffer zone around the CKL matrix is compatible with overall biodiversity conservation aims and supports effective ecosystem-based management.
130. The Chobe-Kwando-Linyanti (CKL) complex in northern Botswana links the Okavango Delta, Caprivi Region of Namibia and Matetsi-Hwange PA complex in Zimbabwe. It comprises the Chobe National Park (CNP), six forest reserves (FRs), and nine Wildlife Management Areas. The District has eight villages: Pandamatenga, Lesoma and Kazungula in the east and Mabele/Muchenje, Kavimba, Kachikau, Satau and Parakarungu in the west. Community livelihoods in the Chobe Enclave are based around agriculture and stock herding, although crop production is only possible during the four-month rainy season and many households rely heavily on off-farm remittances and state transfer payments. Tourism is an increasing employer in the region. Commercial farms are situated in Pandamatenga in the east of Chobe District. The western villages lie in the Chobe 'enclave' and are supported through a community-based organisation (CBO): the Chobe Enclave Conservation Trust (CECT); the eastern villages, Kazungula, Lesoma and Pandamatenga are represented by the KALEIPA Community Trust.
131. The project document highlights the global significance of the Chobe-Kwando-Linyanti matrix as a 24,177sq km area which lies at the heart of one of the largest unfenced protected areas in Africa, within the Kavango-Zambezi Transfrontier Conservation Area (KAZA TFCA). Interconnected ecosystems across the Chobe-Kwando-Linyanti matrix harbour many species of high global biodiversity conservation significance. Chobe National Park is the second largest in Botswana and has a variety of habitats, including floodplains, baobab, and mopane trees, acacia woodlands, flood plains and thicket bush bordering the Chobe River. The variety of habitats is home to what is thought to be the largest concentration of elephants in Africa and alongside large populations of herbivores has high densities of predators such as lion, leopard, spotted hyena and cheetah. It also supports rare antelope species such as Roan and Sable, Puku, Tsessebe, Eland, Red Lechwe, Waterbuck, and the Chobe Bushbuck.
132. The Project Document identifies a number of existing and emerging threats to biodiversity across the Chobe complex. It underlines the need to address the root causes of these threats which can be summarised as follows:
 - Inappropriate or conflicting land uses in PA buffer zones, threatening wildlife corridors and species losses through human-wildlife-conflict (HWC). A key causal factor is identified as being uncoordinated planning of land use and infrastructure development, and insufficient recognition of the value of biodiversity to the economy.
 - Significant weaknesses in management of the protected areas and forest reserves, including a lack of information and inefficient management systems. The project document highlights the need to strengthen monitoring of species and habitats, to provide the information necessary to

support effective management and to increase understanding of ecosystems and tipping points.

- Inadequate investment in the PA estate linked to insufficient appreciation of the value of wildlife and protected areas to the economy. In particular the project document assesses that financial investment in Chobe National Park is less than that required to manage it.
- Illegal biodiversity harvesting including subsistence and commercial poaching and the use of forest products, linked to an expanding bush meat trade, and to the fact that wildlife currently does not bring direct benefits to communities; to the contrary, wildlife impacts negatively on community livelihoods through damage to crops and stock.
- Unmanaged bush fires, many of which are thought to be anthropogenic, and the impact of which is not well understood.

133. The project document describes a baseline situation in which *'the Chobe PA Complex will continue to be fragmented by incompatible land uses. Without planning and information, individual low-value land uses will take precedence over the common good, and economies and ecologies of scale will be lost. This will reduce the economic value of the PA, reducing economic growth and employment in Botswana. Insufficient appreciation of the value of PAs and wildlife in contributing to the economy, means that the PA matrix is underfunded and inappropriately staffed. The knock-on effect is limited tourism growth and diversification, and outdated management systems that are unable to cope with complexity or the potential magnification of a series of threats to the PAs by climate change, landscape fragmentation, fires, elephant and impala and so on. Without sound financing, commercial systems, or management systems, the PA remains greatly undermanaged. There is limited monitoring of biodiversity, so we may not even know what we are losing when the ecosystem reaches critical tipping points, and there is the need to be prepared for a potential escalation of commercial and bushmeat poaching.'*

134. In order to address these threats to this globally important area, the project strategy identifies two core areas of required impact: i) the need for establishment of a collaborative governance framework across PAs and buffer zones and ii) the need to establish measures to increase management effectiveness and financial sustainability of protected areas. A strong emphasis in the Project Document is placed on the importance of a partnership-based, consultative approach to project implementation, backed up by strong monitoring and capacity building, to support results based management, as well as on the role of the project in facilitating linkages between key stakeholder groups to support collaborative governance.

135. The Project strategy and areas of intervention were based on analysis of key barriers to achieving effective long term protected area management, and consequent threats to biodiversity in the Chobe-Kwando-Linyanti matrix of protected areas. Each project Outcome was designed to address one of the two key barriers:

Barrier 1: Inadequate Investment in the Protected Areas Estate. The Project Document determined that:

- District land use planning and economic development does not adequately reflect the fact that wildlife is the number one economic driver in Chobe district, and revenues generated from protected areas are not reinvested in to the PA system.
- The financial investments in managing protected areas and forest reserves is lower than what is required to manage them, partly due Botswana's revenue management policies which centralises all revenue accruing to government.
- The absence of a sustainable financial strategy and business planning for the Chobe PA Complex is putting at risk the long-term sustainability of the PA and its biodiversity, and that of the tourism sector

Barrier 2: Protected Areas have not been integrated in to the wider landscape. The Project Document described the baseline situation as one in which the Chobe-Kwando-Linyanti matrix of PAs does not have a comprehensive management plan that takes into consideration management of the wider landscape (integrating the PAs, buffer zones, wildlife corridors/wildlife dispersal areas, and multiple land use areas including cropping and livestock). It also highlighted

weaknesses in management linked to weak communication and technical capacity of stakeholders and a lack of integrated economic and land use planning.

Development Objectives and Expected Results:

136. The project's **Objective** is 'To Strengthen Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas to respond to existing and emerging threats. This is to be achieved through two core Outcomes:

Outcome 1: Collaborative Governance Framework in Place in PAs and Buffer Zones resulting in Reduced Threats to Biodiversity and Economic Growth

Outcome 2: Management Effectiveness and Financial Sustainability in Core Protected Areas strengthened to address existing and emerging threats to Biodiversity.

137. As is standard for all UNDP / GEF projects, each Outcome is to be achieved through a series of Outputs, which in turn are the tangible results of project activities and support mechanisms.

138. **Outcome 1** has the following component **Outputs**:

Output 1.1 Co-management framework involving PAs, private sector, communities, NGO and GoB established and capacitated

Output 1.2: Integrated Land Use Plans reducing threats and expanding economy

Output 1.3: Tourism Revenue exploited and diversified in priority areas including forest reserves and CBNRM/CHA areas

Output 1.4: Tourism expansion used to leverage community benefits (through PPPs and HH revenue sharing) and wildlife management.

139. **Outcome 2** has the following component Outputs:

Output 2.1: Increase management effectiveness and financial efficiency of the PA Complex

Output 2.2: Effective Resource Protection and Monitoring in Place

140. The Project Document provides the following synthesis of the intended end of project situation:

'In the GEF alternative improved management systems will be put in place to strengthen PA management, to expand the tourism economy, and to improve PA budgets to the levels required to manage the PA. In addition to new management systems, staff will be trained according to PA performance requirements, and to have a greater appreciation of economic and livelihood issues. A significant effort will be made to strengthen integrative processes, plans and coordination in the district, for the purpose of protecting the integrity of the greater ecosystem, and its tourism economy and economies of scale. Further investment in tourism will increase park revenues, provide jobs, spread tourism away from concentration zones and protect areas of the parks that are currently under-utilized and enable even more people to enjoy the wildlife spectacle. Tourism expansion and HH benefits will be used to bring ordinary people more into the tourism economy, and to encourage more compatible land uses and a reduction in HWC in buffer zones. In this way, the economy of Chobe can be greatly expanded in synergy with greater incentives for conservation as a primary land use option'

PART THREE: EVALUATION FINDINGS

141. The following section of the Terminal Evaluation report presents the core evaluation findings. Section 3.1 examines project design; Section 3.2 examines the contribution of each of the project's outputs to achievement of intended Outcome and Objective level development results; Section 3.3 examines project implementation including monitoring and evaluation; Section 3.4 assesses the likelihood of sustainable environmental, socio-political, governance / institutional and financial impacts and Section 3.5 provides an overall rating of project relevance, effectiveness and efficiency.
142. Evaluation Ratings are provided for all required GEF criteria including:
- The quality of Monitoring and Evaluation framework design and the quality of monitoring and evaluation execution during project implementation.
 - Quality of UNDP Implementation and of Execution by the national Executing Agency
 - Assessment of Project Outcomes in terms of their Relevance, Effectiveness and Efficiency
 - Assessment of the likelihood of Sustainable impacts across financial, institutional, socio-political and environmental aspects of sustainability, again following the UNDP-GEF sustainability rating criteria.¹⁶

Table 1: GEF Terminal Evaluation Rating Scales

Ratings for Outcomes, Effectiveness, Efficiency, M&E, I&E Execution	Sustainability ratings:	Relevance ratings
Highly Satisfactory (HS): no shortcomings	Likely (L): negligible risks to sustainability	Relevant (R)
Satisfactory (S): minor shortcomings	Moderately Likely (ML): moderate risks	Not relevant (NR)
Moderately Satisfactory (MS) moderate shortcomings	Moderately Unlikely (MU): significant risks	Impact Ratings:
Moderately Unsatisfactory (MU): significant shortcomings	Unlikely (U): severe risks	Significant (S)
Unsatisfactory (U): major problems		Minimal (M)
Highly Unsatisfactory (HU): severe problems		Negligible (N)
<i>Additional ratings where relevant:</i>		
Not Applicable (N/A) Unable to Assess (U/A)		

PART 3.1 PROJECT DESIGN

143. The Project for Improved Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas was designed through a GEF project preparation grant (PPG) between 2011 and 2012. The project design process is reported to have involved consultation with key project stakeholders at the national and local levels. This included a Technical Reference Group in Chobe District which provided technical support and input to project design. The Technical Reference Group comprised Chobe Land Board (District Lands Officer), District Development Officer, the Physical Planner in Chobe District Council, DWNP, DFRR, Botswana Tourism Organization, KAZA TFCA, CARACAL, CECT, SEBOBA Trust, the District Agricultural Office, HATAB, and Department of Tourism. Three project formulation workshops were held between the design consultants and the Technical Reference Group, alongside consultations with stakeholder groups.
144. The Project Document states that the project was endorsed by local stakeholders including The Local Advisory Committee (LACOM) of the Chobe District, traditional leaders in the villages of Parakarungu, Satau, Kachikau, Kavimba, Mabele, Kazangula and Pandamatenga, the private sector, Community Trusts, (e.g. Chobe Enclave Conservation Trust-CECT and Kazungula

¹⁶ The Evaluation Rating applied to sustainability used the scale of likely (L), Moderately Likely (ML), Moderately Unlikely (MU), Unlikely (U), Highly Unlikely (HU), Not Applicable (N/A), Unable to Assess (U/A)

Lesoma Pandamatenga Community Trust-KALEIPA) and NGOs (CARACAL, Ditshwanelo-Human Rights).

145. The Project Document was submitted to GEF on June 21st 2013 and received GEF CEO endorsement on the 27th August 2013.
146. The following section of the Terminal Evaluation report assesses the quality of project design to examine whether the Project Document provides a clear, well-conceived, strategic and feasible framework for achieving intended development results.

Strategic Approach and Alignment with GEF, UNDP and National Priorities

147. Overall, the terminal evaluation assesses the project to be well-conceived: project rationale is clear and the project document presents an internally coherent logic and structure to guide project implementation. The approach is strategic in that proposed support directly addresses the root causes of the threats identified during project design. The two project components work together to support achievement of the Objective. Within each Outcome, the proposed activity areas and associated Outputs address specific issues identified in the baseline assessments, and together support achievement of the respective Outcomes.
148. Outcome 1 aims to establish a co- management framework involving PA management agencies and land authorities, the private sector, communities, NGOs and other relevant stakeholders, bringing all key groups together in a 'structured and goal-oriented way around tangible outputs'. Through the four component Outputs, this Outcome aims to achieve: (i) successful management of environments at landscape level; (ii) security for wildlife movements across land units including access to critical dispersal areas and water sources; (iii) compatibility of land/ natural resource uses with overall biodiversity management goals (iv) a reduction in land use conflicts and HWC; (v) economies of scale in the tourism sector; and v) strengthening management effectiveness in buffer zone and multiple use areas. Each Output aims to address key threats to long term biodiversity conservation identified in project design.
149. Outcome 2 aims to strengthen the management effectiveness and financial sustainability of core protected areas. Through the two component Outputs the development results to be achieved through this Outcome aim to address the barriers to management effectiveness and financial sustainability identified during design: i) insufficient budgets, ii) inadequacies of performance criteria to directly link biodiversity conservation outcomes to human resource management systems and iii) inadequate monitoring systems for evaluating the effectiveness of resource protection measures.
150. The baseline assessments in the Project Document provide adequate information to contextualise the project strategy and approach and to define the start of project situation. Existing and emerging threats to biodiversity are assessed within in the Chobe Kwando Linyanti Matrix of PAs, and weaknesses in protected area management systems are highlighted. The economic benefits of strengthening PA management are outlined alongside intended biodiversity conservation impacts. The analysis of protected area management and land use planning weaknesses provides important information to guide project implementation. The project is also well sited well within the broader context of the KAZA TFCA.
151. The analysis of stakeholders, their stakes, and of the institutional context for achievement of intended development results is reasonably comprehensive and provides key information to guide project implementers in ensuring that all stakeholder groups are directly engaged in the project. The Project Document describes the roles of the various groups in issues related to sustainable management and development of the area, showing how despite the low population density a significant number of groups have a role to play in land use management, and that management decision making to support sustainable development of the area is fragmented and uncoordinated. This is one of the key issues that the project aims to address.
152. Project design could have been strengthened by greater consideration of agricultural livelihoods and potential mechanisms to address human wildlife conflicts (HWC) related to agriculture. The impact of wildlife on agriculture is a key issue for local communities, especially as crops are limited to the four-month rainy season. There is a significant body of information across Africa and within Botswana on ways to reduce HWC on which project design could have drawn.

Project partners such as Elephants without Borders in Chobe District have also been directly engaged in trialling mechanisms to reduce HWC including use of solar powered lights. Project Design would have been strengthened by a review of the effectiveness of such mechanisms and the inclusion of support for practical measures to reduce HWC. The core approach adopted by the project was to support tourism as an alternative livelihood opportunity, however there was potential to support both increased community engagement in tourism and to provide targeted support towards increasing communities' ability to protect crops and livestock.

153. Although overall the project strategy is internally coherent and addresses the issues raised in the baseline analysis, however, it gives a very scant outline of the approach to be taken in achieving the anticipated results. The project aimed to address several major and complex issues and the project strategy should have provided much greater detail on the methodologies and approach to be followed to address those issues and achieve anticipated development impact. Output 1.3 for example comprises solely two brief paragraphs. This is not adequate guidance to support project implementation and even less so when we consider that in the SRF this output was subsequently divided in to two, so a very brief two paragraph descriptive was guiding implementation of both Outputs 1.3 and 1.4. The Project Document should also have provided a much more comprehensive analysis of risks and of mitigation measures to accompany the project strategy descriptive.
154. The Project Document includes a brief outline of the potential roles of stakeholders in project implementation in Section IV titled 'Any Other Information'. However, there is little discussion and analysis of the roles and responsibilities of stakeholders and project partners in implementation of the project strategy within the core text of the Project Document. There is also little emphasis given to the importance of achieving gender equality, or guidance as to how this will be supported through the project. The Project Document mentions the need for increased involvement of women in governance and project targets include governance tracking which shows 65%+ performance and at least 30% women representation. The ProDoc also outlines the need to ensure equitable benefit sharing including for women and 'gender effects' were to be monitored in relation to benefits accruing to communities from tourism development. However, project design would have been greatly strengthened by an increased emphasis on the importance of providing support for gender equality and on mechanisms for ensuring women were directly involved in the project and directly supported through it.
155. The Project Document outlines that determination of stakeholder roles, responsibilities and partnership mechanisms was to largely be left to the inception process. Project inception is key to the design strategy; the rationale for this is to ensure that stakeholders themselves develop the detail of roles, responsibilities and partnership mechanisms, including for monitoring and planning, to build strong commitment amongst all partners to intended development results, and clear agreement on how this will be achieved. The consultative and partnership-based approach is good development practice, and a strong inception process is key to a project such as this, however, the project document would have been strengthened by further analysis of the potential roles and responsibilities of the various partners and stakeholders and of partnership mechanisms, to guide the inception process, and to guide project management.
156. The achievement of results through the project depends on strong support and engagement by all key partners and stakeholders; in particular the achievement of many of the targets outlined in the project's strategic results framework relies on financial and time inputs, and the adoption of new practices, procedures and skills by a range of different agencies and groups. The partnership approach outlined in the project document is good development practice and is to be highly commended, however, the extent to which EOP targets rely on external stakeholder inputs presents a number of challenges and risks.

Linkages with Other Initiatives and Building on Past Experience

157. The Project Document includes a brief summary of national initiatives on which project implementation should build / with which the project should establish linkages. These include:
 - The UNDP-GEF funded BiOkavango Project 'Building local capacity for the conservation and sustainable use of Biodiversity in the Okavango Delta' which led and supported the preparation of a wide range of policy reviews and guidelines and developed tools for

improved biodiversity management. This project therefore had both relevant products/resources and directly relevant experience and lessons on which the Bio-Chobe project could build.

- The UNDP/GEF supported project 'Strategic Partnerships to Improve the Financial and Operational Sustainability of Protected Areas' This project focused on building strategic partnerships to improve the financial and operational sustainability of Protected Areas. It mobilized communities and the private sector to partner with Government agencies and had directly relevant experience and products on which the Bio-Chobe project could build.
- The GEF-World Bank funded Northern Botswana Human Wildlife Co-existence project that aimed to (i) mitigate human-wildlife conflict through proactive prevention interventions in selected rural communities in Northern Botswana; (ii) offer local people in the project areas employment choices in wildlife-based tourism to benefit directly from the presence of wildlife. Again this project supported areas of direct relevance to the Bio-Chobe project, particularly under Outcome 1.

158. The ProDoc also cites two international initiatives with which the project should link directly:

- At the transboundary level: the Peace Parks Foundation and African Wildlife Foundation (AWF) support to the KAZA TFCA to manage large tracts of interconnected land including national parks, villages, community areas, state lands and private owned lands into large, cohesive conservation landscapes. This work in the KAZA TFCA is highlighted in the Bio-Chobe Project Document as providing an important platform for learning, sharing and replication of best practices demonstrated and tested under the Bio-Chobe project.
- At the SADC level: the German Technical Cooperation (GIZ) support for implementation of regional programmes, including the SADC Regional Fire Management Programme and SADC Programme on Transfrontier Conservation Areas. The Project Document specifies that 'The Project manager will ensure that these regional programmes and that regional authorities are consulted for improved coordination and cooperation, especially regarding fire management, and integrated landscape planning. Liaison with Namibia, Angola and Zambia is also necessary regarding regional elephant management.

159. Although the Project Document gives reference to the above initiatives, the analysis and guidance in this section of the Project Document is not comprehensive and there is inadequate emphasis on the need for the Bio-Chobe Project to build on relevant national experience, including lessons and products of direct relevance to the Bio-Chobe project. There are a number of relevant initiatives in Botswana on which the project should have drawn and reports and tools which could have directly guided project implementation in Bio-Chobe; these include the Okavango Delta project policy reviews, guidelines and biodiversity management tools and the appraisal on 'Optimising Financial Management Effectiveness of Protected areas in Botswana' By El Mondo (pty) Ltd¹⁷, which includes a chapter establishing a Business Plan for Chobe National Park. This was a key baseline document which the Bio-Chobe project should have built on.

160. There is also a significant body of global experience and knowledge on protected area management, sustainable PA finance mechanisms and collaborative governance. A more thorough assessment of relevant experience and knowledge products in project design would have provided a stronger platform on which project implementation could have drawn.

161. Project design would have been greatly strengthened by a) a clear summary of the lessons and results from these projects and of their relevance to the Bio-Chobe project and b) the inclusion in year 1 of an activity area that involved project partners in reviewing relevant initiatives, and analysing how results, lessons and relevant products could be used to guide project implementation. This could have included workshops, exchange visits and the direct involvement of stakeholders from other areas to provide advice and support.

¹⁷ developed under the UNDP/GEF supported 'Strategic Partnerships to Improve the Financial and Operational Sustainability of Protected Areas' project

Upscaling and Replicability

162. The Bio-Chobe Project Document stresses that the project aims to achieve ‘the infusion of new ideas into PA management in Botswana, and to contribute to institutional innovation and sustainability.’ It aimed to do this through demonstration of approaches that strengthen the effectiveness of protected area management and by highlighting the economic value of biodiversity, including direct benefits to communities. Through project interventions in the Chobe-Kwando-Linyanti Matrix of Protected Areas, the project aimed to demonstrate an approach that could support Botswana in achieving ‘sustainable, future based Protected Area Management’ with sustainable financing mechanisms and strengthened systems for collaborative governance across protected areas and buffer zones. The Project Document states that ‘By making the case for revenue retention, and through improved financial and managerial effectiveness, this will provide a model of decentralised and integrated PA and land use management, for adoption elsewhere in Botswana and the southern African region.’

Alignment with GEF, UNDP and National Strategic Priorities and Plans

163. The project is well aligned with GEF strategic priorities under Program BD1: Improve Sustainability of Protected Areas, and in particular contributes to BD1 Outcome 1.1 Improved management effectiveness of existing and new protected areas and Outcome 1.2: Increased Revenue for protected area systems to meet total expenditures required for management
164. The intended development results to be achieved through the project respond directly to BD1, Outcome 1.1 and 1.2 aiming to strengthen protected area management within the 24,177 sq km Chobe-Kwando-Linyanti matrix of PAs and to improve financial sustainability of protected area management. The global biodiversity significance of the Chobe-Kwando-Linyanti area is highlighted in the project document.
165. The project also supports achievement of relevant UNDP CPD and CPAP Outcomes, in particular Country Programme Indicators:
- National Policies and institutions promote and support the participation and beneficiation of communities in natural resources management;
 - The capacities of communities (especially women and youth) enhanced for ecosystem management and benefit acquisition.
166. At the national level the project’s objective, approach and intended development results align with and support achievement of strategic objectives under Botswana’s National Biodiversity Strategy and Action Plan (NBSAP) and DWNP’s Strategic Plan (2007) which aims to i) reduce human-wildlife conflict; (ii) establish viable wildlife and fish populations; (iii) increase tourism’s contribution to GDP, and (iv) strengthen partnerships with key stakeholders. The proposed approach also directly supports the national CBNRM Policy aim to ‘improve conservation benefits for communities that co-exist with natural resources’.
167. At the District level the project supports achievement of sustainable development and biodiversity conservation objectives within the seventh Chobe District Development Plan in particular in building capacity to support sectoral agencies to mainstream biodiversity conservation objectives in their policies and plans.
168. The project also aligns with the strategic objectives of relevant international partnerships including the South African Development Commission (SADC) Biodiversity Strategy, the Integrated Water Resource Management Strategy & Action Plan for the Zambezi River Basin (ZAMCOM) and the KAZA TFCA Initiative.
169. The Project Document does not, however, provide adequate assessment of the ways in which the national policy, strategic and regulatory framework will support achievement of intended development results at the local level. It refers to ‘a complex and often divergent national policy environment’ and states that one of the challenges of the project is to integrate this at the local level. However, the project document provides little analysis or guidance on how ‘integration’ of this divergent policy environment at the local level will be achieved. This is a significant weakness given that the project aimed to support changes in the local governance framework, the development of integrated land use planning, and that proposed support for sustainable financing of protected areas has implications at national policy level.

170. One specific omission within project design was on the regulatory requirement in Botswana for a Strategic Environmental Assessment (SEA) as part of any land use planning process. This is required under the Botswanan Environmental Assessment Act and under the Development Control Code and is also good development practice. Development of an integrated land use plan as a key project output under Outcome 1, however, the Project Document does not include, or budget for, a Strategic Environmental Assessment (SEA).

Strategic Results Framework

171. A Project's Strategic Results Framework (SRF) should establish an evaluative framework to support project partners, and in particular the project manager, TRG and PSC, in measuring progress towards achievement of intended development results. Within the SRF, the 'logic' of project intervention should be clear: project Outputs should work together to support achievement of Outcomes, and Outcomes to support ultimate achievement of the Project Objective. Each should have clear Indicators and Targets to enable measurement of the level of achievement of intended development results, against clear baseline data which should be presented within the SRF. Indicators and Targets should be Specific, Measurable, Achievable, Relevant and Time Bound (SMART).
172. The Risks and Assumptions column within the SRF should highlight issues that might affect achievement of intended results. This is key information to enable the project manager and partners to monitor risks, and if necessary to develop mitigation measures to address risks.
173. The text of the Project Document provides the analysis and description to explain the overall project rationale and strategy: the SRF provides the means to measure progress towards achieving results. It is important within the SRF that the 'logic' connecting the various elements of the framework is clear, and that it aligns with the strategy outlined in the core of the Project Document, and that indicators are 'SMART' to enable tracking of results. The SRF is a key management, monitoring and evaluation tool and should provide a structure with measurable indicators to enable assessment of the end to which a project is working towards achievement of intended development results.
174. The Bio-Chobe Project SRF has a number of flaws. There are discrepancies between the SRF and the description of the project strategy outlined in the Project Document. There are also discrepancies between the SRF and the 'List of Outputs' provided with it. Many of the indicators and targets outlined in the SFR are extremely ambitious and would be hard for the project to measure and/or achieve within the project timeframe.
175. One obvious inconsistency between the text of the Project Document and the SRF is that the ProDoc only includes an Output 1.3, whereas the SRF includes an Output 1.4. The latter is essentially 1.3 divided in to two components, however if the intent of the project design was to have an Output 1.4, then the description in the Project Strategy should have been amended to reflect and explain that. Such a major inconsistency indicates a lack of thoroughness in finalisation of project design /the Project Document as well as in review and approval of the document by all relevant agencies.
176. Some core elements of the results strategy, described within the text of the Project Document, are not reflected in Targets and Indicators established in the SRF. An example of this is under Outcome 1, Output 1.2 where the text of the Project Document refers to the need for an 'economic valuation of the CKL matrix to the regional economy' and the establishment of 'mechanisms for monitoring the impact of PAs on the economy of the District'. The project strategy description states that under Output 1.2 'By the end of the project there will be an institutionalisation of economic valuation in PA management systems and biodiversity management in general'. However, within the targets and indicators in the SRF there is no reference to economic valuation or to the institutionalisation of mechanisms for monitoring the economic impact of PAs. Under Output 1.2, the SRF does not effectively capture specific project results, but rather refers to long term impacts of those results, which are not appropriate to Output level indicators / targets. It would have been more useful for project management if the targets captured the specific development results intended under that Output.
177. The Strategic Results Framework provides a considerable number of indicators / targets. Many of the targets are overly ambitious in terms of the potential influence of the project in achieving

that level of change over 4 years. Many of the targets have a strong focus on being 'specific and measurable'; an example of this can be seen in indicators for Output 1.3 such as 'Tourism turnover increases by P65-100m with 250-300 beds and 500 new jobs', or Output 2.1 '80% of tourists satisfied with game viewing along Chobe River frontage' and 'PA revenues increased by 25% from new sites in FRs and streamlined PA gate and concession fees'. Although being 'specific and measurable' is one of the key criteria for an Indicator / Target, a key challenge for the Bio-Chobe project is that the achievement of many of the Targets (in particular those related to tourism and to PA finances) depends on activities and initiatives outside the direct control of the project. In the example given above, the project itself would have no direct control over tourism turnover or the increase in beds and new jobs. Equally, although the project aims to increase PA revenues and sustainable financing, the project strategy does not include activities to set up new sites within PAs and FRs.

178. Some of the indicators and targets within the SRF are then are not assessed to be effective means of measuring intended project results/impact. Many of the indicators are also not clearly worded, for example: 'housing and equipment' under Output 2.1 or 'status of key habitats' under Output 2.2 and some key areas of intended project impact are also omitted from the indicators and targets given in the SRF. This will be explored in more detail within the context of the analysis of results in Section 3.2 of this TE report.
179. Although the project aimed to establish strong partnerships across all key stakeholder groups and to achieve results through these partnerships, the allocation within the SRF of so many ambitious Targets outside the project's direct sphere of influence in itself creates considerable challenges for the project manager and implementing team.
180. Measurement of some of the Indicators and Targets would either require stakeholder groups to provide the Project Manager with the quantitative data required to measure the level of achievement of targets, or for the project itself to set up extensive monitoring and assessment mechanisms across all areas. The latter would be extremely time and resource intensive and unlikely to be feasible, the former incurs the risk that project Indicators / Targets could not be measured if data is not provided. To add to this the SRF also fails to include baseline data for Outputs 1.2 and 1.3; this required the project to undertake baseline data assessments at project start, as it would not be possible for the project to monitor and measure progress and project impact without baseline data.
181. Another weakness in the SRF is that it only includes end of project targets, but no mid-term targets, these should have been included to support measurement of progress at mid-term. This is particularly important given the ambitious nature of many of the targets and the potential impact of risks and assumptions on the achievement of development results.
182. Given all of the above: the lack of influence of the project over achievement of targets, or over measurement of indicators; the ambitious nature of many of the quantitative targets; the fact that some of the targets do not effectively capture intended project impacts, the lack of baseline data, and the absence of mid-term targets, the SRF does not present a clear, 'realistic and achievable' framework for measuring intended impact and is not particularly well conceived.
183. An addendum table is added to the SRF which has the title of: 'List of Outputs as part of the SRF'. The table cites the Project Objective and Project Goal. The wording of the Project Objective is the same as elsewhere in the Project Document, however the Goal is entirely different. The table also lists a series of specific products per Outcome, numbered and labelled as Outputs. Under Outcome 1 there are 6 'Outputs' listed and under Outcome 2 there are 8 'Outputs'. This in itself adds further confusion and lack of coherence between the various components of the Project Document:
 - in the descriptive of the Project Document (under Part II, Project Strategy), there are three Outputs under Outcome 1 and two Outputs under Outcome 2;
 - within the SRF itself there are four Outputs under Outcome 1, and two Outputs under Outcome 2
 - within the table at the end of the SRF titled 'List of Outputs per Outcome' there are six Outputs under Outcome 1 and eight under Outcome 2

184. Essentially the 'List of Outputs' in the table at the end of the SRF describes discrete products/ results to be achieved through project support, such as a 'vision document for the Chobe Complex', 'a tourist plan', 'economic studies' and a 'strengthened Park Management Committee'. The list is helpful in highlighting a number of discrete products and results that the project is to support, however a) there needs to be consistency in use of the term 'outputs' and consistency between the various sections of the Project Document in describing what the project will support; b) if they are to be included as key products, then all of the elements described in the table at the end of the SRF should be included within the descriptive in Project Document Part II to explain how each will be achieved and how together they will work to achieve the project Objective; c) indicators and targets within the SRF should clearly capture these products and enable measurement of the extent to which the products contribute to the achievement of intended development results.
185. There are weaknesses in the SRF, and a lack of consistency within the Project Document in terms of both what is described in different sections, and the wording used; the extent of this gives the impression that the Project Document is still in draft form and has not been consolidated or cross checked.
186. It should be noted here also that the MTR raises the concern that project design itself is 'unrealistic', stressing that at the end of 2016 when the mid-term review was undertaken, it is unlikely that the project will achieve results by EOP, for a range of factors. This Terminal Evaluation of the project agrees that at MTR, in the remaining year of project implementation, it was highly unlikely that the project would be able to achieve intended development results. However, the TE differs slightly in its assessment of whether overall project design is 'unrealistic'; if it were to be judged as unrealistic then that raises the concern that both UNDP CO and the Government of Botswana should not have submitted an unrealistic PPG for approval for funding by GEF.
187. The TE analysis of project design points to the fact that some targets within the SRF are inappropriate and that inconsistencies exist between the SRF and the Project Strategy described within the Project Document. However, the TE assesses the overall project strategy and intended development results themselves to be reasonably well conceived and realistic, particularly given the existing baseline and relevant national and international experience and products on which the project could build. Achievement of intended results certainly relied on commitment and inputs by all key stakeholder groups, and this 'co-financing' needed to be expanded upon and detailed much more clearly within the Project Document.
188. Certainly, one of the lessons learnt from TE of this project is the need for sound assessment and review of a Project Document by lead national partners and UNDP CO before it is submitted to GEF for CEO endorsement, to ensure that the intended development results and associated targets are realistic and achievable, and that means of measuring them (indicators) are SMART; also that co-financing commitments are clear and realistic. Adequate time should be allocated within a project design process for consultation and engagement of all key partners in project formulation, and to ensure that there is a thorough assessment of the Project Document by relevant national agencies, who also have the responsibility for ensuring that design aligns with national strategic priorities and policies.
189. At EOP the weaknesses in the Strategic Results Framework can be seen to have had a significant bearing on the quality of the monitoring and evaluation plan design within the Project Document.

Monitoring and Evaluation Plan Design

Summary Rating

Monitoring and Evaluation Plan Design

Moderately Satisfactory

190. The Bio-Chobe Project Document outlines standard UNDP / GEF Monitoring and Evaluation procedures and an M&E budget. The total allocated budget for monitoring and evaluation is US\$62,000. Development of a detailed monitoring and evaluation plan is, however, to be undertaken though the project's inception process, within which the inception workshop is a key

event at which partners are to 'agree on', 'schedule' and 'budget for' the Monitoring and Evaluation Work Plan.

191. The rationale for leaving determination of M&E planning to inception is 'to enable stakeholders to participate in goal setting, indicator development and agreement on roles and responsibilities.... including a reporting framework for each indicator (status, problems faced, corrective action) that will be used to institutionalise the process'.
192. The Project is also to hold an annual stakeholder review and planning workshop, to ensure that the monitoring process feeds in to planning as part of adaptive management, and in order to 'strengthen learning' and to 'translate this learning into an evidence base for national policy making.
193. The Monitoring and Evaluation Framework section of the Project Document summarises standard UNDP/GEF reporting requirements including the: Inception Report, quarterly Project Progress Reports (PPR), annual Project Implementation Reviews (PIR), and a Project Terminal Report. Other key M&E processes include periodic monitoring visits by UNDP CO and RCU and obligatory mid-term and end of project evaluations. As is standard practice, the Project manager was responsible for day to day monitoring activities and for the preparation of project reports, including regular communication and reporting to the Project Steering Committee and UNDP CO. The Project Steering Committee was to play an important role in ensuring that learning from monitoring and evaluation was used to support results-based management.
194. The Project Document also includes brief reference to the need for broader learning and knowledge sharing from monitoring and evaluation processes such that 'results from the project will be disseminated within and beyond the project intervention zone through existing information sharing networks and forums' and 'there will be a two-way flow of information between this project and other projects of a similar focus.' However, very little guidance is provided in the Project Document on information dissemination and communication mechanisms.
195. A coherent and well written Project Document is itself an important part of the overall framework for monitoring and evaluation in that it outlines the project rationale and strategic approach, essential for understanding the monitoring and evaluation plan and associated Strategic Results Framework (SRF). As outlined above, the overall rationale for project intervention and the baseline situation are clear, and the project strategy is sound. However, there are significant weaknesses in the project's SRF, including in Targets and Indicators, which are key tools for effective project monitoring and evaluation.
196. Overall, the terminal evaluation assesses the M&E plan to be 'moderately satisfactory'. The Monitoring and Evaluation Framework within the Project Document reflects required UNDP / GEF monitoring and evaluation procedures, and the emphasis on achieving partnership-based planning and review and on adaptive management is excellent. The strong inception process and annual stakeholder workshops are a good approach to support this. However, weaknesses in the SRF and the skeletal monitoring and evaluation plan, mean that the project's M&E framework is not robust. To address these weaknesses and establish a satisfactory M&E plan would require a sound inception process, including review and revision of targets and indicators within the SRF, and strong project management to further develop the M&E plan and ensure effective monitoring of progress towards intended development results and of risks that might affect positive impacts.

Assumptions and Risks

197. The Project Document provides a very brief outline of risks and general mitigation measures, within a short table, however this is not comprehensive and this section of the Project Document does not address many of the assumptions outlined in the Strategic Results Framework.
198. A number of the assumptions highlighted in the SRF could have a significant impact on the achievement of intended results. For example the assumption that 'policy makers in Gabarone agree to modernise PA financial and management structures and agree to revenue retention'; or that 'villagers are empowered to manage wildlife and wildlife businesses; and that 'sufficient tourism investors are available to take up sites, could all seriously undermine project efforts to

achieve intended results, if not well monitored and if effective mitigation mechanisms are not identified and applied. Within project design, monitoring of assumptions and risks is to be undertaken by the Project Manager, overseen by UNDP CO and the PSC; there is to be regular updating of the risk log in Atlas as part of project progress reporting (PPR) within the UNDP Enhanced Results Based Management Platform.

199. Project Design would have been strengthened by further analysis of risks and assumptions, their potential impact on achievement of project results, and the identification of more robust mitigation mechanisms. The Project Document should also have included a much stronger emphasis on the need for effective monitoring of risks and assumptions, to support timely development of mitigation mechanisms. This is particularly important given the significant implications of a number of the assumptions outlined in the strategic results framework, for the achievement of targets and intended development results.

Implementation and Execution Arrangements including Stakeholder Engagement

200. The Project Document includes an outline of project implementation and execution arrangements. The Implementing Agency for the project was UNDP, who had 'ultimate accountability for the project results' and was responsible for 'day-to-day operational oversight' through the UNDP Country Office. Implementing Partners / Executing Agencies were the Department of Environmental Affairs (DEA), Department of Forestry and Range Resources (DFRR) and Department of Wildlife and National Parks (DWNP).
201. The Project Steering Committee were responsible for overall oversight of project implementation, providing strategic guidance and quality assurance. Part of their role also included ensuring that the required resources were committed to the project, including co-financing, in arbitration on any conflicts, and in ensuring high level support for project implementation and alignment with relevant policies and strategies. The Project Steering Committee was to be comprised the Permanent Secretary of the Ministry of Environment, Wildlife and Tourism (MEWT) who was chair of the committee, the Department of Environmental Affairs (DEA), Department of Forestry and Range Resources DFRR, Department of Wildlife and National Parks (DWNP), Ministry of Local Government, Ministry of Land and Housing, as well as representatives of NGOs and the private sector.
202. Oversight of the project was to be conducted through half annual approval of performance reviews, workplans and budgets, and oversight meetings if and when necessary. The Project Steering Committee was to be responsible for making strategic decisions bringing Project achievements and requirements (e.g. barrier removal) to central attention.
203. A project manager was to be appointed by UNDP CO and approved by the PSC, to be based in Kasane and responsible for day to day management of the project. They would be supported by a Financial and Administrative Assistant. All project reporting was to be submitted by the project manager in Kasane to the GEF Focal Point in DEA, UNDP and the PSC.
204. The Project Manager was to manage Component 1 of the Project in close collaboration with the District Land Use Planning Unit and Component 2 in close liaison with the Department of Wildlife and National Parks and other relevant stakeholders such as the Park Management Committee.
205. A Technical Reference Group (TRG) was to be established at the District level, involving all key partner agencies, to advise on project implementation and to provide a key forum for stakeholder partnership. The TRG comprised relevant government agencies as well as NGOs, CBOs and the private sector. Alongside the TRG, the Chobe District Land Use Planning Unit (DLUPU) were envisaged as playing a role in ensuring stakeholder commitment to Outcome 1. The Park Management Committee was to work directly with the Project Manager towards achievement of Outcome 2. In addition to these existing committees the project was to establish a Buffer-zone Management Committee the role of which would be to 'Support the allocation of tourism sites including holding meetings, preparing advertisement, assessing tenders, traveling to sites, interviewing prospective investors, and finalizing contracts). BTO was envisaged as playing a key role in supporting this by facilitating the planning, leasing and contracting of new tourism developments in community areas, with a responsibility for ensuring that the primary beneficiaries of fees are households.

206. The project's consultative, partnership approach is core to achievement of all project Outcomes in order to build capacity, establish partnerships between organisations and ensure ownership of project Outputs. It was seen as particularly key to achieving results under Outcome 1 in order to establish 'Collaborative Governance in PA and Buffer Zones'. The Project Document also emphasises the importance of public private partnerships (PPP) in achieving financial and operational sustainability protected areas under Outcome 2.
207. The project's inception process is highlighted in the Project Document as being key to establishing the partnership basis for project implementation. The Project Document emphasises the importance of the inception workshop 'to enable stakeholders to participate in goal setting, indicator development and agreement on roles and responsibilities. The importance of enlisting an experienced facilitator to guide stakeholders through the inception process was underlined in the Project Document, in order to support stakeholders in establishing 'a common understanding of issues and processes' and 'to build the teamwork needed to iteratively integrate and coordinate a variety of other planning activities within the district within the overall project vision.'
208. The annual stakeholder review and planning workshop is also a key mechanism to support partnership based project implementation, as part of the adaptive management process.
209. The Project Document stresses that the process of project implementation should be 'an Adaptive Learning approach, intended to test and demonstrate the effectiveness of combining stakeholder processes with broad-based visualised monitoring data and carefully defined performance criteria'.

Project Budget

210. The Project has a total cost of Total cost: US\$10,829,227 of which GEF contribution is US\$1,818,182, UNDP contribution US\$250,000 and national co-financing contributions are US\$8,761,045. Co-financing includes: Department of Wildlife and National Parks US\$ 4,695,000; Department of Forestry and Range Resources US\$2,016,806; Botswana College of Agriculture US\$411,725; University of Botswana - Okavango Research Institute Private US\$1,022,064; Sector-Kwando Safaris US\$615,450.
211. The project document presents an analysis of the baseline costs and of the alternative strategy to be supported through this GEF project in order to address the key threats and achieve project outcomes. The Project Document outlines the key focal areas for which GEF funds will be used to achieve impact: 'The project will spend \$1,310,500 developing the stakeholder process and integrated plans and management systems that are necessary to sustain a bio-diversity economy spread over a number of land management categories. The project will spend a further \$535,500 developing the capacity of CNP to manage biodiversity and emerging threats to biodiversity. While economic data are currently weak and will be strengthened by the project, the intended outcome of this investment is a sustainable increase in PA funding of \$2m annually, and an increase in community revenues of \$400,000 annually (plus wages of \$500,000). This investment is intended to protect tourism revenues worth \$24-48m annually, and to expand these by \$9m annually once tourism investments are fully operational.
212. The only information provided in Project Document on co-financing is a table listing total sums per agency in US\$; all co-financing is listed as 'cash' contributions. No 'in-kind' co-financing was envisaged for the project. Within the project budget there is no breakdown of co-financing per Outcome, nor analysis of what elements of the project different co-financing agencies will support. This is a significant weakness in project design. The project relies heavily on support and engagement by all key partners to establish the co-management framework and partnership arrangements; this commitment by project stakeholders implies and requires co-financing. However, within the Project Document very little guidance or information is provided as to how the various co-financing contributions are to be integrated to support project implementation. Design would have been greatly strengthened by incorporation of co-financing in to the budget for each Outcome and by further description of how co-financing agencies would support key products and processes. Adequate time needs to be allocated within a project design process to support discussion and agreement on co-financing types and amounts and how this will support the achievement of intended development results.

213. Financial management of the project follows standard UNDP / GEF procedures. The Project Manager is responsible for management of the annual budget and of annual workplans, with oversight by UNDP CO and the Project Steering Committee. The PSC must approve each annual budget allocation and workplan, and UNDP CO are ultimately responsible for approval of PIRs, annual workplans and budgets, and for sub-contracts worth \$10,000 or more. Work and financial disbursements are guided by the Annual Work Plan and the Project Manager is to report regularly on it to the PSC.

UNDP Comparative Advantage

214. UNDP Country Office has a strong background in delivering support to environmental initiatives in Botswana and an active Environment and Energy Programme. The Country Office provides its support through a clear multi-year development framework agreement with the Government of Botswana, and UNDP support is supports key Outputs in their Country Programme Action Plan. UNDP CO has a network of partnerships with key government agencies and NGOs through which it can deliver effective support to projects. The Bio-Chobe project was designed to align with the following United Nations Development Framework (UNDAF) and UNDP Country Programme (CP) and associated Country Programme Action Plan (CPAP) Outcomes and Outputs:
- UNDAF Outcome: By 2016 the poor, especially women, youth and disadvantaged communities will derive greater benefits from the environment and natural ecosystems.
 - CP Outcome: National Policies and Institutions promote and support the participation and beneficiation of communities in natural resource management
 - CPAP Output: The capacities of communities (especially women and youth) enhanced for ecosystem management and benefit acquisition
215. UNDP CO was well placed to build on its experience and partnership agreements to support the implementation of this project. UNDP also has extensive experience in the region, on which it could draw to support the achievement of positive outcomes.
216. UNDPs environmental support work in Botswana focuses on promoting inclusiveness in environmental policies through improved access to information for decision-making; enhanced government, civil society and private sector capacity to coordinate, monitor and report on implementation of natural resource management policies; and mainstreaming environmental concerns into national development and poverty reduction frameworks.
217. It should be noted that in 2017, during the final year of project implementation, the UN and Government of Botswana established a new development framework to guide support provided by the United Nations Development System to the country over the five year period between 2017- 2021. Aligned with this UNDP CO developed a new Country Programme Document covering the period 2017-2021. The United Nations Sustainable Development Framework (UNSDF) 2017-2021 presents the framework for the partnership between Botswana and the UNDS. It outlines how the UNDS support Botswana in realising its objectives under the 2030 Agenda for Sustainable Development which encompasses the Sustainable Development Goals (SDGs) and the Africa Agenda 2063. The new CPD targets support towards the following national priorities within the eleventh national development plan: eradicating extreme poverty and reducing inequality; strengthening human development outcomes; generating diversified export-led economic growth and employment creation, and deepening democracy, as well as managing the trade-off between income generation and environmental sustainability.

PART 3.2 PROJECT RESULTS

218. The Terminal Evaluation (TE) assesses the extent to which the project has achieved its intended development results at the Outcome and Objective level. A result is defined as ‘a describable or measurable development change’. The project’s Strategic Results Framework (SRF) should provide the means to measure progress towards achieving results, against the baseline. This is why it is important for indicators and targets within a project’s SRF to be Specific, Measurable, Achievable, Relevant and Timebound ‘SMART’. Throughout the life of the project, a project manager should demonstrate, through monitoring and reporting, how intended results are being achieved, using the SRF indicators and targets. They should provide the data necessary to demonstrate at TE what level of results and impact have been achieved.
219. A project should be designed to have a clear cause-and-effect flow of results from Outputs¹⁸, through Outcomes¹⁹, up to Objective, whereby the combined results of Outputs work to achieve Outcomes, which in turn support achievement of the overall Objective.
220. In measuring the results achieved at EOP, the terminal evaluator refers directly to the indicators, targets and baseline established in the project’s SRF. In its analysis, the TE will evaluate results achieved using both the SRF and the description of the project strategy outlined in the Project Document, so that the SRF is placed in context of the intended project approach, issues and barriers the project is trying to address, and intended development impacts. The TE will also take in to consideration any formal changes to the SRF or project approach agreed during the course of project implementation; this is often done immediately following the MTR²⁰.
221. Evaluation of results is undertaken based on consultation with stakeholders a review of key products and strategic documents, and the data and information provided by the project in monitoring reports.
222. As part of the analysis of results achieved, the Global Environment Facility (GEF) requires a project to be rated according to its ‘relevance’ ‘effectiveness’ and ‘efficiency’.
- Relevance** is defined as the extent to which, and ways in which, the objectives of a development intervention are consistent with local and national development priorities and policies, as well as those of the GEF. If national, local or GEF policies have changed dramatically over the course of the project, the TE will assess the extent to which the project remains relevant to any changed strategic conditions.
- Effectiveness** is defined as the extent to which the project’s intended development results have been achieved.
- Efficiency** is defined as a measure of how economically resources/inputs (funds, expertise, time, etc.) have been converted to results, and whether intended development results have been achieved with the least cost possible.
223. Each of the criteria above must be rated as either highly satisfactory, satisfactory, moderately satisfactory, moderately unsatisfactory, unsatisfactory or highly unsatisfactory.
224. In providing these ratings the Terminal Evaluation considers the extent to which the project has successfully achieved intended development outcomes, whether it has done so in an efficient and effective manner, and the extent to which results achieved remain well aligned with relevant national, UNDP and GEF strategic objectives.
225. The Project’s Objective is ‘To Strengthen Management Effectiveness in the Chobe-Kwando-Linyanti Matrix of PAs to respond to existing and emerging threats. The targets and indicators for measuring achievement of this objective are outlined in the SRF, against the baseline at project start, as follows:

¹⁸ Outputs are the: Tangible products (including services) of an intervention that are directly attributable to the initiative. Outputs relate to the completion (rather than the conduct) of activities and are the type of results over which project managers have most influence.

¹⁹ Outcomes are: Actual or intended changes in development conditions that an intervention seeks to support. The contribution of several partners is usually required to achieve an Outcome; combined effect of Outcomes should work to achieve the overall Project Objective

²⁰ However, it should be noted that any amendments that affect Outcome or Objective level results require approval by GEF.

Project Objective:	Baseline	EoP Targets	Indicators
To Strengthen Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas to respond to existing and emerging threats.	P8m Nil	<ul style="list-style-type: none"> PA budgets of P15m cover operational costs for 14,000km² and used effectively according to activity-based budgets and stakeholder review 	<ul style="list-style-type: none"> PA budgets secure PA management indicators including status of LE, habitats and wildlife populations
	P6m to committee P750,000 to villages 0 HH benefit	<ul style="list-style-type: none"> 14,776km² PA (CNP10,600 km, FRs 4,176 km²) and 11,149km² buffer zones (8,998km² CHAs, 2,151 km² occupied State Lands) have measurable resource protection, habitat and wildlife monitoring and PA management indicators (detailed below) are monitored and improving (i.e. habitats and wildlife, poaching, fire, problem animals, tourism, stakeholder and tourist satisfaction) 	<ul style="list-style-type: none"> Community benefits and participation, HH income, especially in poor areas Reduced land use and wildlife conflicts
	5-10 lions HWC 10 elephants HWC	<ul style="list-style-type: none"> 15% increase in HH income in CBNRM areas Wildlife corridors (to Hwange, Nxai Pan/Maghadghadi, Okavango, Caprivi) and key wildlife habitats (e.g. Seloko) formally identified and secured and land use conflicts reduced to 50% of current level 	<ul style="list-style-type: none"> Wildlife corridors Tourism expansion and diversification in FR, CBNRM areas and CNP
	1,200 beds	<ul style="list-style-type: none"> PAC in CBNRM areas reduced to 30% of current levels (through benefit sharing and management plans) Tourism activities diversified with 250-300 beds in new areas 	

226. As discussed in Section 3.1, the TE assesses the Bio-Chobe project's Outputs, Outcomes and Objective to be coherent, and the overall description in the project strategy outlines in brief how initiatives to be supported under the project are intended to address the key threats and 'barriers' highlighted in the baseline analysis. However, there are a considerable number of inconsistencies between the approach described in the project strategy and that outlined in the SRF, which means that the 'cause-effect' flow between project actions and products, towards achievement of intended results, is not always clear. The indicators and targets in the SRF do not, in many instances, effectively capture the intended results as described in the text of the document. They are also somewhat unrealistic in the extent to which the achievement of targets relies on processes and contributions external to the direct influence of the project.
227. In evaluating the level of achievement of the project Objective, Outcomes and Outputs, the TE will therefore discuss the achievement of results in relation to both the intended impact as described in the project document and the targets and indicators in the SRF, exploring any lack of correlation between the two.

EVALUATION OF RESULTS ACHIEVED UNDER OUTCOME 1: 'COLLABORATIVE GOVERNANCE FRAMEWORK IN PLACE IN PAS AND BUFFER ZONES RESULTING IN REDUCED THREATS TO BIODIVERSITY AND ECONOMIC GROWTH'

228. Under Outcome 1, the Bio-Chobe project aimed to support the establishment of a collaborative governance framework for PAs and buffer zones, which would work to reduce threats to biodiversity and economic growth. The project's approach to achieve this was through four specific Outputs.

Output 1.1 Co-management framework involving PAs, private sector, communities, NGO and GoB established and capacitated. The first Output would bring stakeholders together in a 'structured and goal-oriented way' through establishment of a co-management framework. This stakeholder partnership would be supported through the project to develop on an overall approach and framework for achieving more integrated management of the area.

Output 1.2: Integrated Land Use Plans reducing threats and expanding economy. Once the co-management partnership, framework and approach had been agreed by all stakeholders, one of the first tasks of the partnership was the integration of land use plans across the different management areas in the District, so that plans and planning processes would work together to reduce threats to biodiversity and sustainable development.

Output 1.3: Tourism Revenue exploited and diversified in priority areas including forest reserves and CBNRM/CHA areas. The third Output under Outcome 1 focusses on achieving more integrated and managed tourism, such that 'tourism revenue would be exploited and diversified in priority areas including Forest Reserves and CBNRM/CHA areas'. The project document identifies tourism as the key economic driver in the district.

Output 1.4: Tourism expansion used to leverage community benefits (through PPPs and HH revenue sharing) and wildlife management. The fourth Output focusses on increasing the benefits accruing to communities from tourism, through public-private partnerships (PPP), household revenue sharing and wildlife management. This process was to be 'used as a leverage point for simultaneously addressing rural poverty and taking CBNRM to a new level, generating tangible benefits for communities, including and especially at household level and for women and marginal groups'. In increasing community engagement in tourism, this output also aimed to increase the extent to which wildlife and the PAs would be viewed by communities as a resource rather than a hindrance, and to reduce human-wildlife-conflict (HWC).

OUTPUT 1.1 CO-MANAGEMENT FRAMEWORK INVOLVING PAS, PRIVATE SECTOR, COMMUNITIES, NGO AND GOB ESTABLISHED AND CAPACITATED

Output: 1.1	Targets	Indicators
Co-management Framework involving PAs, private sector, communities, NGO and GoB established and capacitated.	<ul style="list-style-type: none"> ▪ Stakeholder forum meeting regularly, tracking progress against project indicators and ensuring timely decision-making and corrective action ▪ Roles of stakeholders agreed in strategic plan ▪ Procedures streamlined and decisions made within 90 days (e.g. approval of LUP, tourism sites, adherence to ILUP, etc.) ▪ At least 3 staff trained with degrees, 15 with certificates and diplomas, and 170 through professional short course training. 	<ul style="list-style-type: none"> ▪ Stakeholder Committee ▪ Role Clarification ▪ Procedures

229. Under Output 1.1 the project was to establish a multi-stakeholder co-management framework through a process of participatory planning, this was to be the framework through which the overall Outcome result of 'collaborative governance' would be achieved. A 'stakeholder forum/committee' was to be established to implement the framework and the stakeholder forum and co-management framework established under Output 1.1 would then support and guide achievement of Outputs 1.2 to 1.4.
230. The Project Document outlines the need for the project to play a strong role in facilitating and guiding stakeholders in establishing the co-management framework. It specifies that an 'Experienced Facilitator will be hired (over 4 years) to guide all of the various stakeholder groups and support them to work together to develop and implement a more integrated system and process for planning and management of the CKL area.' Unfortunately, the project did not hire an experienced facilitator and overall facilitation of stakeholder engagement and participatory planning was extremely weak.
231. An event within the Project Document that was considered as key to bring all stakeholders together to initiate discussions on establishment of the stakeholder forum and collaborative governance framework was the project inception workshop and subsequent inception process. This would support stakeholders to agree on their roles and responsibilities and the ways in which the project would work to support collaborative governance. There is little evidence to demonstrate that an inception workshop was held or what was discussed, there is no workshop report on file and the only evidence provided to the TE to indicate that an inception workshop

was held is a draft workshop schedule and draft invitation to DWNP. Stakeholders consulted during the terminal evaluation did not have any specific memory of the inception workshop and it certainly doesn't appear to have been a major event supporting stakeholders to come together to develop a co-management framework for the CKL area.

232. There is reference in one of the 2015 Project Steering Committee (PSC) reports to a 'co-existence workshop' for 52 participants, held in late 2015. However, unfortunately again there appears to be no report of what was discussed at this workshop, nor of which stakeholder groups attended and it did not result in any concrete action towards the establishment of a stakeholder forum or development of a co-management framework for the area.
233. The main partnership forum that was established under the project was the Technical Reference Group (TRG) which was formed to guide project implementation. It was based in Kasane and included representatives from relevant state departments, NGOs and CBOs, but not the private sector. The TRG is a standard project implementation technical advisory group established under all UNDP/GEF projects (sometimes called a Project Coordination Group). It was an important multi-stakeholder forum providing technical advice and support to the project, however, it is not envisaged as a long term 'stakeholder committee/forum' guiding co-management of the CKL area and has not developed a co-management framework for the area.
234. Project reports throughout the project implementation period give some rather strange reasons for lack of progress in initiating Output 1.1. The Project Implementation Review (PIR) at the end of 2016 (the third year of project implementation) reports that *'The collaborative governance processes have not yet been implemented. This is due to the fact that DWNP still have to consult on the issue. Once the consultations are finalised the project will be advised by DWNP on the recommended level of collaborative governance that could be introduced and supported.'* In 2017 (the anticipated final year of project implementation) the PIR then reports that *'DWNP advised that the Wildlife Policy of 2012 and Community Based Natural Resource Policy are co-management frameworks that allow for participatory management of wildlife and protected areas as well as inclusive participation in natural resource management.'*
235. PIR reporting is somewhat extra-ordinary in that DWNP did not need to give approval for the project to establish a stakeholder forum, nor for the development of a co-management framework for the CKL area. The approach proposed in the Project Document had already been approved by the Botswanan Government including DWNP as a lead partner; support for collaborative governance under Output 1.1 did not require DWNP to 'consult on the issue', that had been achieved through project design.
236. The fact established by the Project Manager in the final year of project implementation that: 'the Wildlife Policy of 2012 and Community Based Natural Resource Policy are co-management frameworks', was already outlined in the Project Document. The Project Document also cites the National Policy on Natural Resources Conservation and Development as a policy that encourages co-management. The policy basis for the intended approach and development results under Output 1.1 had already been established in the ProDoc. The TE does not consider the reporting in the PIR to be a viable reason for lack of action under Output 1.1.
237. In December 2016 the MTR raises the concern that *'the collaborative governance process has not begun'*. It emphasises that *'this being one of the main expected outcomes, it is particularly worrisome given that the process has not begun and there are strong doubts that it will.'* In relation to this the MTR recommends that in the final year of implementation, the project should: *'Incorporate participation and fully involve relevant stakeholders in different Project processes, in particular seek the involvement of those stakeholders which have not been included fully to date (NGOs, CSOs, academia, private sector, and neighbouring villages and communities); those whose inputs have not been fully incorporated; and those who need empowerment to deal with the issues at hand'* The MTR also stresses the need for the project to *'communicate the characteristics of this project to different actors, in order to promote a clear understanding of the results-based framework which is expected to be followed by the Project, dispelling the understanding by some actors that Bio-Chobe is an agency in charge of solely spending allotted funds.'*

238. From the project's mid-term review (MTR), it appears clear that at the end of the third year of project implementation, not only has a 'stakeholder forum' for co-management not been established, but that the project has failed to fully engage key stakeholder groups, and many do not even understand the objectives and nature of the project. The fact that the project is viewed by some stakeholders as an initiative that is 'in charge of solely spending allotted funds' is particularly worrisome. However following the MTR there was no project workshop held to discuss these findings or to identify mechanisms to support more effective stakeholder engagement and participation'.
239. In December 2016 the PSC does however provide useful guidance to the project on actions to be taken during the final year of implementation, in order to initiate some level of support for co-management. This includes the need for the project to look at existing experience in Botswana and to learn from it. The PSC meeting advised: *'that Government has made attempts to promote co-management by establishing statutes that promote such. The Government has also established Park Management Committees to that effect. But the concern was that the Park Management Committee were not inclusive of other stakeholders like communities. Due to that the contribution of the indigenous knowledge from the locals in protected area management is excluded. Therefore, the PSC recommends that the project workplan should cater for the development of the Co-management Framework that will guide the co-management processes nationally.'* It was noted that the framework should clearly stipulate the roles and responsibilities of every stakeholder and the Makgadikgadi Framework Management Plan process should be used as a point of reference, so that the Bio-Chobe project could learn from the lessons and results of that process.
240. Unfortunately, the project does not appear to have followed this guidance and there appears to have been no attempt during the final year of project operation to establish a co-management framework, nor to strengthen the Park Management Committee and make it more inclusive, nor to look at relevant experience nationally. A key role of a project such as Bio-Chobe should be to support partners to get access to relevant information and experience both nationally, such as that from Makgadikgadi and the Okavango Delta, as well as internationally, so that the project can build on lessons learnt and systems developed in other areas.
241. The result intended under Project Output 1.1 was the creation of a multi-stakeholder forum and co-management framework to support more integrated planning and management of the CKL area. One of the key reasons for this was to address the 'fragmented and sectoral approach to what is essentially an integrated landscape'. The Project Document underlines that 'fragmented governance is particularly unsuited to the management of complex local environments and is resulting in uncoordinated economic and land use planning, as well as high transaction costs.' Output 1.1 aimed to establish the partnership-based framework to address this.
242. Unfortunately, at the end of the project there is no co-management framework in place, nor any fully inclusive stakeholder forum focussed on establishing more integrated management of the CKL area. The issues of concern highlighted within the Project Document remain at project end, and the baseline situation has changed little since project design. It is extremely unfortunate that the project did not achieve intended results under Output 1.1 as there is currently a real opportunity in Chobe District to establish integrated planning due to the fact that almost all of the relevant management plans within the area are either currently being reviewed or are about to be reviewed including:
- The Chobe National Park Management Plan (CNP are currently looking for funding to support development of a new CNP management plan)
 - Management Plans for all of the forest reserves. Management plans will be developed following completion of the Strategic Environmental Assessment (SEA) being undertaken for the forest reserve management planning process. This is being funded by Forest Conservation Botswana
 - The District Development Plan (8th DDP) which is currently being revised
 - Chobe Enclave Conservation Trust (CECT) Management Plan for CH1. CECT are looking for support to revise their outdated management plan.

- The Botswana component of the KAZA TFCA Integrated Development Plan (current plan 2013 – 2017)
243. This is an opportunity that is unlikely to arise again for at least another 5 years. If the project had established a multi-stakeholder forum and outline co-management framework as intended under Output 1.1, this would have provided the ideal mechanism through which to support integration of the review/revision processes for all of the above plans, to ensure that the overall process was undertaken in a coordinated way, and that both the process and the plans themselves work to support integrated management across the CKL area.
 244. One of the concerns raised by the UNDP Regional Technical Advisor (RTA) in the final 2017 Project Implementation Review (PIR) was that *'the project has not made any progress in supporting the Department of Forestry and Range Resources (DFRR) co-management processes.'* The RTA points out that an important anticipated impact of the project was to support DFRR to open up Forest Resources for co-management/joint management with communities, in essence to expand the CBNRM model which was already being utilised for managing wildlife resources, to the management of forest resources, which had hitherto been strictly managed as non-utilisation areas.'
 245. One of the reasons cited in PSC meeting reports for the lack of engagement by the project in providing support related to forest reserves was that DFRR are currently working with Forest Conservation Botswana (FCB) to undertake a Strategic Environmental Assessment (SEA) for the forest reserves to inform development of FR management plans, also to be funded by FCB.
 246. The TE suggests that the work DFRR were undertaking with FCB should have been seen by the project as an opportunity to engage with DFRR/FCB to strengthen intended development results. The stakeholder committee which the project was supposed to have initiated under Output 1.1 would have been an ideal forum to do this. The work being undertaken by DFRR, with FCB support, presented an opportunity for the project to link in to an ongoing management planning process and harness what was essentially additional co-financing to support intended project results.
 247. Unfortunately, at the end of the project, the Terminal Evaluation has found no evidence that the project has achieved the results intended under Output 1.1. Neither a co-management framework nor a multi-stakeholder forum/committee to oversee its implementation have been established; the situation in terms of management of the CKL area has changed very little since the baseline outlined at the time of project design. All of the issues highlighted in project design relating to the lack of integration between management of the different areas within the CKL matrix (CNP, forest reserves, CBNRM/CHA areas and state/tribal lands) remain at EOP.
 248. When assessing progress against the SRF, EOP Targets have not been met. The TE would note however that there is an inherent weakness in the targets and indicators specified in the SRF for Output 1.1 in that they fail to reflect the key Output 1.1 result of establishing a 'co-management framework'. The final target regarding training of staff with degrees, diplomas and professional courses is not well-conceived in that it does not demonstrate achievement of intended results and is not an activity that is included within the description of the strategy under Output 1.1. It would have been more appropriate for the SRF to include a target which focussed on overall capacity building²¹ of 'the stakeholder forum' as a whole, to enable them to effectively develop and implement the co-management framework.
 249. The weak results achieved under Output 1.1 are a lost opportunity at many levels and there remains an urgent need for GoB to support more integrated management of the area particularly given that all major management / development plans for the area are currently being reviewed /revised. GoB may wish to look at other opportunities to support the establishment of a multi-stakeholder forum / collaborative governance framework for the area. Multi-Stakeholder Platform (MSP) have had considerable success worldwide in supporting integrated planning for sustainable development and this may be an option GoB may wish to consider.
 250. Output 1.1 was intended to be the building block on which the rest of Outcome 1 would build; once the multi-stakeholder stakeholder committee had established a broad co-management

²¹ This could have been assessed through relevant capacity assessment tools at beginning and end of project.

framework for the area, Outputs 1.2 to 1.4 would then address key issues (integration of land use plans and diversification / expansion & diversification of tourism and facilitation of greater benefits to communities from tourism). The weak results achieved under Output 1.1 can be seen to have affected the achievement of results achieved under the other Outputs.

OUTPUT 1.2 INTEGRATED LAND USE PLANS REDUCING THREATS AND EXPANDING ECONOMY

Output: 1.2	Targets	Indicators
Integrated Land Use Plans reducing threats and expanding economy	<ul style="list-style-type: none"> PA Buffer and Wildlife Dispersal Areas zoned with clear boundaries, specific regulations, standards and code of practices and ensures compatibility of land uses with overall biodiversity management goals Wildlife populations maintained at landscape level Wildlife corridors identified and secured and preserving wildlife movements and access to water. 	<ul style="list-style-type: none"> Integrated plans/processes and sub-plans Wildlife populations at landscape level Wildlife Corridors Compatibility of land uses Containment of threats from infrastructure placement and tourism impact

251. Output 1.2 aims to address the problem that in Chobe District *'integrated land use planning is largely non-existent'*²². The Project Document describes a situation whereby uncoordinated use of land for human settlements and livelihoods is leading to *'wildlife corridors and key habitats ...being allocated for commercial and subsistence arable farming, livestock grazing and settlements. In some areas, access to water points has effectively been blocked. Economically speaking, the economies of scale of a large wildlife sector economy are being put at risk by inappropriate placement of low value uses.'* The ProDoc also emphasises that placing fields and settlements in wildlife dispersal areas will lead to greater damage to crops by wildlife and hence increased human-wildlife-conflict (HWC).
252. Analysis in the Project Document outlines how *'commercial development of tourism in Chobe appears to be haphazard, uncoordinated and split between a range of authorities (DWNP, Land Board, District Council, Botswana Tourism Organization, etc). The allocation of land is neither strategic nor economically optimal and exacerbates land use conflicts. Coordination, planning and financing challenges are not adequately supporting the intention for Kasane-Kazungula to be the "Tourism Capital of the North".'*
253. Output 1.2 aims to support integration of land use plans and planning within the CKL matrix. The Project Document highlights the importance of a broad ecosystem-based management approach to land use planning in the CKL area, *'in order to address existing and emerging threats to biodiversity, by putting in place measures to ensure that land use in sensitive areas adjacent to the Chobe National Park and Forest Reserves (Kasane, Kasane Extension, Kazuma, Chobe, Sibuyu, and Maikaelelo) are compatible with biodiversity conservation and sustainable use, and that management and land use planning across the area is well coordinated.'*
254. The Project Document emphasises that participatory process and capacity building should be core to the approach used. It stresses that *'In the past twenty years, CNP has been subjected to three separate planning exercises, and several of the buffer zone areas, including the Chobe Enclave, have been 'planned'. Apart from documents, there is not much to show for these efforts. The root causes of these disappointing results lie in the process of integrative planning, rather than the product. Stakeholders emphasised that integrative planning needs to be participatory, but that participation without capacity is also ineffective.'*

²² Project Document barrier analysis p23

255. The stakeholder forum and collaborative approach to be established under Output 1.1 was the participatory framework through which the land use plans were to be integrated under Output 1.2 and through which the capacity of stakeholder groups was to be strengthened. Integration of land use planning was to be the 'first task' of the stakeholder forum. Under Output 1.2, the Project Document stresses that *'Integrated economic development and land use plans for the Chobe District, including the CKL matrix of PAs will be developed through a participatory process. The process will involve updating the existing plans for CNP and setting the guiding parameters for sub-plans for individual Forest Reserves and other management units.'*
256. Unfortunately, as outlined above, the project did not support establishment of the stakeholder forum and co-management framework under Output 1.1. The approach adopted by the project in providing support under Output 1.2 was therefore different to that envisaged within the Project Document. In 2016, the project hired an international consultancy firm to work with Chobe Land Board in developing an 'Integrated Land Use Plan (ILUP)' document for Chobe District. The project's Technical Reference Group (TRG) were consulted as part of this process and provided guidance and comments on the draft report. The process used for development of the plan involved all standard elements of strategic planning: data collection, literature review, stakeholder consultation, development of a draft report/plan, circulation of the draft report to the project's Technical Reference Group (TRG) for comment, provision by Chobe Land Board of a summary of comments on the draft to the consultants, and subsequent finalisation of the ILUP.
257. The ILUP describes the approach to stakeholder participation in its development as 'functional' due to the limited time available. Stakeholders were ranked according to their potential importance vis a vis their level of influence and interest, using a stakeholder analysis model; stakeholder consultation and use of their data was managed accordingly. Several meetings and workshops were conducted in the final year and a half of project implementation including: Kgotla meetings in some of the villages in the Chobe District (Pandamatenga, Kachikau, Kasane and Lesoma); on the 5-6 June 2017 a Stakeholder Workshop was conducted in Kasane at Travelodge; on 14th February 2017 a meeting was held in Kasane at the Chobe Land Board. The ILUP was circulated during the 7th September 2017 Bio-Chobe Project PSC meeting, UNDP advised the TE that many of the NGO's were not present at this meeting²³. As will be discussed in further detail below, the 'final' copy of the ILUP was presented by Chobe District Land Board at the District Land Use Planning Unit (DLUPU) during the TE consultation process.
258. Development of the ILUP was not initiated early on in project implementation as a 'first task'²⁴, but was undertaken in the last two years of project operation. The Mid-term Review (MTR) for the Bio-Chobe project in December 2016, states that 'the base documents and consultations for the ILUP process have begun at the product level', further development of the ILUP was undertaken in 2017 and at EOP it remains a draft document.
259. The approach envisaged in the Project Document and that adopted during project implementation differs also in that the project did not support economic valuation assessments, training and capacity building, and did not establish a monitoring system to support integrated land management, as is outlined in the project strategy description. The Project Document specifies three key areas of support should be provided under Output 1.2, to provide core information to guide the stakeholder forum in decision making, and to build capacity.
- 1) The first was to support an economic valuation of the value of protected areas to the regional economy, in order to identify: *'where the leverage points are to promote growth, employment creation and re-investment in PA management'*. In providing support for economic valuation the Project Document states that: *'a case needs to be made for sustainable management of PAs and wildlife as an engine for economic growth. By the end of the project there will be an institutionalisation of economic valuation in PA management systems and biodiversity management in general.'*²⁵

²³ Explaining why during the TE, NGOs were concerned that they had not seen a copy of the ILUP even though the project was considering it as finalised.

²⁴ Project implementation Review reports explain that this was due to the fact that the quotes received by consultants to undertake development of a land use plan were in excess of those outlined in the project budget.

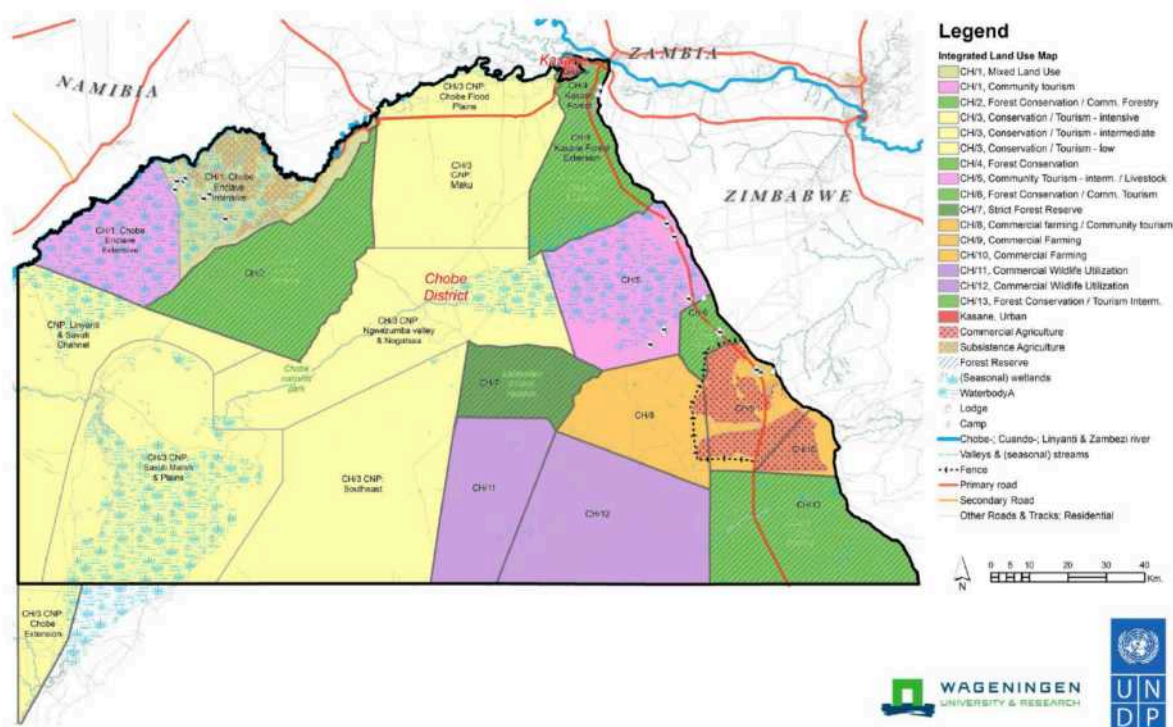
²⁵ Project Document description of Output 1.2 intended results, page 34

2) The second area of support was to develop the capacity of relevant training institutions (e.g. University of Botswana, Botswana College of Agriculture, Botswana Wildlife Training Institute) to develop their capacity to deliver training programs on economic principles and tools for sustainable PA financing. The training programme would be delivered to *'all relevant partners including DWNP, Department of Forestry and Range Resources, Land Board, Botswana Tourism Organization, Chobe District Council, communities and the private sector'*.

3) The third area of support was to establish mechanisms for monitoring the impact of PAs on the District economy. The Project Document stresses that adaptive management of complex social-ecological systems like the CKL matrix, hinges on sound information and monitoring data, to support effective planning. It outlines that Output 1.2 would support *'the development of comprehensive monitoring systems to facilitate data collection, analysis, collation and packaging through a shared information system..... The expected product is the provision of timely, visualised and consolidated information in support of PA management and integrated planning.'*

260. In providing support for integrated land use planning under Output 1.2. the project did not work through a multi-stakeholder forum or support a participatory planning process. It did not provide support for updating and integrating existing plans, and also did not provide the intended support for economic valuation and the establishment of integrated monitoring systems. At EOP there has been no institutionalisation of economic valuation, and no comprehensive monitoring systems or shared information systems have been established to support integrated planning.
261. The land-use planning result achieved under Output 1.2 is a document, the Integrated Land Use Plan (ILUP), rather than a capacity and partnership building process resulting in harmonised land-use planning. The ILUP describes itself as a *'framework plan'*²⁶ which *'sets the boundary conditions for more detailed plans'*. Within the plan *'land use is defined for each zone and the management plans to be developed for these zones should be in line with this zoning'*. The ILUP *'evaluates the different claims for development and the need for land water and other resources'* and *'examines the possibility of multifunctional use of areas, but also provides recommendations for development actions such as for crop protection or compensation schemes'*. In so doing the plan states that it will *'address integrated economic and land use planning objectives, not just static land allocation per se.'*

Figure 1 Land Use Zoning for Chobe District proposed in ILUP



²⁶ ILUP Executive Summary p9

262. The ILUP is a detailed and professionally written document which includes analysis of the differing land use and socio-economic pressures in Chobe District, alongside analysis of the ecosystem and conservation importance of different areas. It has a series of different chapters which look at: the Chobe District and its environment; land use types and land suitability; socio-economic conditions; land use; environmental pressures and risks; biodiversity and conservation; and 'development aspects', including agriculture, tourism, forestry development, wildfire management, water resources, township and village development and CBNRM. The ILUP includes assessment of land use conflicts and evaluation of different claims for development, including possibilities for multifunctional use of areas and recommendations related to the conflicts over land use. The ILUP recognises the relevance of the Chobe District within the broader Kavango Zambezi Transfrontier Conservation Area (KAZA TFCA) and associated with that the importance of wildlife dispersal areas. The focus of the ILUP is on 'zoning of land use' within Chobe District. It proposes land use categories for each of the 13 different areas within the district. Each 'planning zone' within Chobe District is labelled and given a 'Recommended Land-Use Designation' for example 'Forest conservation and tourism'; 'community tourism-intermediate and livestock grazing'; 'commercial wildlife utilisation' and 'conservation / tourism'. Within the document, the current land use in the area is described, alongside management issues, conflicts and relevant stakeholders.

Figure 2 'Land-use Designation' categories proposed for Planning Zones in Chobe District under the ILUP

Code	Planning zone	Land use designation
CH1-N	Chobe Enclave-North	Mixed land use
CH1-S	Chobe Enclave-South	Community tourism
CH2-CFR	Chobe Forest Reserve	Forest Reserve with community non-timber subsistence use
CH3-R	CNP River Front	Conservation/Tourism – intensive
CH3-M	CNP Maku Pan	Conservation/Tourism – low
CH3-NG	CNP Ngwezumba valley	Conservation/Tourism – intermediate
CH3-SAV	Savuti Marsh and plains	Conservation/Tourism – intensive
CH3-CHAN	CNP Savuti West & Channel	Conservation/Tourism – intermediate
CH3-SE	NP South-East	Conservation/Tourism – low
CH4-KK	Kasane-Kazungula township	Urban
CH4-LES	Lesoma	Settlement
CH4-KFR	Kasane Forest Reserve & Ext.	Forest conservation
CH5-KP	Kakulwane Plains	Community tourism – intermediate / livestock grazing
CH6-KAZ	Kazuma Forest Reserve	Forest conservation / Community tourism
CH7-MAI	Maikaelele Forest Reserve	Forest Reserve
CH8-PW	Pandamatenga-West	Commercial farming / Community tourism
CH9-PN	Pandamatenga	Commercial farming
CH10-PE	Pandamatenga	Commercial farming
CH11&12-NU	Nunga WMA	Commercial wildlife utilisation
CH13-SIB	Sibuyu Forest Reserve	Forest conservation / Tourism – intermediate

263. The primary implementing agency for land-use decision making is stated to be Chobe Land Board who will 'own' and 'direct' implementation of the plan in consultation with the District Land Use Planning Unit (DLUPU).

264. The objectives of the ILUP are stated to be to:

- To harmonise different land and water uses with environmental conditions
- To decrease poverty among the communities, as one of the core problems related to resource degradation, amongst others by integrating communities in mainstream development in Botswana to ensure sustainable economic use of natural resources such as the sustainable harvesting of NTFPs
- To promote the protection of crucial areas for biodiversity conservation as well as corridors for wildlife and people inside the Chobe District.

- to strengthen protected areas managed
- to reduce threats to biodiversity in the buffer zone
- to harmonise land use in Chobe with land use in areas adjacent to Chobe District, and ensure that it is compatible with biodiversity conservation goals
- To develop a plan shared by all authorities, which can form the basis for future land use activities and land allocation as well as future land use and development plans
- To develop a collaborative governance framework

265. The ILUP stresses that due to the dynamic nature of the area the lifespan of the plan should not exceed 10 years and that it is important that a review should be undertaken within 2-3 years alongside regular monitoring of plan implementation and impact, to support adaptive management. It stresses that *'If the ILUP is to function as an integrated plan, it requires constant close sectoral cooperation and interaction'* but warns that *'current collaborative arrangements require considerable strengthening'*. The ILUP stresses that *'this is the only way to ensure proper adaptive management that is responsive to ecosystem variations'*. It emphasises that a multi-stakeholder monitoring/evaluation team should be appointed to guide the implementation of the ILUP and stresses that *'It is strongly emphasised that if not adequately monitored and reviewed this Chobe District ILUP would be over-taken by events and therefore rendered useless and would not serve its intended purpose.'*

266. The TE undertook consultation with all key stakeholders and was also fortunate in being able to attend the presentation by Chobe Land Board (CLB) on the ILUP to the District Land Use Planning Unit (DLUPU) at which extensive discussions were held on the ILUP and its implications for Chobe District. The following section of the TE outlines the key issues which emerged from the TE consultation process:

Strategic Environmental Assessment (SEA)

267. During the presentation to DLUPU, the Department of Environment (DEA) raised the concern that the ILUP was a land use plan with major implications for Chobe District but that no strategic environmental assessment (SEA) had been undertaken. In any land use planning process in Botswana SEA is required under the Environmental Assessment Act and under the Development Control Code. Normally a SEA would be undertaken prior to the land use plan design, so that development of the plan would draw on the findings of the SEA. However, a SEA can also be undertaken once a draft plan has been produced to assess the environmental implications of what is being proposed in the plan; this is not a cost-efficient way of development planning but is important if a SEA has not been undertaken prior to the development of the plan. Given the implications of the ILUP for ecosystems and sustainable development in Chobe District, and the significance of the District for biodiversity both nationally and internationally, it will be essential for GoB to ensure that a strategic environmental assessment (SEA) of the ILUP is undertaken before the ILUP is finalised. A decision was made at the DLUPU meeting to try to identify a way forward. Unfortunately, neither funding nor time is available under the Bio-Chobe project to support a retrospective SEA.

268. It should be noted here that the Bio-Chobe Project Document did not include a 'strategic environmental assessment' (SEA); it was not even an issue or legislative requirement that was discussed within the Project Document. This is a weakness in design with significant implications for the potential impact of support provided through the project under Output 1.2. The Project Document should have outlined the situations in which SEA would be required and provided the budget for it. The need for inclusion of provisions for a SEA within any project/initiative that includes development planning is an important lesson learnt through the Bio-Chobe project.

Consultation / Endorsement of the ILUP by key stakeholders prior to approval / finalisation

269. The ILUP was initially presented to the TE, and at the DLUPU meeting, as a plan that had been approved, was finalised and was actively being implemented by the Chobe Land Board. The presentation by Chobe Land Board to DLUPU started by stressing that the ILUP was a final approved document and that DLUPU were not there to 'question' or 'disassemble' it, but rather to agree on how they would implement it. Shortly in to the presentation, however, it became

clear that many members of DLUPU had significant concerns regarding what was being proposed in the ILUP and questioned the fact that it was being presented as 'approved'. The question was asked as to who had approved it and what authority they had to approve such a key document / plan that would affect all sectors and have implications at the national level as well as district level. It became clear that the ILUP has only been internally approved by Chobe Land Board, and by the Bio-Chobe project, but not by key stakeholders. The decision by DLUPU was that the ILUP should be considered a draft and should be put on hold until key issues, including SEA, are addressed, there is further consultation with affected stakeholders, including all communities. Chobe Land Board were requested to stop implementing it, and to note that it has not been approved.

270. During consultations with communities by the TE, Kgosi²⁷ also raised concerns regarding the ILUP and the fact that it was being presented as approved. They stated that they knew very little about the document and had not had the opportunity to consult on it with their communities on it. One of the Kgosi specifically stated to the TE that they had attended a meeting in Kasane where the ILUP had been presented to them by Chobe Land Board, and at which they specifically stated that they could not approve it until they had consulted with their communities on it.
271. Consultation by the TE with the NGO Elephants without Borders, a member of the project Technical Reference Groups (TRG), also highlighted their concerns that the ILUP was being presented as 'finalised and approved' but they had not been sent the proposed final draft and had not approved it. It would appear that the project TRG had also not formally approved the ILUP and no documentation was provided to the TE to indicate that it has been.

Legal Status of the ILUP

272. Chobe Land Board outlined their intent to get the ILUP gazetted in law, such that all other plans in the District would fall under it. A number of stakeholders consulted during the TE also raised their concerns about this proposal.
273. The ILUP states that *'the general expectation of the Chobe Integrated Land Use Plan is to provide the Chobe District Land Board, District Land Use Planning Unit, Department of Lands Physical Planning Unit and other environmental and economic sectors with a product that will serve as a template for the allocation and distribution of land to different sectors.'* It should be noted that any proposal to gazette the ILUP in law will have significant implications for all sectors with planning and management remits over land areas within Chobe District. Gazetting the ILUP in law would have impact on the allocation and distribution of land to all relevant sectors and on the potential management effectiveness of those agencies. It is vital that these implications are fully understood by all relevant stakeholders, and that the heads of all affected departments including DWNP, DFRR and DEA officially approve the plan.
274. Gazettement of the ILUP in law is also unlikely to support adaptive management. The ILUP document itself emphasises that due to the dynamic nature of the area effective monitoring, review/revision of the plan is essential. Gazetting the plan in law would 'fix' currently proposed measures/ land use zoning and make it harder to adapt / revise land use planning as part of adaptive management.

Forest Reserves

275. The Department of Forests and Range Resources (DFRR) are currently in the process of developing management plans for the forest reserves in Chobe District. They have commissioned a Strategic Environmental Assessment (SEA) to inform the management planning process. Stakeholders consulted during the TE raised concerns that some of the land use / zoning changes being proposed in the ILUP may conflict with the findings of the draft SEA. In particular concerns were raised relating to proposals in the ILUP to degazette some FR areas and those outlined by CLB to open up forest reserve areas for commercial use / logging. A key issue raised was that if permission were given for commercial use /logging, it would be difficult for the district to control and monitor these activities with associated implications for deforestation.

²⁷ community leaders

276. As part of the process of finalisation of the ILUP there is a need to ensure that the ILUP does not conflict with the findings of the SEA developed for the forest reserves²⁸. It would not be appropriate for the ILUP to pre-empt or in any way restrict the findings of the forest reserve planning process²⁹ which is based on in depth assessment including SEA. This is particularly important given the limited assessment undertaken by the ILUP on core ecosystem function and biodiversity conservation issues related to forest ecosystems.

Categorisation of areas within the ILUP by Land Use Designation

277. There were also some concerns raised by stakeholders during the TE consultations regarding the categorisation proposed in the ILUP of all land areas within Chobe District by 'land use designation'. The concern was that the use of rather simple and rigid categories of 'land use designation' in some areas masked the complexity of ecosystem function and land use in those areas. An example of this can be seen in CH5: Kakulwane Plains which has been given the 'land use designation' of 'community tourism-intermediate and livestock grazing'. The area abuts directly on to Chobe National Park and is currently mostly used by communities for livestock grazing. The area is a key wildlife corridor, critical for wildlife migration. It is also critical to effective watershed function within the Ngwezumba valley and Savuti marsh. Although the description and analysis within the ILUP highlights and explains this,³⁰ the categorisation/designation does not capture its ecosystem and biodiversity significance. The concern was that there is a danger within bureaucratic planning systems that an overly simplistic 'land-use designation' category that gives no reference to the broader ecosystem significance of the area could result in a lack of consideration for the critical role of the area for wildlife migration and watershed function and detract from, rather than support, integrated management.
278. The TE suggests that rather than specific 'land-use designations' it may be more appropriate for any system of area 'categorisation' within the ILUP to capture and reflect the nature of the ecosystem and implications for land use planning. This would be more likely to support adaptive, integrated, ecosystem-based management, which in turn could support sustainable livelihoods and biodiversity conservation in the long term.

Recommendations of the Terminal Evaluation to MEWT and UNDP regarding the ILUP

Given the range of significant issues and concerns surrounding the ILUP identified during the TE process, the TE provides the following specific recommendations regarding finalisation and potential future use of the ILUP:

- a) The ILUP provides a wealth of information and analysis relating to land use across Chobe District and will be a useful source of information for all management and planning organisations across Chobe District. Before the ILUP can be finalised however there is a need to:
- conduct a strategic environmental assessment (SEA) focussed on the land use zoning and implementation framework proposed within the ILUP, as is required by Botswanan regulations. Once a strategic environmental assessment (SEA) has been completed, it will be essential for MEWT to review the final draft of the ILUP in detail to ensure that it does support effective PA management, biodiversity conservation and sustainable tourism, given the importance of all of these to sustainable development of District, and to the nation.
 - assess whether categorisation of Chobe District in to 'land use designation' areas is an appropriate approach to support adaptive, ecosystem-based management of the area.

²⁸ The SEA to be undertaken for the ILUP should build on and incorporate the findings of the SEA for the forest reserves given that the forest reserves are a core component of Chobe District.

²⁹ The planning process being supported through Forest Conservation Botswana / DFRR is looking in detail at the most appropriate mechanisms for management and land-use of forest reserves and buffer zones in the context of broader ecosystems, through the SEA and subsequent development of management plans for each area. The forest reserves SEA remains a draft at the time of the TE and was being developed concurrently with the ILUP. The findings were not taken in to consideration in development of the ILUP.

³⁰ The description within the ILUP incorporates and highlights all of these issues stating 'The zone is a vital source area for the Ngwezumba valley, through infiltration of surface water the larger landscape area is maintained. It's location between the core of CNP and Hwange means that this is essential for long-term sustainable wildlife-populations, many studies have shown that the ecotone between the Miombo/Mukusi woodland and the grasslands on the vertisols are a critical corridor for wildlife movements and the importance for seasonal grazing'

- subsequently amend the ILUP to address any issues or concerns raised by the SEA and also to ensure that it aligns with the SEA currently being conducted for the forest reserves, such that there are no conflicts between the findings of the SEA for the forest reserves and what is being proposed within the ILUP.
- ensure that the ILUP is well aligned with the management objectives of CNP and the forest reserves, given the importance of these areas to the country and District.
- ensure alignment of the ILUP with the objectives of the 8th District Development Plan
- Identify ways in which the ILUP could be implemented through a multi-stakeholder partnership rather than being 'owned' by a single agency or group. This will help to ensure that the ILUP supports improved integration of planning and sustainable development of the area as whole.
- once a final draft has been developed, ensure that there is effective consultation with, and endorsement by, all key stakeholders who will be affected by the land use zoning proposed within the ILUP including communities, NGOs and that there is official approval by all Government departments affected by it. As part of this process it is essential that all stakeholders are made fully aware of what is being proposed in the ILUP and how it will be implemented.
- ensure that if the plan is adopted/endorsed that implementation of the plan is dependent upon establishment of a multi-stakeholder monitoring team and system, to ensure that the plan can support adaptive management. As outlined in the plan itself, it would be dangerous to implement the plan without effective monitoring by an inter-disciplinary, multi-stakeholder group.

b) It is strongly recommended that the ILUP should not be gazetted in law as is currently being proposed by Chobe Land Board. The reasons for this are that:

- the ILUP covers many different management jurisdictions including CNP, forest reserves and tribal lands (including CBMRM/CHA areas). Chobe Land Board is responsible for supporting land use planning within tribal lands, DWNP for management of CNP and DFRR for management of the forest reserves. Each area has specific regulations and policies relating to it. If an ILUP for the whole District is gazetted in law, this will add to the complex of relevant regulations and planning guidance and could also lead to conflicts, rather than collaboration, in terms of inter-sectoral planning and decision making. The proposal to gazette the ILUP in law is of particular concern given that the ILUP states that it 'will serve as a template for the allocation and distribution of land to different sectors'. It is important that the different management and planning responsibilities of the various departments/organisations for the different land areas within the CKL matrix remain clear, but that all agencies work closely together to support more integrated planning and management of the area as a whole.
- in order to support adaptive, ecosystem-based management, it is essential that the ILUP remains flexible and can be adjusted to respond to the results of monitoring. As outlined within the text of the ILUP 'if not adequately monitored and reviewed this Chobe District ILUP would be over-taken by events and therefore rendered useless'. Gazetting the document in law would 'fix it' and restrict the extent to which the document could have the flexibility necessary to enable partners to amend it based on the results of monitoring, to achieve adaptive management.

c) To support the objectives of MEWT, and also the objectives of this Bio-Chobe project, it is important to ensure that, if adopted, the ILUP works 'to strengthen the management effectiveness of the Chobe-Kwando-Linyanti matrix of PAs to respond to existing and emerging threats'. Once a strategic environmental assessment (SEA) the ILUP has been completed, it will be essential for MEWT to review the final draft of the ILUP in detail to ensure that it does support effective PA management, biodiversity conservation and sustainable tourism, given the importance of all of these to sustainable development of District, and to the nation.

Land Use Conflict Information System (LUCIS)

279. Under Output 1.2 the Project also provided support to increase awareness and understanding of LUCIS as a tool in land use planning. In July 2015 an introduction workshop on LUCIS was held in Kasane for Chobe Land Board and the District Council. The project subsequently, in November 2015, supported Chobe Land Board members, District Council Chairman and Kgosi to go on a learning trip to Seronga Sub-Land Board to look at the application of LUCIS to land use planning.
280. The project then commissioned a consultancy firm to develop a Land Use Conflict Identification Strategy (LUCIS) report for Chobe District. The resulting document is titled 'Chobe Land Board Land Allocation Strategy: To enhance Rural Livelihoods and Economic Opportunities.'
281. The Objectives of the LUCIS document are to:
- Identify areas to maintain rural livelihood strategies (ploughing fields, livestock and veld products)
 - Identify economic opportunities based on natural resources (tourism associated with wildlife movement)
 - Identify areas for settlement expansion
 - Identify animal movement pathways (livestock and wildlife)
282. LUCIS is a land use planning tool that provides data visually in the form of maps to highlight land types and use and, through layering of those maps, the potential to identify land use conflicts. The LUCIS for Chobe District is represented graphically around goals for: Agriculture, Conservation and Development. The LUCIS Conceptual Models for the Chobe Enclave (CH1) and Chobe East (CH5 and 9) indicate the sub-models under Agriculture, Conservation and Development and the initial proposed data requirements to determine physical and economic suitability. Each Sub-Model has a worksheet that states the policy goal or statement of intent for how policy is to be achieved or land considered for allocation. The suitability factors for each input are captured to represent ranking or distances for physical and economic suitability. The output is a suitability map. Stakeholder preference weighting is assigned to inputs based on data from previous community mapping exercises in the Chobe Enclave, due to shortage of time for consultation with stakeholders under the Bio-Chobe project.
283. The different inputs are combined to give an overall agriculture, conservation and development maps. These are then combined to identify the potential for conflict where a hectare of land may be suitable for agriculture, conservation or development. The characterization of potential conflict is described and each hectare is assigned a coded value to produce maps of areas of potential conflict. The document states that '*Land allocation decisions can avoid the potential for future conflict by allocating in areas where one component dominates the other two. The areas in moderate or high potential for future conflict should be considered for resolution through land or resource management planning exercises.*'
284. The LUCIS document highlights the importance of consultative process and states that: '*The LUCIS approach is unique in that it specifically incorporates those likely to be impacted by land allocation decisions opportunity to include stakeholder preference.* However, it raises the concern that '*this opportunity was not utilized to it maximum potential during implementation*' under the Bio-Chobe project.
285. The LUCIS developed under the project is an important tool for Chobe Land Board and the District Commissioners Office, but also for all area management agencies within Chobe District. The TE advises that it will be important for the document to be shared with all relevant agencies including DWNP, DFRR, DEA, DCP, DLP, DoT/BTO, CECT, Kalepa Trust, EWB and CARACAL. It will be a useful resource for all agencies and by sharing the information there is a greater likelihood that planning will be based on more integrated processes. Currently the document is marked as solely 'For Internal Circulation to the Chobe Land Board and Chobe District Land Use Planning Unit' and is titled the 'Chobe Land Board Land Allocation Strategy'. Other stakeholders consulted by the TE were not aware of the document or its contents.

286. It is important with LUCIS, as with any land use planning tool, to ensure that the information within it remains accurate and current. In order for LUCIS to remain useful as a tool for sustainable land use planning and management it is important to ensure that there is regular monitoring and updating of the data and maps within it. As outlined in the project strategy for Output 1.2 adaptive management of complex social-ecological systems like the CKL matrix hinges on sound information and monitoring data, to support effective planning. Output 1.2 was to support *'the development of comprehensive monitoring systems to facilitate data collection, analysis, collation and packaging through a shared information system'* which would result in *'the provision of timely, visualised and consolidated information in support of PA management and integrated planning.'*

Figure 3: LUCIS layered map showing suitability for ploughing fields

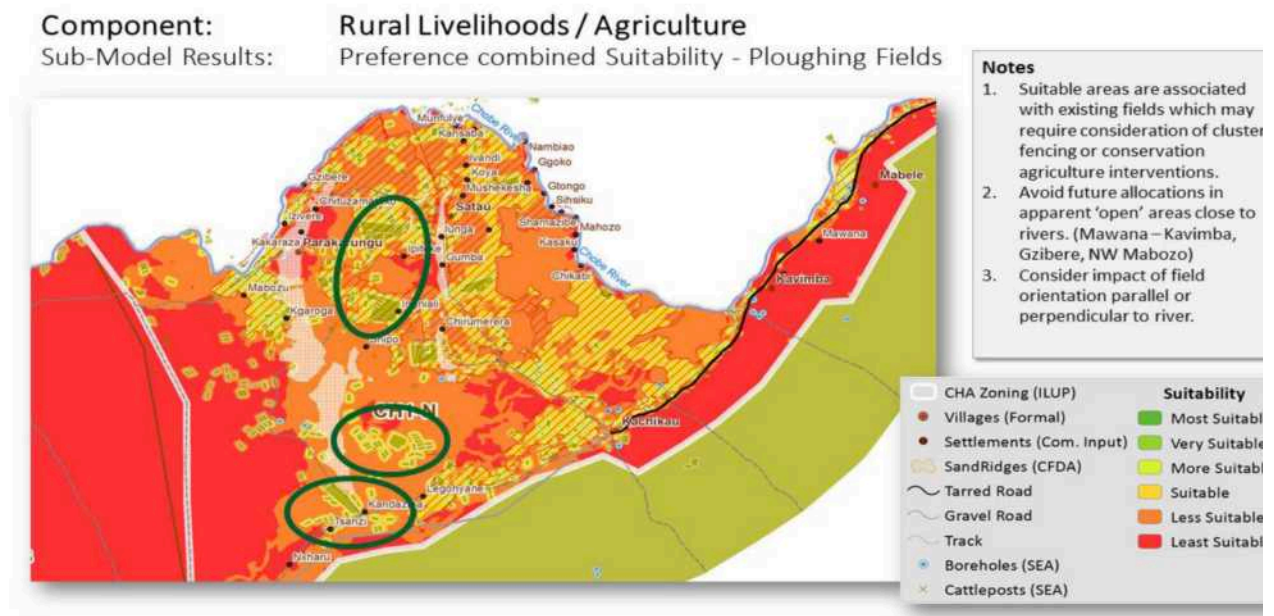


Figure 4: LUCIS layered map showing Wildlife Movement

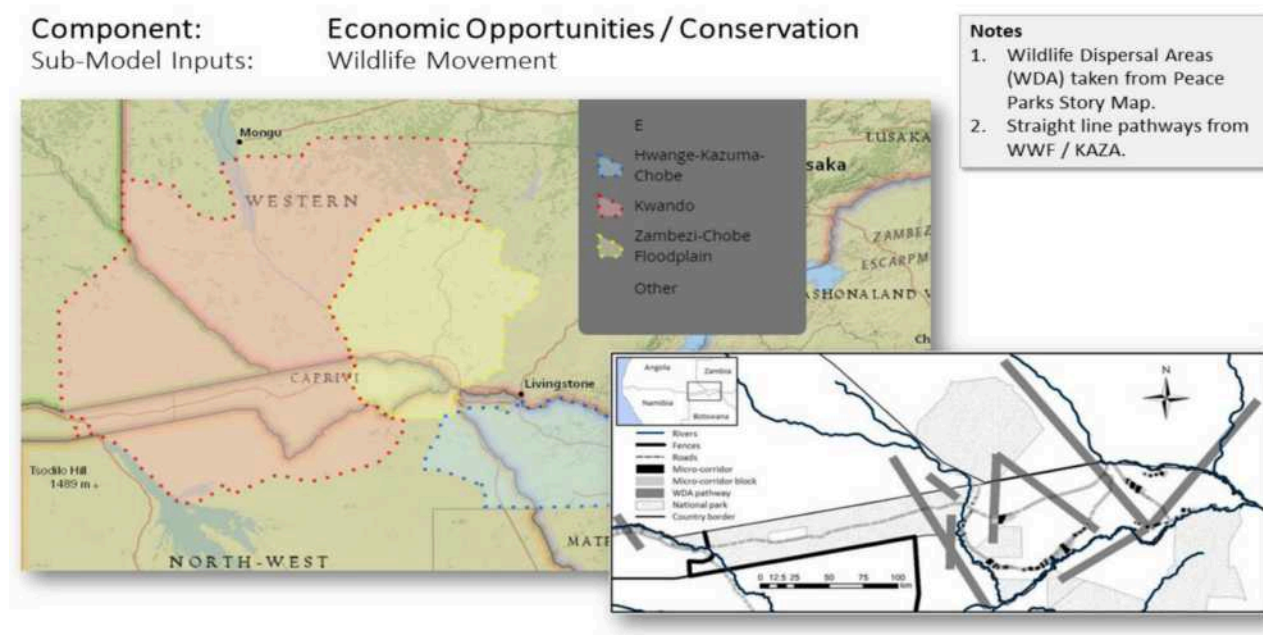
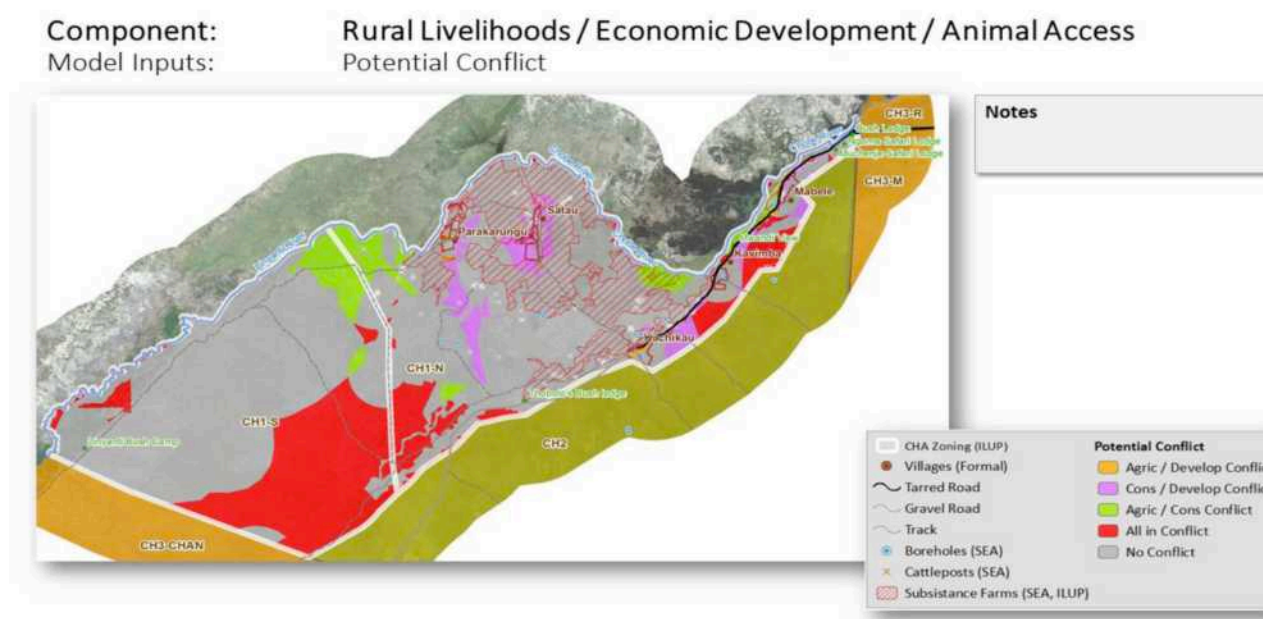


Figure 5: LUCIS layered map showing potential conflict between livelihoods/ economic development and animal access



287. The project has not supported the development of comprehensive monitoring systems or a shared information system. It will important to ensure that both a system and responsibilities are assigned for regular review and updating of LUCIS. As outlined in the Project Document monitoring and the use of monitoring data needs to be well coordinated. A multi-agency and multi-stakeholder monitoring system needs to be established to provide the data necessary to update LUCIS through regular monitoring of patterns and levels of land use, and of habitats, wildlife, land productivity and overall ecosystem function. Monitoring data showing changes in environmental, social or institutional conditions / issues should then be incorporated within the LUCIS and should directly inform all relevant agencies so that they can work together to identify land use planning issues and priorities. LUCIS can provide 'visualised and consolidated information' that offers the opportunity to support more effective land use planning, if a comprehensive monitoring system is established to update the information in it, and if the document is shared with all relevant agencies.

Communication Leaflet Summarising the Role of the ILUP and LUCIS

288. A publicity leaflet has also been produced under the project, written by Chobe Land Board as the lead agency for implementation of the ILUP, and produced by UNDP. This gives a brief outline of the ILUP from the perspective of Chobe Land Board and highlights the additional support provided by the project for LUCIS and for training in environmental compliance. The leaflet describes the considerable number of problems which wildlife cause for the 8 communities within Chobe District, and the fact that the majority of the land area within the District is allocated for conservation within CNP and the forest reserves. It specifies the need for the ILUP to be due to land use conflicts '*arising from land allocation within an area that is wildlife infested and largely demarcated as a Protected Area.*' The leaflet also states that '*communities propose that government should control the movement of wildlife and keep it away from the human settlements and ensure that wildlife stays in the park.*' Having listed all of the problems associated with wildlife infestation the leaflet then goes on the state that '*based on the above, the Integrated Land Use Plan was developed and approved by the Chobe Land Board and now being implemented.*' The leaflet gives the overall impression that the role of the ILUP is to address the problems wildlife cause for farmers, rather than as a document that will work to increase collaborative planning across the CKL matrix of PAs, strengthen PA management and increase benefits accruing to communities from wildlife/ the national park as intended under the project. It does not give the impression that implementation of the ILUP is likely to contribute directly towards the project objective of strengthening Protected Area management effectiveness within the CKL matrix.

TE assessment of results achieved under Output 1.2

289. The process envisaged in the Project Document was one which built on the co-management framework to be established under Output 1.1. Development of the land use plan(s) under Output 1.2 was to be a process which drew all of the stakeholders together. Recognising the time this participatory process would take, the ProDoc listed it as a 'first stage' to be initiated in the first year of project implementation
290. International best practice demonstrates that integrated planning, particularly when used to support co-management, should be a partnership-based approach whereby all stakeholders are involved in guiding integration of plans, or the development of 'an' integrated plan; the result will differ depending on the management context within an area and whether there are different management areas. The participatory process takes time and is particularly important in areas where there are land use conflicts.
291. The approach taken by the project in supporting integrated land use planning, and the scope of the ILUP is different to that envisaged in the Project Document. The approach taken did not involve the level of participation and collaborative planning envisaged in the project document and the document itself does not incorporate guidance on integration of existing and emerging management plans within the CKL area. The title of the plan is an 'integrated land use plan', however the 'integration' in the title relates more to the physical zoning of land use areas/categories proposed in the plan than to establishment of integrated planning through a collaborative governance mechanism as was intended through the Bio-Chobe project under Outcome 1.
292. The need to integrate and harmonise land use planning to support protected area management was core to the intended impact of the project; to achieve this it would be essential to support mechanisms for integration between the various management and development plans in the CKL area, and collaborative management between key institutions. This is a particularly pressing issue now given that all key management /development plans are either being developed or about to be revised.
293. The Targets and Indicators in the SRF do not effectively capture the areas of support outlined in the Project Strategy (economic valuation, capacity building, integration of land use plans through a participatory multi-stakeholder process and the establishment of monitoring systems to inform integrated planning) and the TE would suggest that this is a weakness in design of the SRF. The SRF also fails to include any baseline data against which to measure results achieved under Output 1.2. The targets refer to achievement of the long-term impact of the specific results to be achieved through Output 1.2, in terms of maintaining wildlife populations at landscape level, establishing zoning and codes of conduct, securing access to water and ensuring 'compatibility of land uses with overall biodiversity management goals'. The TE suggests that the targets and indicators within the SRF are appropriate to the intended long-term impact of the project, although it is rather optimistic over the 4-year timeframe of the project to imagine that at Output level the project would be able to measure impact in terms of wildlife populations and compatibility of land uses with overall biodiversity management goals. It would have been more appropriate to have specific targets / indicators related directly to intended Output level results; the targets cited in the SRF against Output 1.2 are more appropriate at the project's Objective level.
294. Certainly, at the end of the project it is not possible to say that Output 1.2 has achieved any of the targets specified in the SRF. As outlined above, under Output 1.2 the project has supported the development of two products, the ILUP and the LUCIS, but their contribution to the overall intended Output impact of achieving integrated land use planning that are working to reduce threats and expand the economy, is at EOP extremely limited. It will depend on the establishment of multi-stakeholder planning and monitoring systems, and the integration of plans and planning processes to support integrated, ecosystem-based management.

OUTPUTS 1.3 AND 1.4 INTRODUCTION TO EVALUATIVE ANALYSIS

295. It is important to place evaluation of the next two Outputs within the context of the varying descriptions of intended results in the Project Document. The overall project strategy descriptive under Outcome 1 includes a brief outline of how all outputs work together to support achievement of the overall Outcome result, this includes Output 1.3, however there is no Output 1.4. It is only in the SRF that an Output 1.4 is included.
296. There appears to have been no analysis of the inconsistencies in the Project Document by the Project Manager or PSC and a general lack of understanding and awareness of what the project intended to achieve under these two outputs. It is disappointing that the project did not have a stronger inception process as this would have enabled stakeholders to work together to assess inconsistencies within design and to identify ways to address them. The inception workshop should have supported project partners to develop a clearer strategy for implementation of Outputs 1.3 and 1.4, clarify specific output level results and associated with this to refine targets and indicators. The project inception process should have also established the project baseline against which at project end results would be measured, there is no baseline for Output 1.3.
297. Analysis of the Project Document by the TE indicates that what the SRF has done is to sub-divide project support related to tourism in to two separate Outputs. The Project Document highlights the importance relevance of the tourism sector in providing the economic rationale for PA management and to overall sustainable development in the District. In the introduction to Outcome 1, the Project Document states that support for a strategy to expand and diversity tourism is to be the 'second' task' to be undertaken by the collaborative stakeholder forum established under Output 1.1. The descriptive states that *'This will generate additional income as well as employment and economic growth in the district. This process will also be used as a leverage point for simultaneously addressing rural poverty and taking CBNRM to a new level'* and to *'leverage the expansion of tourism to generate tangible benefits for communities, including and especially at household level and for women and marginal groups.'* It is clear that what the SRF has done is to divide this in to two result areas in to separate outputs: one output focuses on diversification and exploitation of tourism in priority areas across Chobe District (Output 1.3) and the other on leveraging increased benefits from tourism for communities, which in turn aims to support reduced HWC (Output 1.4).
298. It is extremely disappointing that the project failed to achieve intended results under Outputs 1.1 and 1.2 as this subsequently has affected Outputs 1.3 and 1.4. Project support under Outputs 1.3 and 1.4 was designed to build on support provided under Outputs 1.1 and 1.2 such that through more integrated land use planning, and through a collaborative management framework, the mechanisms would be put in place to enable stakeholders to work together to establish a strategy to expand and diversity tourism as part of the overall collaborative governance process.
299. Another factor affecting the results achieved under Outputs 1.3 and 1.4 is the lack of project engagement with the private sector. The Project Document envisaged the Park Management Committee to be a key mechanism for engaging the private sector in the project. Private sector involvement is particularly relevant to Outputs 1.3 and 1.4 given the core focus on tourism. The private sector was not however directly involved in supporting any areas of project implementation and the project did not support any measures to revitalise and engage with the Park Management Committee.
300. In the following sections the TE will examine the results achieved under Outputs 1.3 and Output 1.4 within the context of the overall logic for project support described throughout the Project Document, alongside the specific SRF targets and indicators.

OUTPUT 1.3 TOURISM REVENUE EXPLOITED AND DIVERSIFIED IN PRIORITY AREAS INCLUDING FRS AND CBNRM/CHA AREAS

Output: 1.3	Targets	Indicators
Tourism Revenue exploited and diversified in priority areas including FRS and CBNRM/CHA areas	<ul style="list-style-type: none"> Integrated tourism development plan agreed by stakeholders to increase investment in FRS (6 camp / 120+beds), CBNRM-linked areas (8 camps/200+ beds) by Y4 Tourism turnover increases by P65-100m with new 250-300 beds and 500 new jobs Tourism activities diversified to include walking, night drives, horse trails, bush dinners, remote camp sites, etc introduced Park fees increase by P2.5m At least 80% of tourists recommend Chobe to friends 	<ul style="list-style-type: none"> Tourism Investment sites and Procedures Tourism beds, income, economic employment Number of new activities introduced Park fees Tourism satisfaction

301. Output 1.3 of the project supports the diversification of tourism in priority areas including Forest Reserves and CBNRM/CHA areas, and more effective exploitation of tourism as the main economic driver for biodiversity conservation.
302. The core result that is specified for Output 1.3 under the Outcome 1 summary description is the '*development and implementation of a strategy to expand and diversity tourism*'. Within the SRF, this development result is captured as an '*integrated tourism development plan agreed by stakeholders*.' The descriptive under Output 1.3 in the Project Strategy is however extremely brief and provides little guidance as to the strategy for providing support under Output 1.3; and even the specific result of a strategy/plan is not actually included within the Output 1.3 description! Unfortunately, as discussed above, the weak project inception process meant that no further clarity or detail as to the intended results and areas of intervention under Output 1.3 was established by project partners and stakeholders at project start.
303. Specific and measurable EOP Targets are given within the SRF, however it does not include any baselines, so it is not clear from the SRF what level of impact the project aims to achieve across these areas. There are also no mid-term targets. The EOP targets within the SRF specify the achievement of quantified development results focussed on: the establishment of an '*integrated tourism development plan*', increased investment in Forest Reserves and CBNRM areas, as well as increased and more diverse tourism activities, with associated increases in employment and park fees. A target is also included to measure tourism satisfaction.
304. Even if baselines had been measured, the TE suggests that the targets relating to tourism satisfaction and turnover are not the most effective or realistic means of measuring intended project impact, due to the fact that the project could have very little influence over achieving the figures specified for both of these areas: the project could not directly influence increases in turnover by P65-100m with 250-300 new beds and 500 new jobs or the achievement of 80% tourism satisfaction. The same also applies to the increase in park fees and numbers of camps/beds. The targets at this Output level should have been much more clearly focussed on development results which could be achieved directly through project support. Really the only two targets over which the project could have significant influence are the development of the tourism strategy/plan and support for the diversification of tourism activities.
305. At the end of the project it is clear that there was no support provided to contribute towards any of the areas of intended impact. A strategy to expand and diversity tourism has not been developed or implemented and there has been no support for the diversification and exploitation of tourism across any priority areas.
306. Review of PSC reports indicates that there was a decision by the project in 2015 not to provide support for development of a tourism strategy/plan, due to the fact that the intended Output 1.3 result included expansion and diversification of tourism activities within Forest Reserves (FRs). DFRR advised that any decision on activities to be allowed within the Forest Reserves would

need to wait until completion of the Strategic Environmental Assessment (SEA) being undertaken for the Forest Reserves, funded by Forest Conservation Botswana (FCB), and the subsequent development of the FR management plans.

307. The decision by the DFRR / the PSC not to support tourism planning / initiatives within FRs was entirely appropriate as any development planning and support for tourism within the FRs should be dependent on the findings and recommendations of the SEA and management plans. However, the project does not appear to have investigated other opportunities to provide strategic support for tourism planning within CBNRM/CHA areas. This is unfortunate as support for tourism diversification within CBNRM/CHA was a core part of the project's overall strategy, particularly towards increasing the potential for tourism to work *'as a leverage point for simultaneously addressing rural poverty and taking CBNRM to a new level'* and *'to generate additional income as well as employment and economic growth in the District'* as was outlined in the Outcome 1 strategy description.
308. Project reporting on Output 1.3 is inconsistent throughout the life of the project. The 2015 PIR simply states that no support will be provided through the project until completion of the SEA for the forest reserves and development of management plans for the Forest Reserves and CBNRM areas. The 2016 PIR then indicates that the project is looking at a couple of areas of support for expansion and diversification of community-based tourism. However, the 2017 PIR provides no reporting at all under Output 1.3, reporting all activities instead under Output 1.4. The end of project 'Critical Review of the Bio-Chobe Project Logframe' undertaken by members of the PSC then returns to reporting on community-based tourism support under Output 1.3. The confusion is to some extent understandable given the lack of clarity within the Project Document, however, a clear strategy should have been developed at project start, with stakeholders, and reviewed following the MTR; this would be considered good development practice within any project and the lack of clarity within the Project Document is not a viable reason for lack of engagement in and results achieved under Output 1.3.
309. At project end the support that was provided through the project which related to tourism 'exploitation and diversification' is for the identification of 8 sites, which are described in the 2017 PIR as *'potential opportunities for tourism that could benefit local communities'* and some limited support relating to two of these sites. The proposed sites are:
 - Old Kachikau Heritage Site – Kachikau Village
 - Chobe District Heritage Trail (all villages)
 - Expansion of Cisiya Nkulu Cultural Festival
 - Development of a community Museum in Kavimba Village
 - Community Cultural Market – Kazungula Village
 - Traditional Village in Lesoma Village
 - Curio shop in Pandamatenga Village
 - Beautiful traditional homes for homestays and cultural exchanges in all villages
310. Little concrete support for the establishment of these areas was provided under the project however and at project end communities are not yet engaged to any significant extent in tourism linked to any of the sites identified.
311. The project has supported the Cisiya Nkulu Trust to develop a tourism strategy, and has provided fencing for the plot, water connection and a plan for the dancing area. At EOP this site is, however, still under development and no tourism activities have yet been initiated. The Project also supported members of the Kachikau Community trust, SAMCCA, including the Kachikau Kgosi, to visit Old Palapye Heritage Site & Moremi Gorge, a community owned heritage site, to learn how these sites are being managed. This trip aimed to raise awareness of tourism potential to enable the Kachikau SAMCCA Trust to learn from the communities at the old Palapye Heritage Site & Moremi Gorge. In partnership with Botswana Museum the project subsequently supported SAMCCA to develop signs for the Kachikau heritage sites and old police station, and to apply to Chobe Land Board for development of their heritage site as a tourism business.

312. In discussions with the Kgosi of Kachikau and community members during the TE consultations it was clear that there is considerable interest in the community for the establishment of tourism-based initiatives. However, the Kgosi and Kachikau women's group expressed some frustration that more substantial support had not been provided through the project and that at project end they have not been able to initiate any tourism-based initiatives within their community. The Kgosi was disappointed that he had had no response from the Project Manager in relation to his communications with her regarding the possibility of project support for tourism initiatives in Kachikau, and had also had no response from Chobe Land Board. The women's group 'Stand up and Do' also expressed considerable frustration at the lack of support provided. They aim to develop cultural tourism including the establishment of a dance area for traditional dance performances and basket weaving. They demonstrated their enthusiasm by treating us to a performance of one of the dances they have been practicing.
313. Following completion of the draft TE report, UNDP has clarified however that the Kachikau community / Botswana Museum application to Chobe Land Board 'was approved and the land was registered, successfully, under the Botswana Museum as part of the Government's 1000 heritage sites initiative.' Also, that 'the Project, in partnership with the Trust developed both business and management plan for the sites. The Project solicited a buy-in from other development partner, Debswana, and requested that the trust approach the National Environmental fund (NEF) to solicit funding to develop the trails and initiate the activities.' It seems therefore that there is hope that, even though the Bio-Chobe project has ended, it has helped to facilitate the processes for identifying potential tourism sites, develop a management/business plan and identify potential alternative funding opportunities for Kachikau to move ahead with their ambition to develop tourism initiatives in their area. It is unfortunate that the project was not able to support Kachikau community to establish tourism-based initiatives during the lifetime of the project as this would have aligned directly with intended project results under both Outputs 1.3 and 1.4, and there was evidently significant enthusiasm for doing so³¹.
314. There is also one area of relevant project support, reported by in PIR against Output 2.2, but which perhaps has greater relevance to Output 1.3: in March 2016 the project supported a stakeholder workshop to review the Chobe River Front Decongestion Strategy and this contributed to an ongoing process in Chobe District, looking at ways to reduce congestion around Chobe River Front. The District has in particular identified the need to reduce and manage tourism activity around Kasane, due to environmental risks and impacts and decreasing tourism satisfaction. However, no further project support was provided in this area and it appears that the main project contribution was financial support for the workshop.
315. Overall it is clear at project end that intended results under Output 1.3 have not been achieved: the project has not provided any support related to tourism development planning; there have been no tangible results achieved in terms of exploitation and diversification of tourism in CBNRM/ CHA, and none of the related targets have been met. The project has also not achieved any clear results in terms of increasing the effective exploitation of tourism as the main economic driver for biodiversity conservation.
316. Although the decision by the PSC not to engage in tourism related support within FRs was entirely correct, the project missed significant opportunities to support the diversification and exploitation of tourism in CBNRM/CHA areas and to build capacity within community organisations for the development and management of tourism initiatives. There appears to have been a disappointing level of engagement by the project manager with communities, both in terms of consultation to assess opportunities for project support and in responding to communications. At project end the project has helped to identify opportunities, and provided some limited support to two communities, but has not achieved any clear result. The project also did not effectively adopt the intended Outcome 1 collaborative governance and planning approach; it did not bring stakeholders together at the District level to discuss tourism development planning, and to identify opportunities to more effectively exploit tourism as a driver for biodiversity conservation.

³¹ If the project had provided further support to Kachikau women's group to establish their culture-based tourism initiative this would also helped to demonstrate opportunities for women and achieve a gender-based result.

OUTPUT 1.4. TOURISM EXPANSION USED TO LEVERAGE COMMUNITY BENEFITS (THROUGH PPPS AND HH REVENUE SHARING) AND WILDLIFE MANAGEMENT

Output: 1.4	Targets	Indicators
Tourism expansion used to leverage community benefits (through PPPs and HH revenue sharing) and wildlife management	<ul style="list-style-type: none"> 8 villages receiving at least P400,000 annually with 80% benefiting HH and providing at least 250 jobs. Communities employing game guards and providing MOMS and HWC reports HWC reduced to 4 lions, 5 elephants LU zoning, protection and business plans implemented and monitored Livelihoods improve 15% especially for marginal people and women (surveys) Governance tracking shows 65%+ performance and at least 30% women representation. 	<ul style="list-style-type: none"> Amount and % of tourism fees reaching community Employment Uptake of wildlife management and land use zoning by communities

317. As discussed above, the Outcome 1 strategy description in the Project Document does not include an Output 1.4; this Output is only incorporated within the SRF. However, from the Output statement, the specific targets and indicators in the SRF, and the overall Outcome description, it is clear that Output 1.4 was intended to focus on achieving 'community benefits' through 'tourism expansion' alongside improved wildlife management to reduce HWC. The anticipated benefits to be achieved through strengthened community engagement in tourism include increased revenues for local households and strengthened/more diverse livelihood strategies; the biodiversity conservation rationale was that by reducing communities' sole reliance on agricultural production, and increasing opportunities for their engagement in wildlife-based tourism, this would also create incentives for wildlife conservation and the PAs. Project support under Output 1.4 would contribute to achievement of the anticipated Outcome 1 result whereby increased community benefits from wildlife-based tourism would work towards achieving '*a community-driven demand for wildlife as a core land use practice, to incentivise land use planning, and to reduce human-wildlife conflict*'³²
318. The actual support provided through the project under Output 1.4 was very different to that envisaged in the Project Document. The project focussed the majority of its support on the introduction of Conservation Agriculture (C/A) to communities within Chobe District and on the purchase of equipment for two organisations: the Chobe Fresh and Dry Fish Association and the Chobe Enclave Conservation Trust. Project support for increased community engagement in / benefits from tourism was very limited: 20 youth from Pangamatenga village were trained in catering services, professional guiding and dress making. The training was organised by the Botswana Tourism Organisation (BTO) in Maun; the project's contribution was in paying their tuition fees and DSA. Of the 20 trained, 18 graduated and at EOP 15 are reported to be employed, including 2 as guides.
319. The 2015 PIR report indicates that at project start there was consultation by the project with each of the communities in the District on the issue of human wildlife conflict. It states that ten people from each village were invited to attend a 'Community Consultation Forum' and that two meetings were held, one in November and one in December 2015, focussing on possible interventions for addressing Human Wildlife Conflict and the effectiveness of existing measures in Chobe. The 2015 PIR states that the results of these meetings '*are to inform the Chobe District HWC management strategy which will be developed by the Department of Wildlife and National Park with the project support*'. This consultative process aligns well with the participatory approach envisaged in the Project Document and the focus of the consultations on

³² Project Document page 37, where the Project Strategy describes results anticipated from Output 1.3 which within the SRF is divided in to two separate Outputs (1.3 and 1.4). This anticipated impact is reflected in the targets and indicators established for Output 1.4.

HWC also aligns well with intended results under Output 1.4. However, there appear to be no meeting reports outlining what was discussed at these community consultation fora, nor any records which identify potential areas for project support emerging from the consultative process. The project did not subsequently provide any support for either the development of a HWC strategy, nor to develop measures to address HWC. Consultations with communities during the TE indicate that damage by wildlife to crops remains a major issue and that the project has not provided any direct support to address HWC issues.

320. Under Output 1.4, the project did not achieve any significant results in terms of leveraging benefits for communities from tourism, nor to reduce HWC or support wildlife management. The following assessment examines the support which the project did provide under Output 1.4 and assesses the contribution towards achieving intended project results.

Conservation Agriculture (CA)

321. The core area of assistance provided under Output 1.4 was in the provision of equipment to the Department of Crop Production (DCP), to support them in introducing Chobe communities to Conservation Agriculture (CA). DCP support for C/A contributed to the national Climate-Smart Agriculture Program 2015-2030, which aims to strengthen the sustainability of agricultural production national wide. Through the Bio-Chobe project DCP established demonstration plots and piloted agricultural techniques with 60 farmers. Support provided by the project included the purchase of substantial equipment for DCP and a 'bench marking' trip to Zambia. The project also provided funding support to enable DCP to produce a short documentary on CA, as part of a national awareness raising programme on CA within the national Climate-Smart Agriculture Program. The following section of the TE examines the support provided by the project in more detail and the results achieved.
322. The equipment purchased for DCP included 3 tractors, 5 mechanised ploughing/ripping machines, a rotavator, 5 boom sprayers and planters as well as ox and hand drawn planters, sprayers, and rippers. The cost was US\$115,688. DCP use the equipment to support farmers across Chobe District; they provide support to subsistence farmers for free, small scale farmers pay a % of the hire cost and larger scale commercial farmers can hire the equipment directly. As is standard practice across Botswana, subsistence farmers also receive all seeds and inputs (fertilisers, pesticides etc) free from the government, through DCP.

Figure 6: Tractors and Sprayers purchased for DCP



323. In July 2015 the project supported a group of ten people (6 small scale farmers and 4 agricultural extension staff) to travel for a week to Luanga Valley in Zambia to learn about conservation agriculture (CA). In August 2015 the project subsequently supported DCP to hold a stakeholder workshop, to introduce CA to the 35 farmers in the District who were to be engaged in piloting the techniques. Five farmers were selected from 7 villages (total of 35 farmers) and each farmer pledged 2 ha for piloting CA in the 2015/2016 ploughing season (70 ha total). 10 of these were female headed households. The 2016 PIR records however that 'due to the late rains and the drought, out of a target of 70 ha only 35.19 ha were covered. The farmers have not yet packaged their produce, therefore the total yields is not yet recorded'. No data was made available to the TE to demonstrate the results achieved through the project at EOP, and there

appears to have been no monitoring of the impact on support for C/A on community livelihoods or on the levels of interest and support for C/A amongst communities.

324. Due to the fact that the TE was undertaken during the rainy season, which is the short weather window during which farmers are able to farm in Chobe, most farmers were not able to leave their fields to attend community consultation meetings. The extremely limited time allocated by UNDP for consultation during the TE meant that consultation time with communities was limited and it was only possible to visit 3 out of the 10 communities in Chobe District and one CA trial site. The site visited was one of the pilot fields where a crop of maize had been planted using CA techniques next to a field where traditional techniques had been used. The increase in plant size in the CA field was evident and the farmer confirmed the increased yield he had achieved using CA techniques this season. He also confirmed his interest in continuing to trial conservation agriculture.
325. The CA trial plot was located directly adjacent to a 'wildlife corridor' which elephants regularly use to move to and from the river; protecting crops from elephant and other wildlife damage was a major concern for this farmer. He said that the project had not provided any direct support for protection of crops from wildlife damage, however he has had support from the NGO Elephants Without Borders to trial solar powered lights as a deterrent to elephants. He suggested that the solar powered fencing technique appeared to be working in that to date there had been no damage by elephants to his crops. He stressed however that elephants are only one wildlife pest, major damage was often caused by baboons eating the maize before it could be harvested, and by warthogs among many others. As well as the EWB solar powered fence, his fields were guarded day and night from a platform. A benefit of using CA was that the technique requires smaller field sizes which make it easier to guard and fence.

Figure 8: Field being guarded using traditional method (picture on the left) and solar powered fence trialled by the NGO Elephants without Borders (picture on the right)



326. DCP stated to the TE that the support which they provided for conservation agriculture in Chobe District through the Bio-Chobe project has achieved positive results in terms of yield per hectare, however no EOP report has been produced and no data was made available to the TE to demonstrate the results achieved. DCP also confirmed that they intend to continue to support CA throughout the District using the equipment purchased through the project, alongside existing equipment which they have. The national Climate-Smart Agriculture Program runs to 2030 and CA is a core part of this program.
327. The small number of farmers with whom the TE was able to consult also indicated that they were interested in continuing with the CA techniques which DCP had demonstrated to them, assuming that they would continue to receive full support from DCP. They stressed that they do not have the skills or equipment to be able to continue to use CA without ongoing support from DCP. The only negative feedback received by the TE on Conservation Agriculture was from the CBO representing Chobe Enclave communities, the Chobe Enclave Conservation Trust (CECT); the Trust indicated that they felt that the majority of farmers were not interested in CA and they

did not hold high hopes of CA being established as a long-term farming technique in the District³³.

328. At EOP no monitoring data is available to show the actual results achieved over the life of the project, and a very limited time was allocated by UNDP to enable the TE to consult with farmers across the District³⁴. It is not possible to come to any firm conclusion as to the actual or likely impact of CA support provided through the project on community livelihoods. Farming is core to the livelihoods of local communities and is also important for local food security. CA offers the potential for more sustainable agricultural production and increased resilience to climate change; CA techniques help to increase soil fertility and conserve soil moisture, increasing yields and reducing the need to plough large areas. There is also a link between increased use of CA and the potential to reduce HWC in that the reduced field size required for CA means that fields are easier to patrol and protect from damage by animals, hence reducing time and effort needed for 'wildlife management'. Reduction of HWC would however be more effective if land allocation for agriculture by the Land Board was in areas away from key wildlife corridors³⁵. Project support has focussed on providing equipment to the Department of Crop Production and for the trialling of CA with 60 farmers across the District. At EOP communities do not yet have the capacity to use CA techniques independently and require ongoing support from DCP; the project has increased DCPs resources through the purchase of substantial agricultural equipment, and has provided the opportunity for DCP to work with farmers in trialling CA techniques. The support provided under the project also links in to the national Climate Smart Agriculture Programme and the fact that this programme will run until 2030 suggests that, so long as CA trials achieve positive results for farmers in Chobe District, support for by DCP will be ongoing following EOP.

Figure 7: Comparison of a field farmed using CA techniques (on the left of the picture) to that using normal techniques (on the right) showing increased plant size achieved using CA



329. In evaluating results, however, the TE must assess the contribution of support provided by the project to the results intended under Output 1.4, and ultimately to the achievement of Outcome 1

³³ The Trust supports farmers in the sale of produce, including through a small milling plant.

³⁴ The 2 farmers engaged in trialling CA with whom the TE was able to consult is not a representative proportion

³⁵ This was an intended land-use planning result under project outputs 1.1 and 1.2 however at EOP there has been no demonstrable result in changing farmland allocation patterns/provisions away from high risk areas.

and Objective level results/targets. The project was not a sustainable agriculture project, its focus was on strengthening the management effectiveness of the CKL matrix of PAs. The intent under Output 1.4 was to achieve an EOP situation whereby 'tourism expansion is being used to leverage community benefits (through PPPs and HH revenue sharing) and 'wildlife management'. The aim under Output 1.4 was to increase communities' access to and involvement in the wildlife-based tourism sector, in order to generate increased benefits for households and more diverse livelihood opportunities. The intended biodiversity conservation impact was one where communities don't have to solely rely on agriculture as their only livelihood option and are able to engage in the wildlife-based tourism industry; this would then help to increase the sense of wildlife as a livelihood resource and decrease the level of HWC inherent in wildlife as agricultural pests.

330. In providing equipment to DCP, the project incurred a significant cost, one which was not provided for in the project budget, however, the contribution to achieving intended Output or Outcome results is minimal. Indeed, project investment in providing support to the agriculture sector in many ways works against the intended approach under Output 1.4 which aimed to increase community engagement in and benefits from tourism, and decrease sole reliance on agriculture. Several project partners consulted by the TE view DCP as the major beneficiary of the Bio-Chobe project due to the quantity of equipment/funds they received. Although the work that DCP are doing is important for agricultural sustainability, the level of expenditure under the Bio-Chobe project is not well aligned with the intended project results at Output, Outcome or Objective level, and was not effective and efficient use of GEF project funds. The focus on building the capacity of DCP for CA does not directly support the intended Output result of 'Tourism expansion used to leverage community benefits (through PPPs and HH revenue sharing) and wildlife management' or the overall project focus on 'strengthened protected area management effectiveness in the CKL matrix'.

Equipment Purchased for Chobe Enclave Conservation Trust (CECT) and the Chobe Fresh and Dry Fish Association

331. The project also purchased equipment for the Chobe Enclave Conservation Trust (CECT) and for the Chobe Fresh and Dry fish Association. The cost of the equipment purchased was substantial but again had no direct relevance to intended project Output, Outcome or Objective level results and there appears to have been no results-based criteria or even selection process for identifying what equipment to buy for whom.
332. The project purchased a range of equipment for the Chobe Fresh and Dry Fish Association including a cold room, deep freezers, nets, office furniture, camping equipment and a generator. The 2016 PIR states that *'The project has developed the capacity of the Fishermen's Association by providing materials, equipment, machinery and trainings on governance and leadership, marketing, quality assurance.'* Unfortunately, the Association were not available for consultation during the TE and other than the entry in the PSC meeting report and in the expenditure report in 2015 there is no further mention of either the Association or the equipment and no follow up support or monitoring appears to have been undertaken. Stakeholders consulted during the TE appeared unclear as to why the project had invested in purchasing equipment of the Chobe Fish Association; there is no obvious link between purchase of the equipment by the project and any support towards sustainable fisheries or management of river ecosystems.
333. The equipment purchased for the Chobe Enclave Conservation Trust (CECT) included an electric milling machine, brick moulding machine, concrete mixer and two trailers. As part of the equipment purchase process members of CECT were also sponsored by the project to travel Lusaka, Zambia in November 2015 to view the machinery and equipment for the milling plant and select the supplier. Although the Trust were very grateful for the equipment provided by the project they raised the concern that the brick moulding machine had been given to them with no instructions and despite numerous requests to the Project Manager they still have no instructions and have not been able to use it. During TE consultations CECT also expressed concern that they are unable to use one of the trailers because it is an industrial size trailer which requires a JCB to load it, and the Trust do not have a JCB. However, following the TE

consultation process UNDP CO have confirmed that the trailer can be taken apart and reassembled as a standard trailer which does not require JCB loading.

334. The Trust did express disappointment that no capacity building assistance had been provided through the project for any livelihood support initiatives, alongside the equipment. They had hoped that the project would support the milling enterprise to improve marketing and product development, strengthen links to markets and value addition to products. During consultations the TE asked CECT how the decision had been made by the project to provide them with the equipment and what the process had been; they responded that there appeared to be no criteria or assessment process, they had heard that the project had funds to spend on equipment, made the requests to the Project Manager and were quite surprised when they were given it all.
335. UNDP explained that the rationale for purchase of the milling plant and trailers was related to the support provided for Conservation Agriculture through DCP, the rationale being that CECT provide support to small scale farmers in the sale of agricultural produce; the rationale was that the equipment would be used by CECT to increase farmers earnings, including those engaged in CA. Following the hunting ban, CECT have very small profit margins and have concerns about their own financial sustainability. The rationale for the purchase of other equipment (concrete mixer, brick making machine etc) for CECT was also to provide them with additional avenues to generate income.

Figure 9: Milling Machines Purchased for CECT



336. The expense incurred by project in the purchase of substantial equipment for CECT and the Fresh and Dry Fish Association is not appropriate to the context of this project. The purchase of trailers, concrete mixer, brick making machine and a milling plant for CECT, and of a cold room, deep freezers, nets, office furniture, camping equipment and a generator for the Fish Association had no direct relevance to intended project results and was not part of the intended project budget. The equipment provided will not support strengthened protected area management, nor will it work to increase community capacity to engage in the tourism industry as intended within the Project Document. If the project had been solely a community development initiative and if capacity building support had also been provided for development of livelihood initiatives related to the equipment, then there would be a development rationale for the expenditure, but that was not the project's focus or intent and funding was not provided by GEF for that purpose.
337. It is of significant concern to the TE that there were no cross checks, criteria or assessment process to decide whether the expenditure of GEF funds was appropriate and would support the

achievement of intended project results. It would seem to indicate that there are inadequate assessment procedures within UNDP CO and the PSC. Within GEF supported projects there should be a clear process to ensure that use of funds is appropriate and well targeted, in particular where major items of equipment are purchased costing over US\$100,000. There is an urgent need for UNDP and Project Executing Partners to investigate this and put in place the decision making systems, and cross-checks to ensure that, in the future, projects are not able to use funds inappropriately.

Energy Efficient Stoves

338. In early 2018 the project provided support for the introduction of energy efficient stoves to communities within Chobe District. The purpose of this was to introduce a more energy efficient means of cooking and to reduce the challenges women face in collecting fire-wood in areas where wildlife such as elephants, buffalo and lions roam at large, thereby reducing human-wildlife conflict.

Figure 10: Energy Efficient Stoves



339. The project supported a trip to Zambia to introduce CECT and community members to the stoves and subsequent training was provided to all eight communities in the construction and use of mud charcoal stoves. Twenty households were introduced to energy efficient stoves: ten female headed households were introduced to mud charcoal stoves, and ten of the poorest households were given solar stoves.
340. The support for fuel efficient stoves has relevance to intended project impact under Output 1.4 in that it can contribute to reducing HWC, support more sustainable livelihoods and introduces concepts of sustainable use. However unfortunately the training was only provided in early 2018 and at the time of the TE in April 2018 only two stoves had been built and were operational. There was interest amongst women in the stoves and those consulted confirmed that they intended to build some in the future, however the rainy season meant that they had not yet been able to build the mud stoves. The introduction of energy efficient stoves is a good mechanism to introduce communities to concepts of sustainable use and to provide support that would reduce pressures on women, freeing up time for increased engagement in other livelihood activities and contributing to reduced HWC. If the stoves had been introduced at the start of the project this

would have been a good first step, however at EOP the actual results achieved and impact of project support towards achieving Output 1.4 is minimal.

Overall TE evaluation of results achieved under Output 1.4

341. In order to measure progress towards the achievement of intended results under Output 1.4 the Project Document specifies that the project should establish and undertake bi-annual surveys of the livelihood and gender effects of support, and measure the type and levels of 'community benefits' achieved. One of the targets under Output 1.4 requires demonstration that 'livelihoods improve 15% especially for marginal people and women (surveys)'.
342. The project did not undertake any surveys or monitoring to demonstrate livelihood improvement at any level, and there was no monitoring of the gender effects of project support.
343. The main livelihood related result that has been achieved under Output 1.4 is in the introduction and trialling of Conservation Agriculture (CA). If adopted, CA can enable farmers to have a smaller field size which is in turn easier to patrol against wildlife, which may help to reduce HWC and to reduce pressure on land. Feedback from the Department of Crop Production (DCP) and the small number of farmers with whom the TE was able to consult indicated that trials of CA in Chobe have yielded positive results and that there is interest in continuing with the technique. However, CECT suggested that there may not be broad interest and support for adopting CA. The project did not monitor the results achieved, or capacity built, and at EOP no livelihood impacts or community benefits resulting from project support for CA have been demonstrated.
344. In providing support at the community level the project did pay attention to ensuring there were opportunities for women to engage in project activities. The support provided by DCP included a number of women farmers in trialling conservation agriculture³⁶. As outlined above, the introduction of energy efficient stoves was also directly targeted at achieving livelihood benefits for women. At EOP only one of the stoves is operational and it is not therefore possible to conclude that significant benefits for women have been achieved through the project. However, the introduction of the stoves does provide the potential for women to benefit from project support following EOP, if stoves are built and widely adopted within communities.
345. The Project Document identifies the potential for *'the expansion of tourism to generate tangible benefits for communities, including and especially at household level and for women and marginal groups.'* It was through Output 1.4 that the project aimed to support communities to access these 'tangible benefits'. The descriptive under Outcome 1 states that: *'The project will support the establishment of new tourism investments to generate additional revenue and income for communities and businesses in the district.'* In so doing the project hoped to increase the extent to which tourism would contribute to livelihood security, increase the sense of wildlife as a resource for communities and decrease reliance on agriculture. Unfortunately, at EOP there has been no progress towards achieving these intended results. It is clear that support provided through the project under Output 1.4 did not directly contribute to the intended Output 1.4 result whereby *'tourism expansion is used to leverage community benefits (through PPPs and HH revenue sharing) and wildlife management'* nor to associated Targets and Indicators within the SRF.
346. One of the targets to be achieved through Output 1.4 was the reduction of human-wildlife-conflict and this is a key issue for communities in Chobe District. Wildlife causes significant damage to crops and there is loss of livestock to predators. The project did not achieve any significant results to address these issues; consultation during the TE indicates that HWC, in particular crop damage, remains a major problem for communities and that understandably wildlife such as elephants that can cause major damage are viewed as pests, rather than a resource. However, crops continue to be located next to 'wildlife corridors', increasingly the likelihood of wildlife damage, and the project itself trialled C/A on fields directly adjacent to wildlife corridors.
347. Under Output 1.4 the project did not monitor the impact of support provided at any level and as discussed above the support provided does not appear to have been strategically targeted towards intended project results and impact. Both the effectiveness and also the efficiency of

³⁶ 10 of the households out of the total of 34 engaged in the CA trials were female headed households.

project support under Output 1.4 need to be questioned. The level of expenditure by the project on the purchase of equipment for DCP, CECT and the Chobe Fish Association is not commensurate with the results achieved through the project and does not directly support achievement of intended results at the Output, Outcome or Objective levels. The inappropriate use of project funds to purchase equipment that does not directly contribute to achievement of intended project results was an issue that was also picked up by the project's mid-term review (MTR) which observes that *'the project...is perceived as a demand driven activity where stakeholders 'ask' for what they would like to see the Project produce or what they would like to see financed, and not as a project that plans activities and products seeking results. Key partners indicate that they would like to see the project fund "shopping districts", "provide clothing for government employees", "computers", "fund private sector business upstarts etc'.* Throughout project implementation there appears to have been a misunderstanding of the project and its intended results at many levels, including at the community level.

Overall Evaluation of the Achievement of Intended Development Results under Outcome 1

348. Outcome 1 aimed to establish and 'capacitate' collaborative governance in PA and buffer zones, increasing economic growth and removing threats. Through Outcome 1 the project aimed to support *'(i) successful management of environments at landscape level; (ii) security for wildlife movements across land units including access to critical dispersal areas and water sources; (iii) compatibility of land/natural resource uses with overall biodiversity management goals (iv) a reduction in land use conflicts and HWC; (v) economies of scale in the tourism sector; and v) strengthening management effectiveness in buffer zone and multiple use areas.'*
349. At project end, it is clear from the analysis of support provided under Outputs 1.1 to 1.4 that the project has not established the collaborative governance framework and approach anticipated or any of the associated results. Support provided through the project was not well focussed on the intended output results and did not follow the strategic approach and associated activity areas described within the Project Document. It has not achieved any of the targets and was not well aligned with the indicators in the SRF. The implementation approach/process did not work to bring stakeholders together in a structured and goal-oriented way around tangible outputs. Facilitation and partnership building support provided by the project has been particularly weak and has not resulted in any real measurable result in terms of establishing integrated management systems at landscape level, that will work to strengthen PA management. Under all of the result areas specified in the Project Document, the project has had no measurable positive impact and all of the key threats and issues facing the CKL area that are described in the baseline analysis within the Project Document remain at the end of the project.
350. The project was supposed to have undertaken governance tracking in order to demonstrate progress towards the establishment of improved governance mechanisms including improved representation of women; the associated target calls for 'governance tracking' which 'shows 65%+ performance and at least 30% women representation'. However here again the project not undertake any monitoring or governance tracking, and indeed no relevant support was provided to improve community level governance mechanisms and benefit sharing. The project did not provide any support for strengthening the role of women in governance mechanisms.
351. It is extremely disappointing that the project did not build on relevant experience within Botswana and internationally in the establishment of collaborative governance frameworks to strengthen protected area management effectiveness. There is very relevant experience within Botswana on which the project could have drawn, including the following initiatives:
 - Okavango Delta Management Plan Initiative led by DEA with support from DANIDA, IUCN, SIDA and German Development Cooperation. During TE consultations local DEA staff expressed their disappointment that the project had not drawn on experience from this initiative and had not followed a more collaborative and integrated process for management planning in Chobe. The DEA representative pointed out that integrated management planning should involve a long-term, participatory, partnership-based process, this is an approach that was not directly supported through the Bio-Chobe project.
 - Makgadikgadi Framework Management Plan initiative. This provides extensive relevant material and experience in integrated management planning in Botswana. The PSC itself

cited this as a useful initiative that the project should review as part of support for collaborative governance. The PSC advice was provided very late on in project implementation, but even then, was not taken up by project management.

- UNDP/GEF project supporting 'Strategic Partnerships to Improve the Financial and Operational Sustainability of Protected Areas: The project mobilized communities and the private sector to partner with Government in conserving birds and biodiversity in small Protected Areas in the Makgadikgadi Wetland System.
- Northern Botswana Human Wildlife Co-existence project (GEF-World Bank funded).

352. As part of the project inception process the project manager and lead partners should have identified ways to build on and link in to relevant experience in Botswana. UNDP CO and the PSC should also have provided strategic guidance and directly assisted project partners / manager in identifying relevant national experience and resources.
353. There is also a wealth of international experience in PA management initiatives which have supported collaborative and integrated mechanisms to achieve biodiversity conservation and sustainable livelihoods. A key role of a UNDP/GEF supported project such as Bio-Chobe is to facilitate linkages to this international experience, particularly given both UNDP and GEF global experience in this area of work.
354. Overall, support provided by the project under Outcome 1 was neither effective in achieving intended results, nor efficient in terms of use of funds towards achieving those results. As outlined above the TE has raised significant concerns regarding decision making over the use of project funds under Outcome 1. The TE rates support under Outcome 1 to be 'unsatisfactory' across both categories of 'effectiveness' and 'efficiency'.

OUTCOME 2: MANAGEMENT EFFECTIVENESS AND FINANCIAL SUSTAINABILITY IN CORE PROTECTED AREAS STRENGTHENED TO ADDRESS EXISTING AND EMERGING THREATS TO BIODIVERSITY

355. The Project Document stresses that *'the absence of a sustainable financial strategy and business planning for the Chobe PA Complex is putting at risk the long-term sustainability of the PA and its biodiversity, and that of the tourism sector.'*
356. Within project design one of the key barriers to effective management of protected areas in the CKL matrix was identified to be inadequate investment in the protected area estate. The Project Document describes the baseline situation as one in which: *'district land use planning and economic development does not adequately reflect the fact that wildlife is the number one economic driver in Chobe district. Revenues generated from protected areas are not reinvested in to the PA system; the financial investments in managing these parks is lower than what is required to manage them, partly due Botswana's revenue management policies which centralises all revenue accruing to government.'*
357. The Project Document estimates that *'current budgets for CNP and FRs are P5m and P3.5m respectively and are inadequate compared to realistic requirements of P15-20m (including support of buffer zones) and P7m respectively.'* It highlights that during stakeholder consultations for project design *'it was agreed that there is a strong (and urgent) economic case to be made for increased financing of the Chobe PA Complex.'*
358. The Project Document stresses that to achieve sustainable PA management and tourism development, the Chobe PA Complex should be able to consistently cover its core operational costs. To do this PAs need *'(a) adequate and well-planned budgets and (b) systems that ensure that these budgets are used effectively to respond to existing and emerging threats.'*
359. Under Outcome 2 the project aimed to strengthen protected area management and financial sustainability by addressing the following core issues:
- Insufficient budgets for PA management
 - Inadequacies of performance criteria to directly link biodiversity conservation outcomes to human resource management systems

- Inadequate monitoring systems for evaluating the effectiveness of resource protection measures

360. To address these issues Outcome 2 has two component Outputs:

- Output 2.1: Management effectiveness and financial efficiency of the PA Complex increased
- Output 2.2: Effective Resource Protection and Monitoring in Place

361. The co-management framework that was to be established under Outcome 1 was to form the partnership basis for providing support through Outcome 2. In implementing Outcome 2, the Project Document specifies that the project manager should work directly with DWNP, DFRR and the Park Management Committee.

SUMMARY OF RESULTS ACHIEVED

OUTPUT 2.1: INCREASE MANAGEMENT EFFECTIVENESS AND FINANCIAL EFFICIENCY OF THE PA COMPLEX

Output: 2.1	Targets	Indicators
Increase management effectiveness and financial efficiency of PA Complex	<ul style="list-style-type: none"> ▪ CNP/FR legally established as business centres by Y3 and retaining P20m to manage CNP and FRs effectively ▪ PA revenues increased by 25% from new sites in FRs and streamlined PA gate and concession fees ▪ CNP Income: P25m; CNP Budget: P15m; FR Income: P4m; FR budget: P 10m; Strategic surplus: P4m ▪ Activity based budgets and performance indicators in place by year 2 ▪ Visualized data presented to stakeholders to support evidence-based decision making, e.g. fires, LE, habitats, wildlife, CBNRM, tourism, etc ▪ 80% of tourists satisfied with game viewing along Chobe River frontage ▪ In Y1, review staff numbers and capacity relative to KPAs, including job descriptions and performance criteria, and initiate a staff development plan. ▪ At least 3 staff trained with degrees, 15 with certificates and diplomas, and 170 through professional short course training. ▪ At least 50 staff houses rehabilitated with water, electricity, 10 vehicles 	<ul style="list-style-type: none"> ▪ Sustainable Financing Plan: ▪ PA Revenues ▪ Reduction in funding gap of the targeted PAs ▪ Effective Management ▪ Management Information System ▪ Tourism crowding and satisfaction ▪ Human resource capacity (relative to KPAs)

362. Under Output 2.1 the project was to provide technical support to develop the economic case to justify increased budgets for the Chobe PA Complex. As part of this the project was to analyse the fit of regional best practice for managing PAs to Botswana's administrative circumstances.

363. The strategy to be used under Output 2.1 for improving management effectiveness was threefold, it included:

- Increasing PA budgets: The description under Output 2.1 specifies that the project will identify '*a number of possible financing mechanisms for PA management including revenue retention, private sector financing, Payment for Ecosystem Services schemes (PES) and other innovative resource mobilisation methods under a co-management framework*'.

Based on this analysis the project would then seek to demonstrate that management of PA funds in a decentralised way can increase the efficacy of management systems. The Project Document specifies that *'changing the way GoB manages staff and budgets is beyond the scope of the project, but the case will be made for funds to be managed in a decentralised way to demonstrate the efficacy of these approaches, and with the intention of influencing future policy decisions.'*

- Implementing accountable performance-based management systems: The project would support development of 'a business plan to generate financing on the scale needed to address emerging long-term pressures on biodiversity'.
- Developing staff capacity: The Project Document identifies staff capacity as a 'key barrier to management effectiveness'. The project was to support the development of a guide for a long-term PA staffing plan and human resource development'.

364. The indicators and targets within the SRF reflect the result areas outlined in the project strategy and focus on: the development of a sustainable financing plan, quantifying increases in PA revenues and income, strengthened management systems and increased staff capacity, including a staff development plan.

365. The following sections examine the support that was actually provided under Output 2.1 during project implementation:

Capacity Assessment Workshop, Survey and Training

366. A capacity assessment workshop for Chobe National Park was held in June 2015. The purpose of the workshop as outlined in the 2015 PIR was *'to consult with the Park staff for the development of a human resource Capacity Development Plan to enhance management effectiveness of the park'*.

367. A Capacity Development Plan was not subsequently developed, however in 2016 a capacity assessment survey was undertaken for Chobe National Park staff which identified a number of capacity gaps. Based on this a training plan was developed and this will be a useful tool for DWNP. The project subsequently supported 16 DWNP staff to have training in 'Improving Customer Satisfaction', organised through the Botswana National Productivity Centre. The training covered all levels from supervisors to camp keepers as they both interact with customers on a daily basis. UNDP CO have confirmed that 'after the training there has been a major improvement in terms of customer satisfaction as the number of complaints has reduced drastically and even the customer satisfaction ratings has increased from 85% to 96.3% from the satisfaction surveys conducted. An area that was evident in terms of improvement was the way in which they answer the telephone with the office in which two officers got awards for excellent performance at the departmental and ministry level.'

Training and exchange visits for DWNP / CNP staff

368. In 2015 the project supported a visit for senior staff from CNP (11 officers) to Kgalagadi Trans-Frontier Park to learn about the SAN Parks management procedures and policies. This appears to have been a useful experience for those who participated. However, it does not appear to have led to any changes in procedures or processes within CNP management systems and further support was not provided by the project to build on CNP learning from the trip.

369. A subsequent trip was supported in June 2017 for DWNP staff to attend an 18-day training course on socio-economic evaluation of PAs at Luangwa National Park in Zambia. The aim of the training was to enable the trainees to be able to demonstrate the socio-economic value of CNP in order to lobby Treasury for a greater budget for the park. This aligns well with the Output 2.1 objective and the approach outlined in the Project Document. However unfortunately the project did not provide any further follow up support after the training to ensure that the knowledge was used by DWNP to undertake socio-economic evaluation of CNP; at EOP the training has not yet been used by DWNP to lobby for additional funding.

370. In February 2018, 10 DWNP staff were supported to undertake PA management training in South Africa. There were two courses: Ensuring Efficient Management of PAs (5 days) The main focus of this training was on how to develop management plans; and a training course on Conservation Management Training (5 days), mostly focussed on METT. The feedback from

DWNP staff who participated in the training was that it was very useful. However, the training was provided during the final few months of project implementation and at the time of the TE it is not possible to determine what impact it is likely to have in terms of increasing management effectiveness within CNP; the project has not undertaken any assessment of capacity-building results. DWNP expressed to the TE that they were disappointed that the training had been provided at the very end of the project, they observed that if training had been provided earlier on in the project and subsequent support had been provided through the project for the development of systems and procedures, as was intended in the Project Document, this might have resulted in the institutionalisation of more efficient systems and procedures to support PA management. UNDP CO have provided additional information following submission of the draft TE report that 'Annual Operation Plans were replicated' and the Rapid Assessment and Prioritization of Protected Area Management (RAPPAM) technique has been used by DWNP.

371. Unfortunately, however, the project did not undertake an overall assessment of the capacity-building impact of training provided under Output 2.1. Although an EOP capacity assessment was scheduled to be undertaken by the project, the PSC meeting in February 2018 decided not to commission the assessment.

Development of a Financial Scorecard and outline Business Plan for CNP

372. In May 2018, following the TE mission, UNDP commissioned the development of a Financial Scorecard and Business Plan for CNP. This document was presented to the TE in mid-June 2018 following submission of the initial draft TE report. The 2018 scorecard and business plan builds on the 'CNP Business Plan' which was developed in 2012 under the UNDP/GEF project supporting 'Strategic partnerships to improve the financial and operational sustainability of protected areas'. The consultant developing the updated 2018 plan was the previous team leader of the work commissioned in 2012 and was thus able to draw directly on the previous CNP Business Plan.
373. The consultant undertook a review of relevant literature and data and consulted with CNP and DWNP staff. The 2018 report updates the analysis of park expenditure and revenue, covering the period between 2013 to 2018 and assesses CNP profitability and the 'financing gap'.
374. The first half of the report presents the CNP financial and operational analysis. This indicated that *'almost all the elements (personnel, operation and asset maintenance) were grossly under-budgeted for'* highlighting that the financing gap negatively impacts CNP biodiversity conservation objectives, including in key areas such as monitoring and research, fire management and patrolling. The study used the UNDP financial sustainability scorecard, tailoring it to the Botswana PA system / CNP context.
375. The analysis in the report identified key barriers to sustainable financing of CNP to be the:
- *'Legal and policy framework which stipulates that all revenue must be deposited with revenue office without retention of a certain portion of revenue generated'*
 - *'Lack of comprehensive economic valuation of the park to determine total economic value including a lack of detailed studies on value of the CNP and its contribution to government revenue'*
 - *'Lack of trained personnel to develop proposals for donor funding which will results in diversified funding for the park.'*
376. These findings closely mirror those of the design team for the Bio-Chobe project, indicating that the situation at EOP remains similar to the baseline at the time of project design.
377. The results of the financial analysis within the Business Plan show that *'the park is making profits, however, there is a strong indication that the park is under-budgeted as essential expenditures such as operation costs (fuel, protective clothing) and maintenance costs (roads, camping facilities and static plants) are not fully covered.'* The analysis concludes that CNP has *'a substantial financing gap'*
378. The Plan proposes mitigation measures to *'create a conducive environment for CNP sustainable financing'* as follows:
- 'Legal and policy framework'*

- *Change legal & policy framework to accommodate CNP to timely review and adjust park fees*
- *Review the legal and policy framework for the park to retain a define percentage of revenue generated*

Lack of trained staff to develop proposal for donor funding

- *Train staff on development of proposal for donor funding*

Lack of detailed studies on TEV on CNP

- *Undertake studies on TEV, PES and environmental accounting system for the park*
- *Engage Ministry of Finance and Development Planning on the TEV, contribution of the park to national budget*
- *Propose percentage revenue retention for park'*

379. The second half of the Plan then builds on this analysis to develop a 20-page outline Business Plan and associated 2-page Implementation Plan. The report stresses that the business plan should be used *'within the context of CNP management plan to ensure that revenue generated remains a means towards the end of more effective biodiversity conservation and does not become a top priority. It is envisaged that by implementing the developed business plan the park would be able to raise sufficient revenue to cover total expenditure and contribute to government revenue generation. This will thus justify any budgetary increment request from the government'*
380. The Business Plan provides a summary of the CNP geographical area and of activities, products and services, alongside data on visitor number over the last 11 years, and projected visitor numbers to 2028. It has the following objectives
- *To ensure that the park generate sufficient revenue which could be partly ploughed back into park vote to cover essential park operations activities*
 - *To ensure that all conservation costs are met to achieve the park conservation goals*
 - *To provide tourism service of international repute from revenue generated by maintaining tourism facilities in the park (firebreaks, camp sites, observation hides, roads etc)*
381. The 2018 CNP Business Plan is a shorter document than that produced in 2012. The 2012 Business Plan looked at 3 different management scenarios (minimal, probable and optimal), whereas the 2018 plan focusses solely on the optimal scenario. The plan provides an estimate of expenditures and costs based on this optimal scenario and proposes staffing required to effectively operate CNP. The staffing proposed is identical to that put forward in the 2012 report with a slight change in numbers of personnel required in some positions.
382. The plan highlights the importance of marketing and identifies advertising, website development, international tourism fora, a focus on high quality products, promotions and public relations as important within a marketing strategy.
383. The plan stresses that *'implementing the business plan as a way of closing the financing gap through improved financial management will require adequate financial resources'*. It goes on to develop a 6-page outline financing strategy for CNP, highlighting the following revenue mechanisms as key to such a strategy.
- *Increasing park fees,*
 - *Retaining some of the revenue generated from park economic activities,*
 - *Increasing government funding/budgeting to the park*
 - *Introduction of conservation fee as a form for Payment for Ecosystem service (PES) to the hotels and tour operators*
 - *Introduction of spot fines along transit roads for viewing and photographing wildlife*
 - *International donor funding*
 - *Identify more areas for camping and tourism activities*
 - *Improved monitoring on tourists coming through airfield*

384. At the end of the Business Plan, a short table is included as an ‘implementation plan’:

Activities	Responsible Agent	Timelines	Cost of implementation
Consultation with the government on change management of the park to improve revenue generation and financial sustainability	DWNP, Director	2 months	n/a
Situational analysis on parks fees, regional fees and international fees and justification for fee increase	DWNP,	2 months	200 000.00
Undertake human resources audit to identify critical manpower for optimal operations of the park	CNP management	1 month	n/a
Consultation with stakeholders (tour operators) on proposed change management of the park	DWNP	1 month	n/a
Implement marketing strategies for the park	DWNP, BTO and HATAB		
Identify foras for marketing the park	BTO and DWNP	2 weeks	n/a
Identify hotspots countries for digital marketing of the park	BTO, DWNP and HATAB	2 months	n/a
Raise revenue for marketing of the park	DWNP		
Development and adoption of the financial scorecard	DWNP, MFDP and BTO	2 weeks	n/a
Training the staff on financial scorecard	Consultant	1 week	20 000
Implement on financial scorecard on annual basis	CNP	yearly	n/a

385. On the basis of the findings of the assessment the report concludes with the following recommendations

‘Long Term

- *A need to consider change in management of the park from public to parastatal*
- *Undertake a comprehensive economic valuation of the park to establish its TEV.*
- *Undertake the positive economic spillover study of the park by providing additional ecosystem services and estimate the PES scheme for the park*
- *Implement the developed business plan with the overall objective of closing the current existing financing gap*
- *A need to engage and mobilize a multi stakeholder platform for improved financial management of the CNP as its effective operations will have spillover benefits to the district.*

Short Term

- *Set-up a vote for CNP budget*
- *Monitoring of tourists coming by air to reduce underreporting of tourists*
- *Increase the park fees to be comparable with regional park fees*
- *Train the park management on financial management and budgetary processes*
- *A need to improve the contribution of other activities besides entrance fees which accounts for over 93% of total park revenue.’*

TE Assessment of the contribution of the CNP Business Plan and Financial Scorecard to intended development results

386. As outlined above, one of the areas to be supported through Output 2.1 was the implementation of ‘accountable performance-based management systems’. A key tool for achieving this was the development of a business plan; the Project Document specifies that ‘a business plan will be

*developed and implemented for the matrix of PAs to generate financing on the scale needed to address emerging long term pressures on biodiversity.*³⁷

387. One of the indicators to measure results achieved under Output 2.1 was a 'Sustainable Financing Plan', this was to be used by the project to achieve associated indicators and targets including a reduction in the funding gap and increase in PA revenues.
388. At the very end of the project, a Business Plan and Financial Scorecard has been developed for CNP. The data and analysis within it will be very useful for CNP/ DWNP and the team developing the new CNP Management Plan. The Plan identifies core business planning objectives and establishes an outline structure around which CNP can develop a more detailed Business Plan as part of their management planning process. The document provides current and projected financial management planning data and analysis, alongside identification of key areas which CNP will need to consider in business management planning³⁸. It will be important however for CNP to examine why they did not use the 2012 CNP Business Plan. The current plan is essentially an updated, more concise version of the 2012 Plan and for this plan to be used and have a positive development impact, it will be important for CNP to identify how they will incorporate it in to their planning and management processes. To ensure that CNP have strong 'ownership' of the current Business Plan it may be most useful for DWNP / park management to consider the current document a draft outline upon which they can build in developing their overall management planning framework.
389. The overall recommendations and findings emerging from the financial and operational analysis in the first half of the 'Financial Scorecard and Business Plan' report highlight several areas which should have been undertaken through the Bio-Chobe project including the need for economic valuation of CNP; assessment of sustainable financing options; capacity building of CNP staff in park management and financial management; strengthened monitoring and the need to 'engage and mobilize a multi stakeholder platform for improved financial management'.
390. The analysis in the 2018 Business Plan report confirms at project end the relevance of an initiative such as Bio-Chobe, and the need for CNP to have support to strengthen the management effectiveness and financial sustainability of the park. The business plan highlights that barriers identified in project design continue to limit the effectiveness of CNP and underlines the ongoing relevance of the intended development results under Output 1.2.
391. At project end it is now possible to say that the Bio-Chobe project has supported development of an outline Business Plan and Financial Scorecard assessment for CNP, however the intent in design was for this to be developed and subsequently implemented through the project, to achieve tangible results in terms of increases in park revenues, improvements in performance and staffing/staff capacity. The Business Plan has been developed in the last month of project implementation and at project end it is not possible to determine what impact the plan is likely to have. The project has not achieved the intended result of establishing a plan that is being '*implemented for the matrix of PAs to generate financing on the scale needed to address emerging long term pressures on biodiversity*'. However, the CNP now has an updated report, in the form of the 2018 Business Plan and Financial Scorecard, which it will be able to use to develop mechanisms to increase the efficiency of CNP operations, and to investigate options for increasing the financial sustainability of park management

Terms of Reference for the Review of Management Plan for Chobe National Park

392. At the end of the project UNDP also supported CNP to develop a 5-page Terms of Reference (TOR) for a consultant to review current draft CNP management plans. This was provided to the TE in June 2018, following submission of the initial draft TE report.
393. The Management Plan Review TOR state that 'currently the park operates with three draft plans being the CNP management plan of 2002, CNP management plan of 2008 and the CNP River Front Management plan of 2008, the purpose of the review of the management plan is therefore

³⁷ Project Document page 55

³⁸ FT: As discussed under Outcome 1, CNP are looking for funding and support to revise their outdated 2008 draft management plan.

to reconcile all previous planning efforts into a single, easy-to-read and implementable document for the day-to-day use of the Park Managers’.

394. The TOR are very brief and do not provide adequate guidance for development of a management plan for CNP. It would not be appropriate for CNP to base management of the park on a document which ‘reconciles’ the 2002 and 2008 management plans in to a ‘single easy-to read’ document. These plans were produced over 10 years ago. What is required now is for CNP to develop a new management plan which draws on current data and which aligns with and is well co-ordinated with management planning process being undertaken for the forest reserves as well as with broader land use planning across the CKL and KAZA TFCA area. The Bio-Chobe project document highlights key issues which affect CNP management effectiveness and any management plan for CNP would need to address these issues. The TOR for a consultancy to develop a management plan should provide a clear background to the current situation and core issues affecting management effectiveness. It should also specify that the management planning process must draw on current information and documents including the analytical work undertaken through the Bio-Chobe project. The TOR should list all key documents to be reviewed by and incorporated in to development of a CNP management plan including all key policies, strategies and plans, the SEA currently being developed for the forest reserves, the KAZA TFCA plans and assessments, and documents produced under the Bio-Chobe project including the Survey and Assessment of the Conservation Threats of CNP and the Forest Reserves and the associated mitigation measures proposed within it, the CNP Business Plan and Financial Scorecard, the Wildlife and Habitats Status Report and the ILUP. Development of a CNP management plan should involve consultation with all key stakeholders and should draw on both national and international best practice.
395. The TOR as drafted are unlikely to result in development of an effective and comprehensive management plan for CNP. It should also be noted that CNP continue to face the challenge of finding funding to support a management planning process. It is extremely disappointing that the Bio-Chobe project did not support DWNP/CNP to review and revise their outdated management plans as part of support for integrated management and strengthened PA management effectiveness. This would have aligned well with intended project results. Development of a skeletal TOR document once the project has effectively ended really is too little too late and the TE would urge CNP not to use the TOR as currently drafted.

Conclusion of the TE on Results Achieved under Output 2.1, compared to Intended Development Results

396. At EOP it is clear that the intended development results under Output 2.1 have not been achieved; neither the intended results outlined in the project strategy, nor the more specific, quantified targets outlined in the SRF. At project end there has been no tangible or measurable increase in the management effectiveness and financial efficiency of the PA Complex.
397. Output 2.1 was a core element of the Bio-Chobe project, to support both the Outcome 2 result whereby ‘management effectiveness and financial sustainability in core protected areas would be strengthened to address existing and emerging threats to biodiversity’, and the overall Project Objective which is closely aligned with that Outcome 2 result. It is extremely disappointing that so little attention and effort was put in to providing support under Output 2.1 given its core relevance to achieving intended project impact.
398. The intent within design was for the three-pronged approach outlined in the Project Document to be developed further during the project inception process, to enable stakeholders to agree on mechanisms for achieving the results anticipated under Output 2.1. Unfortunately, the weak inception process meant that this was not facilitated by the project and there appears to have been no concrete discussions at either the TRG or PSC level on effective mechanisms for achieving intended Output 2.1 results.
399. The approach outlined within the Project Document aimed to: increase PA budgets, establish accountable performance-based management systems and develop staff capacity. At project end there has been no measurable result across any of these areas. The project has not had any impact in increasing PA budgets nor has it made any progress towards that result. The project did not provide support for the identification of *‘possible financing mechanisms for PA*

management including revenue retention, private sector financing, Payment for Ecosystem Services schemes (PES) and other innovative resource mobilisation methods under a co-management framework' and it did not develop an economic case to justify increased budgets for the Chobe PA complex. The project also did not support the development of performance-based management systems. It has not achieved any measurable result towards increasing financial sustainability of the CKL PA matrix. Some training has been provided for CNP / DWNP staff and exchange visits have been supported through the project, these are likely to have increased the knowledge and awareness of participants, but unfortunately there was no follow up support provided by the project and no monitoring of capacity levels. At EOP it is not possible therefore to come to any conclusion as to the impact of the training in terms of an increase in CNP capacity or likely impact on management effectiveness; to date there has been no concrete improvement in management systems or effectiveness.

400. The indicators and targets within the SRF reflect the result areas outlined in the project strategy and focus on: the development of a sustainable financing plan, quantified increases in PA revenues and income, strengthened management systems and increased staff capacity, including a staff development plan. They are therefore appropriate to the extent that they capture intended result areas. Some of the Targets within the SRF are however somewhat unrealistic and could have been more clearly aligned with intended Output level results. For example, the project should have supported DWNP, DFRR and CNP to undertake analysis, develop proposals and to lobby for increased financing, and it should have supported stakeholders to develop management systems and plans so as to increase the efficiency of use of funds, however, it could have very little direct control over actual budget and staffing increases; targets specifying quantified increases in CNP budgets and staff numbers are not entirely realistic as Output level project results. At Output level it would have been more appropriate for the SRF to capture results such as 'improved management systems and revised CNP management plan in place and actively being used to increase management and financial efficiency' alongside specific monitoring of efficiency levels, rather than budget increases per se.
401. At EOP the baseline situation outlined in the Project Document has changed little since project design and the intended Output result to 'increase the management effectiveness and financial efficiency of the PA complex' has not been achieved. There was obviously strong support for achievement of results under Output 2.1 at the time of design, and as confirmed in the Financial Scorecard and Business Plan report it remains a priority area at project end in order to address the key threats and issues identified in design. This output was not an easy area of work, but it was a critical one for achieving overall project impact. It is extremely disappointing that the project did not give greater priority to support under Output 2.1 given its significance to achievement of intended development results under the project.

OUTPUT 2.2: EFFECTIVE RESOURCE PROTECTION AND MONITORING IN PLACE

Output: 2.2	Targets	Indicators
Effective resource protection and monitoring in place	<ul style="list-style-type: none"> Wildlife Protection: Management information system in place by Y2. At least 25,000 patrol days annually, Less than 1 poaching incident / 100 patrol days, Less than 10 elephant poached annually Habitats stable or improving Burned area reduced to 4,000km², Effective Community Based Fire Management Committees in place by year 1, Integrated Fire Management Strategy in place Stable or increasing populations of indicator / at risk species e.g. puku, red lechwe, tsessebe, sable, roan, bushbuck, slaty egret, wattled crane Aquatic Environment: Baseline survey and threat assessment conducted by Y3 	<ul style="list-style-type: none"> Wildlife Protection (patrol days, area coverage, Poaching catch/effort data) Status of key habitats Reduced area burned annually Wildlife populations Aquatic environment

402. The Project Document stresses that resource protection and monitoring should be 'core business' within the management of protected areas in the CKL matrix, stressing that effective and efficient PA management relies on data from monitoring, which is currently 'not readily available to inform adaptive management'. To help address this shortfall Output 2.2 was to provide the following areas of support:
- Assist in the development of a simple but effective biodiversity monitoring process for habitats, wildlife, and aquatic systems. The project was to foster partnerships with research institutions, independent researchers, the private sector and NGOs to facilitate collaborative research and monitoring.
 - Strengthen Chobe riverfront ecological monitoring to assess impacts; tourism satisfaction surveys, and stakeholder engagement and to identify 'corrective actions'.
 - Develop capacity to conduct applied research and training through existing research and training institutions.
 - Complement implementation of the National Anti-poaching Strategy by strengthening the monitoring of antipoaching efforts through the use of indicators such as patrol effort, number of arrests and conviction rates.
 - Make resources available to integrate fire management into planning and support for DFRR in formulating an Integrated Fire Management Strategy
403. Relevant support was provided during project implementation across a range of areas and these will be examined below. However little support was provided towards the core issue of establishing more effective monitoring systems for habitats, wildlife and aquatic resources, nor in terms of establishing linkages with research institutions and there has been little demonstrable impact towards the intended development result whereby there would be '*effective resource protection and monitoring in place*' across the CKL matrix of PAs. None of the intended Targets have been met.
404. The following sections of the report examine support that was provided under Output 2.2 during project implementation and the results achieved.

Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves

405. A 'Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves' was supported through the project, undertaken by the consultancy company Biotrack Botswana Ltd. The Terms of Reference (TOR) for the Threats Assessment Report require the consultant to: identify major conservation threats to PAs and establish the magnitude, severity and sources of the identified threats; develop a ranking matrix with participation of all key stakeholders and subsequently rank threats based on severity and impact; undertake an analysis of 'possible aggravating factors for the threats' and develop threat abatement/mitigation strategies for each identified threat; subsequently develop a threat monitoring programme, relating this to existing environmental monitoring programmes and including definition of role of stakeholders in the management (monitoring and abatement) of threats through a consultative process.
406. A draft final report was submitted by BioTrack Botswana Ltd in November 2016, finalised in 2017. This is an extensive 290-page assessment report which provides valuable data and analysis to support protected area management across the CKL matrix. The assessment examines relevant legislation, policies, strategies and plans across all areas relevant to biodiversity conservation in the CKL area. It also presents an assessment of the bio-physical and socio-economic conditions across the area and of vegetation and wildlife ecology. The report presents remote sensing data, examining forest loss between 2000 and 2013 with an analysis of forest dynamics.
407. Based on the overall analysis and a multicriteria / EIA based scoring/rating system, key threats to biodiversity across the CKL matrix are identified. The report then develops abatement / mitigation strategies for each threat and examines current monitoring programmes, identifying ways to strengthen systems to more effectively monitor threats/threat levels and the effectiveness of mitigation actions.

408. The report is comprehensive and provides important information for management of both CNP and the forest reserves and should be used as a key reference document in the development of management plans for these areas, as well as for integrated land use planning across the CKL area. The assessment stresses the importance of an ecosystem or landscape-based approach to management of the overall CKL matrix and warns against 'a return to the manipulative management techniques of the recent past, such as artificial water point provision and fencing.'
409. The report highlights that Chobe National Park and the surrounding Forest Reserves are '*at an interesting, if not critical, point in their management history*' whereby '*in many respects Botswana is facing the perfect storm in terms of biodiversity loss precipitated by the coincidence of a spatially confined but burgeoning elephant population, increasingly fragmented and isolated ecosystems, a failing CBNRM programme, spiralling poaching and climate change. There are no 'quick fixes' to the task of effectively conserving biodiversity under these new threats other than restoring ecosystem resilience. This will entail a visionary redesign of conservation landscapes in Northern Botswana by Policy makers rather than a reversion to the more easily-understood implementable solutions (such as artificial water provision, regular prescribed burning or culling) that demonstrably do not work, but remain a politically expedient palliative to that of tackling the less tangible issue of resilience*'
410. The analysis found fire and elephants to be threats to biodiversity with their dual impact leading to continued decline of forest cover across Northern Botswana in general and the CNP/Forest Reserves in particular. The north easternmost Forest Reserves of Kazuma, Kasane Forest Extension and Sibuyu were found to be particularly prone to extensive fires, which across most of the Project area occur at a frequency of 1-3 years rather than the 5-7 yr interval widely regarded as necessary to enable recruitment of key forest species.

Figure 11: Threat Ranking using EIA methodology

Threat	Extent	Intensity	Duration	Consequence		Probability	Significance
Fuelwood	1	1	2	4	Very Low	Probable	Very Low
Overharvesting	1	2	2	5	Low	Probable	Low
Disease	2	2	2	6	Medium	Possible	Low
Livestock	1	2	3	6	Medium	Probable	Medium
Dryland Farming	1	3	3	7	High	Possible	Medium
Drought	3	3	2	7	High	Probable	High
Invasive and Alien Species	3	2	3	8	Very High	Possible	High
Mining	3	3	3	9	Very High	Possible	High
Fire	2	3	3	8	Very High	Probable	Very High
Elephants	3	3	3	8	Very High	Definite	Very High
Commercial Agriculture	3	3	3	8	Very High	Probable	Very High
Climate change	3	2	3	8	Very High	Probable	Very High
Lack of CBNRM	2	3	3	8	Very High	Probable	Very High
HWC	3	3	3	9	Very High	Probable	Very High
Pollution	3	3	3	9	Very High	Probable	Very High
Poaching	3	3	3	9	Very High	Probable	Very High
LU/LC	3	3	3	9	Very High	Probable	Very High
Inadequate Investment in PA Mgt	3	3	3	9	Very High	Probable	Very High
Tourism	3	3	3	9	Very High	Probable	Very High

Figure 12: Combined Northern Forest Threat Map: Stock, Human, Fire and Elephant

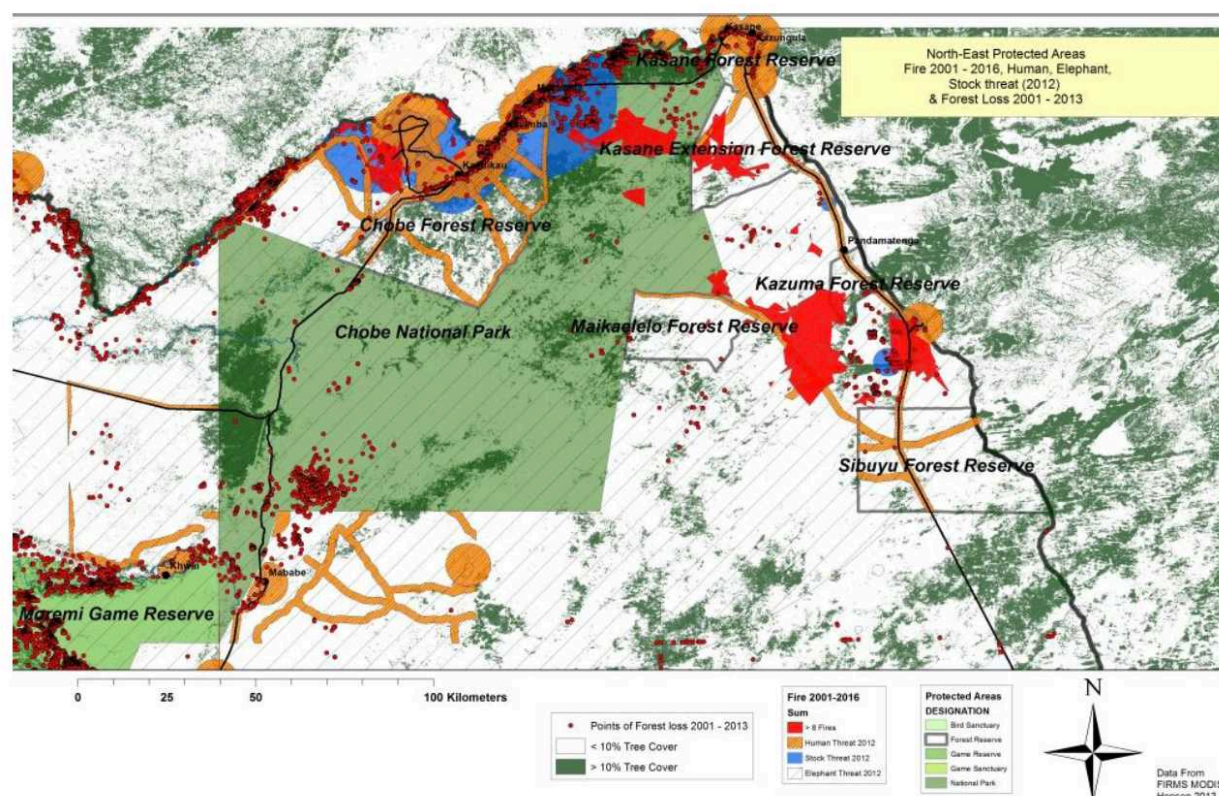


Figure 13: Area Scoring on the Basis of Threat Level Faced

	Fire	Elephants	Comm Ag	HWC	Dry land	Overharvesting	Live stock	Fuel wood	Disease	Invasive and Alien	Pollution	Min ing	Clim Ch	Poaching	LU/LC	Tot Threat
Pandamatenga	9	8	9	9	3	8	5	5	7	7	8	3	9	8	9	107
Kasane Forest Extension	8	6	8	7	0	8	0	4	7	3	6	3	5	6	8	79
Chobe Forest Reserve	8	6	5	8	0	8	4	3	7	3	3	3	6	6	2	72
Kazuma Forest Reserve	9	6	9	8	0	8	0	4	6	2	4	3	5	6	3	73
Maikaelelo Forest Reserve	8	6	4	0	0	4	0	1	1	2	0	3	5	7	2	43
Sibuyu Forest Reserve	8	6	3	6	0	5	0	1	4	2	2	3	5	7	2	54
CNP - Riverfront	1	9	0	0	0	1	0	0	0	5	3	0	8	6	0	33
CNP - Noghatsoa	4	8	0	0	0	1	0	0	0	2	1	0	7	4	0	27
CNP - Savuti	5	6	0	0	0	1	0	0	0	2	1	0	7	4	0	26
Sub-total	60	61	38	38	3	44	9	18	32	28	28	18	57	54	26	514

Threat level = Rating of level threat exerted by factor. Threat Total = Sum for all Threats; Climate Change = Importance of area in mitigating climate c

411. The third most severe threat was from expansion of commercial agriculture and the report highlights that 'selected areas such as Pandamatenga, Kasane and the Chobe Enclave are experiencing land use/land cover change as a major threat to biodiversity and forest cover. Commercial farming at Pandamatenga is of particular concern with plans to extend agro-commercial production to the Northern Plains likely to be particularly detrimental to biodiversity

as the area constitutes a biodiversity hotspot. Wildlife corridors with the adjoining Matetsi Hunting Concession in Zimbabwe are threatened as a result and the corridors identified in successive EIAs as vitally important for wildlife movements have been lost entirely or heavily encroached upon by infrastructure and farming/settlement..... A host of threats such as pollution, invasive and alien species and fragmentation are associated with the commercial farm developments at Pandamatenga and to a lesser extent other settled areas such as Kasane and the Chobe Enclave.'

412. The report stresses that *'biodiversity conservation in the Chobe National Park and surrounding Forest Reserves cannot succeed in isolation from the broader ecological and social landscapes in which these areas are found. Ecosystem resilience cannot be restored, and biodiversity conservation concerns meaningfully addressed, within a narrow spatial and temporal framework that will simply see some wildlife populations continue to decline as the landscape fragments and is subjected to a host of fatally flawed expensive manipulative management measures (e.g. fences and artificial waterpoints) and unprecedented Human-Wildlife-Conflict. The solution lies in shared landscapes around the PAs and Forest Reserves in which the local communities genuinely benefit from the presence of wildlife and are also able keep domestic stock, without compromising the nation's broader goal of a lucrative beef export industry.'* The report advises that *'As far as is possible all key management recommendations should be implemented within a CBNRM framework and used to increase ecosystem resilience and boost rural livelihoods.... The lack of benefits going to local communities from both wildlife and forest resources is a structural threat to biodiversity and a major cause for concern, as while these areas serve a vital role in terms of the provision of ecosystem goods and services, they will be converted to more direct forms of (income) benefit, unless CBNRM can operate in a more meaningful way.'*
413. The report provides extremely useful information which, if used and actively implemented, will be an important tool to support more effective PA Management. It will be particularly valuable for DWNP/CNP and DFRR in development of management plans for the protected area and forest reserves. Given the importance of ecosystem-based management to the CKL area, and the multiple threats associated with land use planning and expansion of commercial agriculture, the assessment report should also be used to guide the establishment of integrated management planning for the CKL area as a whole. Revision of the draft ILUP should include detailed consideration of the findings and recommendations of this threat assessment, to ensure that land-use planning processes within Chobe District work to mitigate threats and support ecosystem-based management.
414. At EOP it is of some concern to the TE however that in consultations on the Threats Assessment some core TRG members including CNP, DWNP and DFRR did not seem to have knowledge of its contents and are not yet using it. EWB raised the concern that a paper copy of the 290-page document was circulated for final approval by the Project Manager at a TRG meeting in 2017, but no draft of the report had been circulated to TRG members for review ahead of the meeting and no one present at the meeting had therefore had the opportunity to read it. The project did not organise a workshop to present/discuss the findings of the Threats Assessment and no support was provided through the project to implement the threat mitigation strategies proposed in it. UNDP CO have subsequently confirmed in comments on the draft TE report that the Threats Assessment is approved, having been discussed at the 13 June 2017 TRG meeting, and later presented to the PSC on 15 June 2017 for approval.
415. The threat assessment and proposed mitigation strategies within it provide important information for management of the CNP and the forest reserves. It is disappointing that the project did not hold a workshop to present and discuss the findings and threat abatement / mitigation strategies proposed in it, and that the project did not provide further support to ensure that it was integrated as a key tool within PA management. However, in providing feedback on the draft TE report, DWNP confirmed to UNDP that they will increase awareness about the Threats Assessment among their staff and support its use within PA management. The TE recommends that it would also be useful for UNDP CO to ensure that all key agencies including DWNP, DFRR, DEA, BTO, EWB, KAZA TFCA, CLB and the District Council are given copies of the final version of the report. Due to the length of the document, it would also be useful for UNDP / DWNP to develop a concise summary leaflet on the key findings and recommendations.

Status Report of the Wildlife and Habitats within and around Chobe National Park

416. BioTrack Botswana Ltd were also commissioned by UNDP CO in May 2018 to complete a 'Status Report of the Wildlife and Habitats within and around Chobe National Park'. The report was provided to the TE in mid-June 2018 following the end of the TE in-county stakeholder consultation mission and submission to the draft report.
417. The objective of the Status Report, as outlined in the TOR for the consultancy was to: 'define the status of wildlife and habitats within and around the Chobe National Park and identify opportunities for conservation of wildlife and habitats within and around Chobe National Park'. The methodology used by BioTrack Botswana Ltd involved a desk-top review of relevant literature followed by a two-day consultation with stakeholders.
418. The Status Report comprises the following core sections:
- a chapter summarising the Legislative Framework; this is identical to the chapter provided in the Threats Assessment discussed above, the only difference being that in the Wildlife and Habitats Status Report, short paragraphs are added describing the UN Framework on Climate Change, World Heritage Convention, United Nations Sustainable Development Goals and the draft ILUP developed under the Bio-Chobe Project.
 - a chapter on the Biophysical and Socio-Economic conditions relevant to the CNP. Again, this analysis is identical to that in the Threats Assessment report with the difference that additional discussion is included on 'ecoregions, rare and endangered species, baobabs and the deciduous tree *Schinziophyton rautanenii*'.
 - a chapter on the 'Status of Wildlife' within and around Chobe National Park. Again, this is almost word for word identical to the chapter on Wildlife Ecology within the Threats analysis report, with a slight restructuring of paragraph headings and additional information in some sections. The Vegetation Ecology chapter in the Threats Assessment Report is however not repeated in the Status Report, within which there is less of a focus on 'habitats'
 - a chapter assessing Key Issues. Although structured under different headings and not covering all of the threats identified in the Threats Assessment Report, this chapter essentially summarises some of the key issues emerging from the threats analysis.
 - The final sections of the report then present Conclusions and Recommendations. The recommendations in the Status Report are helpful and align well with the recommendations within the Threats Analysis Report. They focus on the importance of establishing ecosystem-based management across the KAZA TFCA area and to support this, the potential benefits of a multi-stakeholder-platform (MSP) which can work to achieve adaptive, integrated management and support CBNRM. The specific recommendations of the Status Report are as follows: *'Undertake a Feasibility Study for the Kalahari – Rift Valley (KALARIVA) TFCA; Organise a strategic adaptive management and monitoring workshop for the KAZA-TFCA countries; Re-invigorate CBNRM and implement many of the key recommendations made in past reports such as those guiding the use of the Forest Reserves for NTFP and ecotourism; Implement a 'payment for ecosystem services' approach (as recommended by Stuart-Hill and Diggle, 2016) in the wildlife dominated areas surrounding Chobe National Park and the Forest Reserves; Ensure management and monitoring 'harmony' in the CNP, Forest Reserves and surrounding areas, so as to avoid sectoral conflicts and unintended consequences.'*

The report also recommends that a *'Multi-Stakeholder Platform (MSP) could be established for Chobe District and the entire Northern Conservation Zone....the proposed MSP would serve as a platform for the exchange of ideas, centred on a participatory approach and bring together actors from diverse backgrounds, including local farmers (as represented by their associations), researchers, government extension workers and key departments (e.g. DWNP/DFRR), NGOs, community leaders and others who all have interests in the same aspect of sustainable land management, but would not normally come together to share knowledge or development strategies.'*

- In its Conclusions, the Status Report raises the concern that *'Botswana, along with many of its neighbours, will not achieve the UNDPs recently established sustainable development*

goals or the Aichi targets in any meaningful way.’ It identifies a number of key factors which are preventing Botswana from addressing biodiversity conservation challenges including:

- *Delays in implementing some of the key Policy recommendations made to the Botswana Government consistently over the last forty years from a diverse array of stakeholders*
- *Unprecedented pressure to expand from settlements, traditional agriculture and industry into land around Chobe National Park that is needed for conservation.*
- *Unprecedented human wildlife conflict*
- *Increasing, but inevitably unquantifiable, reports of individuals affected by HWC taking matters into their own hands by poisoning or shooting the problem animals concerned*
- *Loss of wildlife corridors between protected areas*
- *Delays in ecotourism and sustainable utilisation of NTFPs improving rural livelihoods through CBNRM*
- *Pressure, sometimes from conservationists themselves, to fence and fragment the rangelands rather than keep them open for free ranging wildlife populations.*
- *A tendency to fall back on artificial water provision (AWP) and so extend the range of elephants, rather than use AWP more strategically (location and pumping strategy) within the KAZA-TFCA.*
- *A cycle of consultancy reports on issues where the answers are already known.*
- *Focus upon charismatic and high profile species such as elephants and rhinos and related anti-poaching activities, rather than management for persistence at a broader spatial (KAZA-TFCA and beyond) and temporal (centuries rather than decades) scale.*
- *Long term threats to Botswana’s excellent global reputation as a country that has dedicated some 40 per cent of its land area to wildlife conservation.*

TE Assessment of the contribution of the Wildlife and Habitats Status Report to intended Bio-Chobe Project Development Results

419. The ‘Status report of the Wildlife and Habitats within and around Chobe National Park’ is in most of its components almost a word for word replica of the ‘Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves’ report commissioned by the project in 2016. A few paragraphs have been added and the analysis of vegetation ecology has been omitted, however the main difference is that the Wildlife and Habitats Status Report does not include abatement / mitigation strategies for key threats and it presents slightly different, although aligned, recommendations and conclusions and has a stronger focus on the implications of climate change for biodiversity conservation in CNP. The recommendations and conclusions of the Status Report are very pertinent in highlighting key issues currently preventing Botswana from moving ahead with achieving biodiversity conservation results. The emphasis on ecosystem-based management, the importance of the KAZA TFCA area, role of CBNRM and potential benefits of a multi-stakeholder platform are particularly useful when considering future support for PA management and biodiversity conservation in the CKL area. These recommendations reflect the findings of the Threats Assessment report and also those of the Bio-Chobe Project Document, re-emphasising the importance of many areas of intended impact under the Bio-Chobe project.
420. The TOR for the CNP Wildlife and Habitats Status Report overlap directly with those of the CNP and Forest Reserves Biodiversity Conservation Threats Assessment. The Status Report TOR have a narrower focus than the Threats Assessment but essentially request the consultant to do the same studies they had previously undertaken as the basis of the threats assessment.
421. It seems extra-ordinary that the Bio-Chobe project would commission a report at the end of the Project which replicates work already completed and is somewhat ironic that one of the issues which the Status Report highlights as a key problem preventing Botswana from moving ahead with improved biodiversity conservation is: ‘a cycle of consultancy reports on issues where the answers are already known.’ It seems that in this Status Report we have poignant, if not somewhat extreme, example of that particular problem!

Community Level Management Oriented Monitoring Systems (MOMS)

422. DWNP in Chobe District are working with communities in developing Management Oriented Monitoring Systems (MOMS). Under the Bio-Chobe project MOMS training for community groups was supported, undertaken by DWNP and including the development of MOMS tools for anti-poaching. DWNP nationally are currently receiving support through a USAID project for digitisation of MOMS which will help to ensure that data collected through MOMS can be input to a database and used within management information systems. Once DWNP in Chobe are able to digitise MOMS data this will mean that the information will become much more easily accessible for use in monitoring and management.
423. There is a need however to strengthen use of MOMS within forest reserves. The EOP tracking tool assessment provides specific recommendations relating to use of MOMS within FRs: *'More resources need to be invested to roll-out Management Oriented Monitoring System (MOMS) within forest reserves, which system (MOMS) should also be upgraded from an entirely paper-based system to a fully-functional database that would facilitate speedy collation and analysis of data. Management Oriented Monitoring System (MOMS) should be rolled-out and a codified system for analysing and feeding back to management the results of the MOMS developed. Plans should also be developed for sustaining the resource inventory monitoring protocols instigated through the Dept of Forestry/JICA Forestry Inventory project. Initial in-country discussions held by Dept of Forestry and Range Resources over the last 2 years on REDD+ need to be enhanced, including more specific proposals for strengthening the measurement, reporting and verification (MRV) system of monitoring, within the context of REDD+ and for the forestry sub-sector more generally. Discussions on the MRV are crucial because currently MOMS does not adequately address fields such as economic performance of forest reserves, tourist satisfaction, community response and well-being, nor environmental change at a landscape-scale.'*
424. Unfortunately, the project did not undertake any monitoring of use of MOMS over the life of the project, not of capacity raised and at EOP there is therefore no data to demonstrate the impact of the training provided.

Technical Equipment and Training in Data Management

425. The Bio-Chobe Project also supported a short training course on database development and management for DWNP in Chobe by a data management expert who provided recommendations on the type of equipment required and the type of data to be collected and entered in the system. The project subsequently provided computers and a database to DWNP to support monitoring. The equipment was however provided in the last few months of project implementation and at EOP is not yet being used for that purpose.

Environmental Compliance Training

426. Environmental Compliance Training was conducted by Dr Koboto from UNDP CO three times during project implementation, for Chobe Land Board, DLUPU, DFRR, DWNP, the police and the military. The training focussed on the key issues of compliance and enforcement. The training aligns with the focus of Output 2.2 on improving resource protection. Unfortunately, however, again the project did not provide any follow up to support agencies to improve their systems or operations, and there was no monitoring of levels of compliance and enforcement over the life of the project. At EOP there is no data to demonstrate any project impact in improving compliance and enforcement.

Support to strengthen Community Based Fire Management Capacity

427. Through partnership with DFRR, the Bio-Chobe Project supported training for community-based fire management committees (CBFMC). In mid-2015, 'Guidelines for the Community Based Fire Management Committees (CBFMC)' were developed, approved by the committees and finalised. DFRR subsequently conducted training on fire management for all Chobe communities and in May 2016 the Bio-Chobe project supported sixty-two participants (31 male / 31 female) to attend a workshop on fire management. A booklet and poster were also developed under the project to increase public awareness on fire management. The project also purchased fire-fighting equipment for Chobe villages including fire beaters, hand sprayers, spades and a large trailer operated spraying machine.

Figure 14: Fire Fighting Equipment purchased for CBFMC



428. All three communities consulted during the TE had undertaken training in fire management and all those consulted appreciated the training and equipment provided through the project. The concern raised by all communities was, however, that they needed protective clothing to tackle fires, which had not been purchased as part of the equipment. Linked to this they questioned why such a large sprayer had been purchased when the communities had no trailer to tow it; they suggested that it would have been more appropriate to include protective clothing. There was a suggestion by some members of the committees that it would be useful for the project to support an EOP hand-over to cement the partnership with DFRR and ensure fire-fighting committees receive commitment for ongoing support from DFRR, including for transport of equipment and people to bush fires and for maintenance of the equipment.
429. One of the targets to be achieved through Output 2.2 was the development of an Integrated Fire Management Strategy. At the August 2015 PSC there was a decision by PSC members to not provide support for a consultancy to undertake this work through the project so as to reduce costs to the Bio-Chobe project. The meeting concluded that DFRR should be responsible for developing the District Fire Management Strategy themselves without project support, however no amendments were made at mid-term to change the relevant target within the SRF. A selection of PSC members undertook a 'critical analysis of the logframe' at project end in 2018 prior to the TE, which proposed that at the target be removed, the reason given was that a subsequent decision was made by DFRR not to develop the strategy 'because the District was developing Bush Fire Management plans'.
430. At EOP, it seems clear that the Bio-Chobe Project has supported valuable training for community-based fire management committees. Including the development of Guidelines for the Community Based Fire Management Committees (CBFMC) and have provided each community with substantial fire-fighting equipment. There is a need for ongoing partnership between Community Fire Management Committees and DFRR to build on this training and to ensure communities have the practical support they need to effectively engage in firefighting. Provision of protective clothing would seem to be a priority. The project did not support development of a District Fire Management Strategy. Unfortunately, the project did not undertake any monitoring of burnt area and so it is not possible to compare the EOP situation with that given as the project baseline. The EOP project target was to reduce the overall area burned to 4000km sq.

Conclusion of the TE on Results Achieved under Output 2.2, compared to Intended Development Results

431. Under Output 2.2 the project has supported training across a variety of relevant areas, the provision of equipment to DWNP for database development and to community fire-fighting committees. It also supported the production of a major analytical report (the threats assessment) which provides valuable information and threat mitigation strategies to support more effective resource protection and monitoring in the CKL matrix.
432. In providing support under Output 2.2, the project has provided a range of relevant support. However, in terms of achieving the intended Output 2.2 result whereby 'effective resource protection and monitoring is in place', the impact at EOP is minimal. The target of 'effective

community-based fire management committees in place by year 1' was achieved, although there is no means to measure 'effectiveness' of the committees at EOP, and as discussed above a number of issues were raised by the committees relating to their ability to function effectively after EOP. None of the other intended TE targets have been achieved.

433. The Threats Assessment and associated mitigation strategies developed within it provide valuable information for biodiversity conservation in the CKL area, however, at EOP the report was not being actively used and indeed none of the core stakeholders consulted had knowledge of its contents. No support was provided by the project to support use of the analysis within the report or institutionalisation of the mitigation strategies proposed. The project supported useful training in Environmental Compliance but did not provide direct support to 'strengthen the monitoring of antipoaching efforts through the use of indicators such as patrol effort, number of arrests and conviction rates.' There was no monitoring of antipoaching efforts that could demonstrate any project impact in this area.
434. The Bio-Chobe Project also did not actively 'foster partnerships with research institutions, independent researchers, the private sector and NGOs to facilitate collaborative research and monitoring' as was intended within the Project Document and did not 'develop capacity to conduct applied research and training through existing research and training institutions'. There has been no direct engagement with the private sector and very minimal interaction with research institutions.
435. Overall under Output 2.2 the project has provided some useful contributions to biodiversity conservation in the CKL matrix, however, at EOP the intended development results and targets have not been achieved and mechanisms have not been put in place to ensure that these results will be achieved after the end of the project.

Conclusions of the TE on the level of achievement of intended Development Results under Outcome 2

436. Under Outcome 2, the Bio-Chobe project was to have strengthened the financial sustainability and management effectiveness of core protected areas to have addressed existing and emerging threats to biodiversity. It has had very little impact in contributing to this intended development result and, as assessed above, has not achieved intended results and targets at the Output level across either Output 2.1 or 2.2.
437. The project did not engage directly with the Park Management Committee, which was the body that the Project Document identified as core to implementation of Outcome 2. In the 'mid-term' tracking tool, undertaken at the end of 2017, the assessment highlights the lack of engagement of the project with the Park Management Committee and emphasises that the Committee needs to be re-energised and supported to play a leading role in strengthening PA management within Chobe District. It is extremely disappointing that the Bio-Chobe project did not provide any input to achieve this as it would have been ideally placed to do so.
438. In the 2017 annual PIR report the UNDP Regional Technical Advisor (RTA) notes that '*Outcome 2 is largely off-track as the project has not made much progress in working closely with the Department of Wildlife and National Parks to explore what its capacity needs and constraints are, and systematically strategizing to identify those interventions that are within the project's resources and framework to support. Instead, the project has largely ignored this component because it is challenging and requires policy level engagement. Even at the PA level, many opportunities have been foregone to work closely with the park staff to identifying immediate threats to the park estate and the species within and enhance the capacity of the staff to carry out their everyday mandates of monitoring landscape and species, preventing poaching and fire incidents and working closely with communities to manage buffer zones and wildlife corridors in order to reduce human wildlife conflict incidents.*'
439. As seen from the analysis under Output 2.1 and 2.2 above, the RTAs observations continue to ring true. It is extremely disappointing that so little was achieved under Outcome 2, particularly given its core relevance to achievement of the overall project Objective. There were real opportunities for the project to provide valuable support towards the achievement of results but as the RTA assesses it seems that 'the project has largely ignored this component because it is challenging'. Although valuable training and reports have been delivered under Outcome 2, the

project has not provided follow up support to ensure that these are used to effect sustainable results and development impact. At project end the baseline situation has changed very little since project start and the need to strengthen the management effectiveness and financial sustainability of PAs, remains a key priority.

440. One of the results to be achieved under Outcome 2 was to strengthen PA monitoring systems. The 'Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves' provides valuable analysis of threats across all key areas and guidance on how to set up abatement/mitigation strategies for each threat. It examines current monitoring programmes, identifying ways to strengthen systems to more effectively monitor threats/threat levels and the effectiveness of mitigation actions. However, there is no evidence at EOP that it has been used. The training provided under the project was also relevant, however as discussed above was not part of a strategic overall process for improving management systems. No monitoring or capacity assessment has been undertaken to measure the impact of this training. There was no monitoring of PA management efficiency such as the use of systems or knowledge and awareness of staff.
441. The project was to have both supported the strengthening of systems and capacity and to have actively supported monitoring of habitats including the establishment of '300 permanent vegetation transects', 'fixed point photos' and of 'indicator / at risk species such as puku, red leechwe, tsessebe, sable, roan, bushbuck etc'. There was to have been monitoring of poaching events and patrol days. No monitoring was undertaken across any of these key areas of intended impact and very little strategic support provided to strengthen monitoring systems.
442. The key reports produced under Outputs 2.1 and 2.2 underline the ongoing relevance of, and priority need for, support to strengthen PA management effectiveness and financial sustainability and for a more integrated, ecosystem-based approach to management of the CKL matrix as part of the broader KAZA TFCA area. The analysis and key recommendations in the 'Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves' and associated Status Report, and in the CNP Business Plan and Financial Scorecard highlight many issues which should have been addressed through the Bio-Chobe project. These reports highlight that across all key areas of intended project impact little positive change has been supported through the project since the baseline described in project design. The main result achieved under Outcome 2 is the development of these reports / plans providing guidance on how key issues could be addressed and this will be valuable to support future management planning and capacity development within PAs, so long as these documents are actively used.
443. Overall at EOP there is no monitoring data to demonstrate the achievement of intended results under Outcome 2. The project has not had any measurable impact in strengthening management effectiveness and financial sustainability of core PAs to address existing and emerging threats to biodiversity and none of the EOP Targets have been met. Overall progress towards achievement of intended results under Outcome 2 has been 'unsatisfactory'.

COUNTRY OWNERSHIP

444. The Bio-Chobe project is well aligned with Botswana's National Biodiversity Strategy and Action Plan (NBSAP) and with associated national and district level strategies. The significance of the CKL area for biodiversity conservation is recognised through the designation of protected areas and forest reserves in over 79% of the land area, and Chobe District is identified as a key area for the development of sustainable tourism. CNP is an IUCN Category II Protected Area (PA).
445. At the time of design, the national strategic importance of the Bio-Chobe Project was underlined when it was ranked highest under the Biodiversity window at the national prioritization workshop for GEF 5. Given the strong ownership evident during design, it is surprising however that MEWT did not play a stronger role in guiding project implementation and ensuring the project worked to achieve intended development results and NBSAP targets.
446. Throughout project implementation there seems to have been a lack of knowledge and understanding of the intended development objectives of the project at all levels and a lack of 'ownership' of it by key national partners. The MTR notes at the end of 2016 *that 'some very key*

members of PSC indicate that they “do not know anything about the Project” and that they are not aware of what the Project does.....this is also indicative that several members only play a perfunctory role, not an active one’. Review of PSC meeting minutes indicates that the project lost its focus early on in implementation; PSC meetings did not focus on project outputs and intended development results, but instead on the implementation of annual work plans which were themselves not aligned with achieving results under Outputs / Outcomes. Very little guidance appears to have been provided in terms of either the project or strategic alignment with MEWT national priorities.

447. The project was consistently given poor ratings in annual PIR reports and the MTR also presented very critical findings at the end of 2016. However, the PSC appears to have taken little note of or interest in either the PIR or the findings of the MTR. Even following the MTR there was no workshop to review findings and identify ways to address the issues raised. It was only at the end of 2017 / early 2018 that the PSC held a focussed meeting to discussed results achieved in relation to targets within the SRF and the MTR; the reason being the imminent TE given that the original project end date was December 2017.
448. The reasons for the lack of ‘country ownership’ during project implementation are not entirely clear; it does not appear to be due to a lack of interest in the intended development results as at project end key agencies confirmed the strategic importance of the project and their disappointment that it had not achieved stronger results. In part it appears to be due to the fact that the PSC did not have clear TOR, did not focus on the project’s SRF and therefore there was no results based structure to meetings. There was also a lack of consistency in engagement by PSC members, which led to a lack of continuity and ‘ownership’ and as the MTR notes, a lack of understanding of the project by some key members. The MTR notes that *‘there has been a rotation of participants and therefore ‘learning curve’ processes are repeated at times due to the participation of different persons without transferring knowledge from one meeting to the next. Engagement is rather dissimilar between different institutions, with some institutions fully engaged in the PSC and others much less.’*
449. It is disappointing that MEWT did not engage more strongly to guide the project towards achieving its intended development results, especially given the priority attached to the project when it was submitted to GEF for funding. The TE has put forward a number of lessons and recommendations, however, it will be important for lead agencies to also conduct their own internal review to identify how this project was able to go so far off track, and to identify ways to ensure that future projects are ‘owned’ and guided by national partners so that they work towards achieving the development results agreed by those agencies within the Project Document.

MAINSTREAMING

450. UNDP CO delivers support to environmental initiatives in Botswana through its Environment and Energy Programme under a multi-year development framework agreement with the Government of Botswana. UNDP priority areas are outlined within the Country Programme Action Plan (CPAP). UNDP CO has a network of partnerships with government agencies and NGOs through which it can deliver effective support to projects.
451. The Bio-Chobe project was designed to align with the following United Nations Development Framework (UNDAF), UNDP Country Programme (CP) and Country Programme Action Plan (CPAP) Outcomes and Outputs:
 - UNDAF Outcome: By 2016 the poor, especially women, youth and disadvantaged communities will derive greater benefits from the environment and natural ecosystems.
 - CP Outcome: National Policies and Institutions promote and support the participation and beneficiation of communities in natural resource management
 - CPAP Output: The capacities of communities (especially women and youth) enhanced for ecosystem management and benefit acquisition.
452. The Project Document was then designed to contribute to the UNDP CP Outcome impact focussed on ‘participation and beneficiation of communities in natural resource management’

and to the CPAP Output focussed on ensuring 'The capacities of communities (especially women and youth) are enhanced for ecosystem management and benefit acquisition.' Intended development results under Bio-Chobe Outcome 1 were to support 'collaborative governance' of the CKL matrix. As part of this the project was to support the involvement of women in collaborative governance; the target being that 'governance tracking shows 65%+ performance and at least 30% women representation'. The achievement and promotion of gender equality is core to all UNDP support. Unfortunately, as seen under the analysis of project results above, the project provided very little support towards the establishment of collaborative governance and there was no capacity building support for communities to enable them to engage more effectively in ecosystem management or natural resource management, neither for men or women. The project also did not engage in supporting policy or institutional change. There was therefore very little contribution by the project towards the originally specified UNDP CP Outcome and CPAP Outcome targets

453. Another core result to be achieved through the Bio-Chobe project under Outcome 1 was the establishment of increased community benefits from tourism, so that communities would benefit from the main economic sector based on the ecosystems and natural resources of the CKL area. Outcome 1 required the development of mechanisms to increase equitable distribution of benefits within communities, including increased benefits for women. The Project Document specifies that the project will 'design innovative and transparent criteria for benefit sharing, good governance, wildlife management responsibilities, thresholds for resource harvesting, and minimum standards for kraaling of livestock to reduce HWC'. A relevant project target was that 'livelihoods improve 15% especially for marginal people and women'. The project did not effectively engage in increasing community engagement in the tourism sector and had a minimal impact in increasing community benefits from tourism, the only result being training of 20 youth from 1 village or whom 15 are employed. It did not provide any support for the development of mechanisms to increase the equitable distribution of benefits. Intended project contribution to achievement of the UNDAF Outcome whereby 'the poor, especially women, youth and disadvantaged communities will derive greater benefits from the environment and natural ecosystems' is minimal.
454. Instead of providing support for communities to engage in the tourism sector, the main area of support provided to communities through the project was in the introduction of Conservation Agriculture (CA) including capacity building of farmers within pilot farms. As discussed above this has not contributed greatly to the achievement of intended project development results, but it does contribute to the UNDAF Outcome by creating opportunities for communities to 'derive greater benefits from the environment and natural ecosystems'. It is hoped that this support will lead to increased use of CA throughout Chobe District, with associated livelihood benefits in terms of increased yield per hectare and increased ease of protection of smaller field areas. However unfortunately no monitoring was undertaken by the project to demonstrate impact in terms of livelihood benefits accrued during the life of the project.
455. Training was also provided at the end of the project in the construction and use of energy efficient stoves, which if adopted by the communities will help to increase the sustainability of fuel use and to decrease the time women have to spend collecting fire wood. This also has the potential to contribute to the UNDAF Outcome, however, as discussed under the analysis of project results, again at EOP impact is not yet evident as only two stoves are in use.
456. In 2017 the United Nations Development System (UNDS) established a new partnership framework the 'United Nations Sustainable Development Framework (UNSDF)' to guide support provided by the UNDS to Botswana over the period 2017-2021. The United Nations Sustainable Development Framework (UNSDF) 2017-2021 presents the framework for the partnership between Botswana and the United Nations Development System (UNDS) over the period 2017-2021. The UNSDF 2017-2021 outlines how the UNDS will provide support to broad-based partnerships towards the realization of the 2030 Agenda for Sustainable Development that encompasses the Sustainable Development Goals (SDGs) and the Africa Agenda 2063.
457. The UNDP Country Programme addresses the following national priorities within the eleventh national development plan: eradicating extreme poverty and reducing inequality; strengthening human development outcomes; generating diversified export-led economic growth and

employment creation, deepening democracy and managing the trade-off between income generation and environmental sustainability

458. UNDPs work under the new CP focuses on promoting inclusiveness in environmental policies through improved access to information for decision-making; enhanced government, civil society and private sector capacity to coordinate, monitor and report on implementation of natural resource management policies; and mainstreaming of environmental concerns into national development and poverty reduction frameworks. The results achieved under the Bio-Chobe project can not be seen to have made any significant contribution to the new CP Outcomes and associated CPAP Outputs.

IMPACT

459. An impact is defined by GEF as ‘actual or anticipated, positive or negative changes in global environmental benefit, as verified by environmental stress and/or status change, and also taking into account sustainable development impacts, including changed livelihoods’.

Analysis of impact should look at the extent to which the project has achieved:

- verifiable improvements in ecological status
- verifiable reductions in stress on ecological systems
- progress towards achievement of stress reduction and/or ecological improvement

460. Monitoring of results by the Bio-Chobe project has been extremely weak. No verifiable data was collated or measured by the project to enable assessment of impact in terms of ‘actual or anticipated, positive or negative changes in global environmental benefit’ at EOP.

461. The project has not achieved any of the results and targets anticipated under any of its Outputs, with an associated lack of development impact achieved at Outcome and Objective level. At EOP there is no concrete evidence of progress towards improved ecological status or reduced stress on ecological systems. There is also no data to demonstrate impact in terms of actual changes to livelihoods, although it is hoped that support for Conservation Agriculture (CA) will result in benefits for communities if it is adopted by farmers across Chobe District as a preferred farming technique.

462. In terms of gender impact, again there is no verifiable data to demonstrate any real project impact at EOP. Those introduced to CA included women, however the lack of monitoring by the project means that at EOP no gender impacts are demonstrated. The project introduced 10 female headed households to energy efficient stoves; the use of the energy efficient stoves was intended to both free up time for other activities and to increase nutritional security as cooking would not be so dependent on firewood collection, however at the time of the TE only two stoves had been built and are operational.

463. Overall, given the limited results achieved by the project at all levels and the lack of monitoring, the TE concludes that progress towards the intended project impacts towards ‘strengthening the management effectiveness of the Chobe-Kwando-Linyanti Matrix of PAs to respond to existing and emerging threats’ is negligible.

PART 3.3 PROJECT IMPLEMENTATION

464. The following section of the report assesses project implementation, including management mechanisms, financial planning and monitoring and evaluation. Ratings are required by GEF on the quality of UNDP implementation and of Executing Agency execution. A specific rating is also required on the quality of implementation of the Monitoring and Evaluation Plan. This section of the TE looks at the implementation mechanisms adopted by the project, whether project implementation /execution processes meet GEF / UNDP standards and whether project planning, monitoring and evaluation have supported adaptive, results-based management towards the achievement of intended development results. As part of the analysis this section also looks at the level and patterns of stakeholder involvement, assessing whether the project effectively consulted with and involved all key stakeholder groups, building on the consultation undertaken during the TE.

Project Management, Execution and Implementation Modalities

465. The Bio-Chobe project was approved for implementation by GEF on 27 Aug 2013 with an anticipated start date of January 1st 2014 and end date of 31 December 2017. The Project Manager was hired in July 2014, however, there were significant delays in project start with the first PSC meeting held nine months later on 30 April 2015, at which the TRG was also formed. This represents a sixteen-month delay between the anticipated start date of January 1st 2014 and establishment of key project execution structures in the form of the PSC and TRG. The MTR completed at the end of 2016 also raises concerns that *'The Project has had critical delays in project start up and implementation and continues to be lagging in achieving what are to be many of the planned activities, documents, processes and therefore results at its mid-point.'*³⁹ UNDP CO have requested a no-cost project extension from GEF and the anticipated project end date is now mid-2018.

466. The GEF Implementing Partner for the Bio-Chobe project was UNDP. The main mechanisms for partnership with key national executing agencies has been through the standard UNDP GEF project implementation structure of a Project Steering Committee (PSC) for high level strategic guidance, decision making and support, and a local multi-stakeholder project oversight group established in Chobe District, the 'Technical Reference Group (TRG)', which provided specialist local input and advice for execution of the project on the ground.

467. The Project Manager was employed by UNDP CO, approved by the PSC, and was based in Kasane, supported by an Administrative and Financial Assistant. The Project Manager was responsible for overall day to day management of the project, including the mobilization of project inputs, supervision of staff, consultants and sub-contractors, and was responsible for engaging with partners and stakeholders in the District. The Project Manager reported to UNDP CO and the Project Steering Committee and worked with the Technical Reference Group (TRG) to plan for and implement activities in Chobe District. The project did not employ a specialist facilitator to support establishment of the multi-stakeholder partnership and collaborative governance approach as was outlined in the proposed approach for implementation of Outcome 1 in the Project Document.

468. The Project Steering Committee comprised the Permanent Secretary of the Ministry of Environment, Wildlife and Tourism (MEWT) with the PS/DPS as chair of the Committee, UNDP was Co-Chair and core PSC members were the Department of Environmental Affairs (DEA), Department of Wildlife and National Parks (DWNP), Department of Forestry and Range Resources (DFRR), Department of Tourism (DoT), Botswana Tourism Organisation (BTO), Chobe Land Board (CLB), Chobe District Commissioner, Chobe District Council, University of Botswana Okavango Research Institute (UB-ORI); the Bio-Chobe Project Manager was also listed as a PSC member. Membership did not include NGOs or private sector representatives⁴⁰ although NGO and private sector representation was intended within the Project Document⁴¹.

³⁹ MTR page 60 section Work Planning

⁴⁰ Other than some level of representation through the Botswana Tourism Organisation set up by Government to market tourism products and promote investment in the sector.

⁴¹ Project Document page 47 'project management at the central level'

PSC meetings were scheduled quarterly. Increasingly it appears that there was less national level representation on the PSC and TRG members often sat on meetings of both the PSC and TRG. The MTR raises the concern that within the PSC: *'There has been a rotation of participants and therefore learning curve processes are repeated at times due to the participation of different persons without transferring knowledge from one meeting to the next. Engagement is rather dissimilar between different institutions, with some institutions fully engaged in the PSC and others much less. Furthermore, some very key members of PSC indicate that they "do not know anything about the Project" and that they are not aware of what the Project does. Therefore, this is also indicative that several members only play a perfunctory role, not an active one, in the PSC.'* This lack of engagement and understanding of the project appears to have contributed to the divergence of the project from its intended focus, an overall lack of strategic, results-based, guidance from the PSC, and subsequently to the poor results achieved at EOP.

469. The PSC had no Terms of Reference (TOR) and discussions at PSC meetings appear to have largely been focussed around the annual project workplan, which itself was not focussed on Outcome/Output level results. The absence of TOR and failure of the PSC meetings to focus on the intended project results and approach also contributed significantly to the poor strategic guidance provided by the PSC. The structure of the meetings was such that the Project Manager gave a brief report on progress implementing the annual / quarterly workplan, including a quarterly expenditure report and outline of forecast expenditure for the following quarter. Any proposed activities requiring PSC endorsement were also presented to the PSC for approval. The PSC also approved the expenditure proposed for the following quarter. Within PSC meeting reports discussions are recorded as 'comments on progress' including issues to address / implement in the following quarter. From analysis of PSC reports it seems that in 2015 the PSC did not discuss or endorse the annual work plan for 2016 and the MTR raises the concern that: *'There is no evidence that the PSC approves annual work plans in a formal way'*. In 2016 the December PSC meeting report notes that the 2017 AWP draft was 'presented and accepted with a number of comments raised'. In the final year of implementation, the annual work plan was approved.
470. A Technical Reference Group was established at the PSC meeting on 30th April 2015, based in Kasane, Chobe District. The decision by the PSC at this meeting was that the TRG should comprise: the Director of DWNP, Director of DEA, DFRR District Coordinator, UNDP Environment and Climate Change Specialist, Chairman and Secretary of Chobe Land Board, Chobe District Commissioner, Chobe District Council Secretary, DWNP District Coordinator, BTO Head, Liaison Officer for KAZA Botswana, , Coordinator of the NGO Elephants without Borders, Manager of the Chobe Conservation Enclave Trust, Director of the University of Botswana, Okavango Research Institute and Bio-Chobe Project Manager. It is interesting to note that proposed TRG membership did not include Botswana College of Agriculture or Kwando Safaris even though these were cited in the Project Document as co-financing agencies. The Chobe NGO CARACAL and CBO Kalepa Community Trust were also omitted but became TRG members. The Ministry of Agriculture, Department of Crop Production in Kasane also became a member of the TRG early on in project implementation, reflecting their core involvement in the project. All TRG members were engaged to some degree other than the University of Botswana, Okavango Research Institute who despite being identified in the Project Document as a key partner had little involvement in the project.
471. TRG meetings were scheduled quarterly ahead of PSC meetings, however, TOR were not developed for the TRG and the meetings also focussed on implementation of the annual work plan. TRG meetings provided an important opportunity for project partners to discuss issues, liaise and coordinate support for project implementation as well as enabling partners to provide technical advice and guidance.
472. Under UNDP/GEF projects the Project Manager is expected to prepare quarterly Project Progress Reports (PPR) and annual Project Implementation Reviews (PIR). The structure of both PPR and PIR requires a focus on reporting against the project Strategic Results Framework (SRF) and includes reporting on key issues such as gender equality, partnership and communication.

473. PIR were submitted annually to both UNDP CO and PSC members by the Project Manager. In reporting on project progress the Project Manager followed the standard format, however the information provided was rather unfocussed and mostly described activities that had been supported under the project but did not analyse the relevance or impact of activities or assess progress towards achievement of intended results. For many of the intended targets, PIR reports note that work has not been started, the reasons given being somewhat vague and mostly referring to District or national processes and events as reasons for lack of action. This does not align with the intended implementation approach outlined in the Project Document which has a core focus on providing proactive support for such processes including for collaborative governance, integrated management and on strengthening the capacity and systems of partners.
474. Implementation of the Project has not been well focussed on intended development results. As assessed in the review of results achieved in section 3.2 of this TE report, the support provided through the project has contributed very little to achievement of intended Outputs, Outcomes or Objective. Project management and implementation processes have not supported results-based adaptive management of the project.
475. The MTR picked up on many of the key project management and implementation problems and highlighted the lack of progress towards results at mid-term. The findings of the MTR should have rung strong alarm bells with UNDP, project implementing partners and the PSC, particularly where it reported: *'a major concern is...that the Project's actual execution and implementation processes are not fully results-based and it does not follow work planning closely (log frame, design). There is a lack of general understanding by many stakeholders (government, board, project staff) of the framework / log frame as a management tool that links products / investments with results. Second, the partners to this date do not agree on what are some of the products that the Project should generate in order to reach effects. Furthermore, this evaluation has not found evidence of strategic work planning (annual work plans, for instance) and therefore many of the processes are haphazard and/or demand driven'*⁴²

Inception, Stakeholder Involvement and Partnership

476. The Project Document emphasises that a consultative, partnership-based approach to project implementation would be essential for the achievement of collaborative PA governance results. Project inception was to be the cornerstone on which this partnership-based approach would be built. The Project Document stresses that *'The project inception workshop will enable stakeholders to participate in goal setting, indicator development and agreement on roles and responsibilities. An experienced facilitator will guide stakeholders through this process...this will result in a common understanding of issues and processes by stakeholders. It will also build the teamwork needed to iteratively integrate and coordinate a variety of other planning activities within the district within the overall vision.'* The Inception Workshop Report would then be *'a key reference document which must be prepared and shared with participants to formalize various agreements and plans decided during the meeting'*.
477. The inception process is key in any project, and particularly in a project such as this which aims to establish strong partnership mechanisms for collaborative governance. However, at the end of the Bio-Chobe project there is no clear record or memory by stakeholders of an inception workshop and neither UNDP CO nor TRG partners are able to find a copy of an Inception Workshop report. The MTR also raises the concern that *'There is no record of an inception workshop nor of an inception report'*. UNDP CO confirmed to the TE that an inception workshop had been held, however the only record of the workshop provided to the TE was a draft agenda and invitation letter to DWNP, suggesting a date of 7th and 8th July 2014. Given the lack of reporting and that stakeholders have no memory of it, the inception workshop clearly wasn't the cornerstone, goal setting, partnership-building event intended within project design. The lack of an inception workshop report also means that agreements between stakeholders on roles, responsibilities, work planning, targets etc was not formalised in any way. Consultations during the TE indicate that at during the first six months of project implementation the project had a

⁴² MTR page 60

very 'low presence' in the District and there was very little partnership building work undertaken by the Project Manager.

478. The main mechanism for stakeholder involvement in the project has been through the TRG and PSC. The TRG incorporated public-sector agencies (also DLUPU members) whose remit is relevant to the areas of project intervention, as well as NGO and CBO representatives, however it did not effectively involve the private sector. The TRG supported discussion and decision-making amongst public-sector agencies, NGO and CBO groups for project planning, implementation and monitoring; it was reasonably well attended throughout project implementation. The PSC was the body responsible for strategic oversight of the project and involved relevant public-sector agencies and NGO directors, however it also did not effectively incorporate the private sector. The PSC had less consistent representation than the TRG over the life of the project.
479. In the Project Document, the Park Management Committee (PMC) was intended to be a key body for the achievement of results under Outcome 2. The project was to build the capacity of the PMC and increase the scope of its membership to include all relevant stakeholder groups. Unfortunately, the project did not engage the PMC in any strategic way within project implementation and did not effectively build its capacity. The tracking tool assessment undertaken as part of the MTR in December 2017 describes the PMC as 'dysfunctional', underlining the importance of the PMC for PA management and the need for the project to provide the support intended in design. Consultations during the TE indicate that the PMC is not entirely dysfunctional but that its role and capacity has not changed since the time of design and that the project did not provide any significant support to strengthen its role or capacity for engaging stakeholders in PA management.
480. Project reporting in 2015 states that two workshops were held during the first year of implementation: a co-existence workshop and a 'community dialogue on HWC'. However again there are no workshop reports and none of those consulted during the TE were able to provide any further information on these workshops/events or confirm that they had been held. As outlined in the analysis of results, there does not appear to have been any follow up support through the project and intended results across the areas of HWC and co-existence are extremely weak.
481. The project liaised directly with communities in 2015 and 2016 to introduce the project and discuss with community leaders (Kgosi) potential areas of project support. The CBO for the Chobe enclave area (CECT) was also a core member of the TRG. During the first year of project implementation the PMU attended a number of Kgotla meetings to introduce the project to communities and also held individual meetings with the Kgosi of Kachikau, Parakarungu, Kavimba, Pandamatenga and Lesoma communities to discuss potential areas of project support and collaboration. The PMU also commissioned an artist to paint placards for each village with the image and name of the Kgosi and information on the project, including GEF and UNDP logos. These were given to the villages in 2016 and were intended to increase the visibility of the project in the District as part of project promotional material.
482. Community participation in the project was mostly through training provided by relevant public sector departments including: the Department of Crop Production (DCP) who trained farmers in CA; the Department of Forestry and Range Resources (DFRR) who trained community fire-fighting teams and worked with PMU to support communities to establish Community Based Fire Management Committees; and DWNP who provided training in Management Oriented Monitoring Systems (MOMS). Community members also took part in training on environmental compliance organised by UNDP CO in Kasane; tourism related skills training organised by BTO and in 2018 the PMU also supported training in all communities on the use and construction of mud stoves. Alongside training, the project also supported CECT, Kgosi and selected individuals to take part in a number of awareness raising and learning visits within Botswana and overseas, this included for conservation agriculture and to see community-based tourism initiatives⁴³.

⁴³ Refer to analysis of results this included for CA, tourism and to see mud stoves in action.

Figure 15: Placard posted in village of Mabele with the image of the Kgosi, as a publicity tool to increase the visibility of the project



483. The MTR raises the concern in December 2016 however that: *'In many cases participation in the Project has not taken place in any concrete form for many of the stakeholders, and their potential roles and responsibilities in the implementation and in guidance of the Project has not emerged'*. The MTR report stresses that this is: *'a significant gap as the Project Document specifically states as one of its main expected achievement to establish a co-management framework involving PA and land authorities, the private sector, communities, NGOs and other relevant stakeholders through a co-management framework'*
484. Certainly, it seems clear at TE, that project implementation did not support the level of partnership and stakeholder engagement envisaged in the Project Document, and this is reflected in the weak collaborative PA governance results achieved. The inception process failed to provide the basis for establishing partnership mechanisms, ownership and understanding of intended project results. The project also failed to facilitate the annual stakeholder review and planning workshop envisaged in design as a key mechanism to support stakeholders in working together collaboratively to steer the project towards achieving intended development Outcomes. The Project Manager does not appear to have effectively consulted with and engaged key stakeholders throughout project implementation. Communities consulted during the TE in particular expressed their disappointment that there had been so little engagement with them, both in terms of response to communications with the project office and in terms of actual visits; one community suggested that there had been only two or three visits over the four-year implementation period.

Risk Management

485. Discussion with stakeholders and a review of reports made available to the TE, indicates that there was very little assessment by either the Project Manager, UNDP CO or the PSC of the impact of risks and assumptions on the achievement of intended development results. There is also little evidence of mitigation measures being proposed and acted on. There appears to have been no review of the risks and assumptions outlined in the Project Document during project inception, nor the development of a risk assessment and mitigation framework to support structured risk assessment.

Information and Communication System

486. The project did not develop a communication and information dissemination strategy. This was an issue picked up at MTR, but which was not subsequently addressed. The MTR reports that: *'The Project does not have a concrete communication strategy. That is, Bio-Chobe does not have a project communication pattern to express what the project progress is and intended*

impacts are to the public. Although, at some level this is understandable since it did not have until recently, either, concrete delivery of products, outputs, and the Project has not produced any documents to be shared at large, the lack of communication is construed by some stakeholders as lack of transparency.'

487. The MTR findings are of concern at various levels, firstly that at the end of 2016, with only one year of project implementation left, the project has not developed any products or documents to share, secondly that stakeholders are concerned about a lack of transparency and thirdly that there is no strategy to support dissemination of results and communication with other relevant partners and initiatives. Once again there appears to have been no discussion of these findings within the project management groups following the MTR.
488. The project did support the Department of Crop Production to produce a number of leaflets on Conservation Agriculture and to contribute to a national documentary. It also supported Chobe Land Board to prepare a leaflet on the Integrated Land Use Plan. As outlined above the project erected placards in all villages to support the visibility of the project at the local level. However targeted communication and information dissemination was an area of weakness and this can be seen to have contributed to the lack of understanding by key partners of the intended role and results to be achieved under the project, which in turn contributed to the extent to which the project went 'off track'. There was also very little 'exchange and sharing of experiences and lessons learned with relevant community based integrated conservation and development projects nationally' which in the Project Manager's TOR was defined as an important area of work.

Building on the Baseline and Establishing Synergy with other Projects and Initiatives

489. The Project Document identifies a number of initiatives on which the Bio-Chobe project should build and with which it should establish linkages. The project supported exchange visits for stakeholders to a number of relevant sites, both nationally and internationally, however, the extent to which the project liaised and supported partnership with relevant initiatives, to draw on national experience appears to have been very limited. There are a range of relevant initiatives which could have provided valuable lessons and experience to guide project implementation and the achievement of development results under the Bio-Chobe project. It is particularly surprising that no synergy was established with stakeholders involved in the Okavango Delta Management Plan Initiative led by DEA⁴⁴, the Makgadikgadi Framework Management Plan, or the GEF-World Bank funded Northern Botswana Human Wildlife Co-existence project. All would have had experience and lessons on which the Bio-Chobe project could and should have built.
490. It is also surprising, in particular given the focus of intended results under Outcome 2, that further use wasn't made of the appraisal on 'Optimising Financial Management Effectiveness of Protected areas in Botswana' by El Mondo (pty) Ltd, produced in 2012, which includes a chapter proposing a Business Plan for Chobe National Park. This had not been used by CNP before the project and was given to the Project Manager by UNDP CO in the second year of project implementation, however no use appears to have been made of the document by the project until the very end of the project, following the TE consultation mission, when the project has subsequently supported one of the authors of the El Mondo work to produce an updated Business Plan and Financial Scorecard for CNP. This directly builds on the work taken in 2012 and the baseline assessments undertaken during design of the Bio-Chobe project and provides useful and relevant analysis, recommendations and an outline plan to support CNP. However, as the project has essentially ended and as what the project has done is support an updated Business Plan to the one developed in 2012, which had not been used, it is not possible at EOP to come to any conclusion as to what impact the updated Business Plan document developed under the project will have. It is only possible to state that it will be an extremely useful reference document for the upcoming CNP management planning process. It is an example of the project building on the existing baseline, but really too late on in the project to have any impact towards achieving intended results at EOP.
491. The support which was provided under the project included 'bench marking' trips to both national and international sites: A learning visit was supported for eleven CNP officers to

⁴⁴ with support from DANIDA, IUCN, SIDA and German Development Cooperation

Kgalagadi Trans Frontier Park to see the SAN parks management procedures. Visits to international initiatives included trips made to Zambia: there was one learning trip for the Department of Crop Production, CECT and farmers to see Conservation Agriculture in Luanga Valley, Zambia; and another visit for community representatives to see the mud stoves. DWNP staff were also supported to attend training on socio-economic evaluation of protected areas in Luangwa National Park in Zambia and on PA management effectiveness in South Africa.

492. It should be noted that the Project Document did not provide detailed guidance on how the project should link with relevant baseline initiatives, and this is a weakness in design. However, the Project Manager should have pro-actively assessed opportunities to build on the baseline initiatives outlined in the Project Document and PSC members should also have also provided further advice and information throughout project implementation, particularly given the involvement of many Departments in relevant initiatives in Botswana. Additionally, part of UNDP COs role in a project such as this should be to provide guidance and advice to the project manager and executing partners on relevant national and international initiatives, and to provide contacts and introductions, given UNDPs experience and involvement in a network of relevant past and current projects and the institutional knowledge of lessons learnt.

Financial Management and Cost Effectiveness

493. From evaluation of the results achieved through the project and of expenditure of GEF funds between 2014 and 2018, it is clear that financial management under the Bio-Chobe project did not ensure that budgeting and expenditure was focussed on achieving intended development results; it was neither cost efficient, nor effective.
494. Table 2 below summarises planned and actual expenditure of GEF funds between 2014 and September 2018.

Table 2: Overall Planned and Actual Bio-Chobe Budget Expenditure between 2014 and 2018

Outcome	Total Budget allocated US\$	Actual Expenditure to Sept 2018 US\$	Remaining Budget US\$
Outcome 1.	853,182	734,922.03	118,259.97
Outcome 2.	815,000	793,255.63	21,744.37
Project Management	150,000	239,158.91	Over expenditure of 89,158.91 (59.44%)
Totals	1,818,182	1,583,478.58	50,845.43

495. The following tables present annual budget expenditure per Outcome and for Project Management, against the budget allocated in the Project Document. The table also highlights the percentage of the annual total allocated/used. From this analysis it is clear that there has been an almost 60% over-expenditure on the project management budget. This is reported by UNDP CO to be largely due to construction of a project office and fitting-out costs in year 1. UNDP CO have confirmed that permission for use of additional project funds for office construction was granted by GEF. Under GEF regulations a 10% flexibility between intended and actual Outcome expenditure is acceptable. This 60% divergence for project management obviously far exceeds that.⁴⁵

⁴⁵ The TE has not been given any financial data, analysis, or the correspondence with GEF, that would be necessary to confirm the overall basis for, or level of 'acceptability of', this 60% over-expenditure on project management.

Table 3: Planned and Actual Bio-Chobe Budget Expenditure Year 1

2014				
	Allocated in ProDoc US\$	% of Annual Total	Actual Expenditure US\$	% of Annual Total
Outcome 1	270,546	47%	60,206.67	37.5%
Outcome 2	279,375	48.5%	29,449.34	18.5%
Project Management	26,375	4.5%	70,503.00	44%
TOTAL	576,296	100%	160,159	100%

Table 4: Planned and Actual Bio-Chobe Budget Expenditure Year 2

2015				
	Allocated in ProDoc US\$	% of Annual Total	Actual Expenditure US\$	% of Annual Total
Outcome 1	207,546	43.5%	408,243.57	73%
Outcome 2	216,875	45.5%	107,432.49	19%
Project Management	52,875	11%	42,320.50	7.5%
TOTAL	477,296	100%	557,996.56	100%

Table 5: Planned and Actual Bio-Chobe Budget Expenditure Year 3

2016				
	Allocated in ProDoc US\$	% of Annual Total	Actual Expenditure US\$	% of Annual Total
Outcome 1	187,546	49.5%	82,711.07	20%
Outcome 2	171,875	45%	275,471.77	67%
Project Management	20,575	5.5%	51,182.15	12.5%
TOTAL	379,996	100%	409,365	100%

Table 6: Planned and Actual Bio-Chobe Budget Expenditure Year 4

2017				
	Allocated in ProDoc US\$	% of Annual Total	Actual Expenditure US\$	% of Annual Total
Outcome 1	187,544	49%	123,365.12	27%
Outcome 2	146,875	38%	257,439.64	56.5%
Project Management	50,175	13%	75,153.26	16.5%
TOTAL	384,594	100%	455,958	100%

Table 7: Planned and Actual Bio-Chobe Budget Expenditure Year 5 (to 17th September 2018)

2018				
	Remaining Budget	% of Annual Total	Actual Expenditure US\$	% of Annual Total
Outcome 1	178,655.57	47.83%	60,395.60	32.85%
Outcome 2	145,206.76	38.87%	123,462.39	67.15%
Project Management	None allocated overspend of (US\$89,158.9)	-	-	-
Total	234,703.42	100%	183,857.99	

496. Analysis of variances in project expenditure between 2014 and 2018 highlight that there was a significant overspend of the project management budget in year 1 and also in 3. In year 4 project management is slightly overspent, with year 2 slightly underspent. This has left a budget deficit with no project management budget available for the final 6 months of project implementation (the project extension period). During the first half of the project there was a significant underspend on Outcome 2, reflected in the lack of support provided towards the achievement of results under this Outcome, and a subsequent overspend in years 3 and 4 reflected in the production of a number of relevant reports and provision of training. In year 2, there was a US\$200,697.57 overspend on the Outcome 1 budget, largely due to the purchase of equipment for the DCP and for CECT and the Chobe Fresh and Dry Fish Association. There was subsequently a significant underspend on Outcome 1 in years 3 and 4. It is not possible at the time of writing this TE report to confirm overall expenditure levels on Outcomes 1 and 2 over the life of the project due to the fact that the TE has not been provided with the figures for 2018.
497. As outlined in the above sections of this TE report, the project has not provided the support intended in design and has not effectively focussed project investments, in time and resources, on the achievement of intended development results. Financial expenditure under the project reflects this. Major expenditure items not originally budgeted for in the Project Document include the project office and vehicle budgeted under Project Management and the agricultural equipment provided under Outcome 1.
498. Under Outcome 2 the main areas of expenditure were for consultancy assignments, travel and training. The areas of work that were funded under the project did align with support intended within the Project Document, however cost-effectiveness was limited due to the fact that training events and consultancy assignments were not supported as part of a broader process of capacity building and institutional strengthening. As discussed in the analysis of project results, at EOP project investments have had little demonstratable impact towards achievement of intended the development results.

Figure 16: Bio-Chobe Project Office



499. Financial oversight by UNDP CO and the PSC appears to have been weak. Budgeting and expenditure under the project differed greatly from that outlined in the Project Document, but there was no requirement for the Project Manager to justify this divergence through any assessment of the contribution of proposed expenditure to the achievement of intended project

Outputs or Outcomes. From the PSC meeting reports that have been shared with the TE there does not appear to have been any real discussion at these meetings on the appropriateness of use of GEF funds relative to intended Output or Outcome results. An example of expenditure reporting at PSC meetings is given below:

Figure 17: Bio-Chobe Project GEF fund expenditure reported at the August 2015 PSC meeting (figures reported in Botswanan pula)

Amount (BWP)	Expenditure Description & Status update
23,200.00	Camping Equipment - Chobe Fishing Association (PO already shared with service provider and awaiting delivery of goods)
132,000.00	COMACO - Exchange Visit (Flights)
100,000.00	Koboto - Env. Workshop
444,089.79	CA Equipment as per preliminary Quotations reviewed - 1st set already delivered at Crops production in Kasane
1,200,000.00	CA Equipment as per preliminary Quotations reviewed - 2nd Set - awaiting final quotation
1,225,595.00	Panda Human Capacity Development - Memo shared with Ops. Request being reviewed by Envrmt. & Climate Specialist and Operations Team)
56,745.00	Majestic Five (Kachikau exchange Visit) - requisition approved awaiting invoice for payment
59,450.00	Bridgetown (Co-Existence workshop:18th - 21st Aug'15 - Accommodation for 13 resource persons & participants) Requisition approved
36,816.00	Bridgetown (C A Agro workshop: 25th - 27th Aug'15)
71,250.00	C.A accommodation fee for 40 participants
21,000.00	Payment of facilitating fees : Resource Persons
84,120.00	Chobe Marina Workshop (C A Agro workshop Conference fee for 80 farmers participants)
21,000.00	CA resource persons payments for facilitating the workshop
54,600.00	Chobe Marina Workshop (Co-Existence workshop:18th - 21st Aug'15: conference fees for 52 participants)
5,000.00	TRG Meeting: Scheduled for 2nd Sept'15. Costs being Catering Services only. Venue - Landboard boardroom
6,972.00	PSC Meeting - Chobe Marina.
1,192,230.00	Fire Equipment . Awaiting response from Contract, Asset and Procurement Committee so that funds are disbursed and goods delivered by Fire Tech & Products

Figure 18: Bio-Chobe Project, GEF fund expenditure reported at the November 2015 PSC meeting (figures reported in US\$)

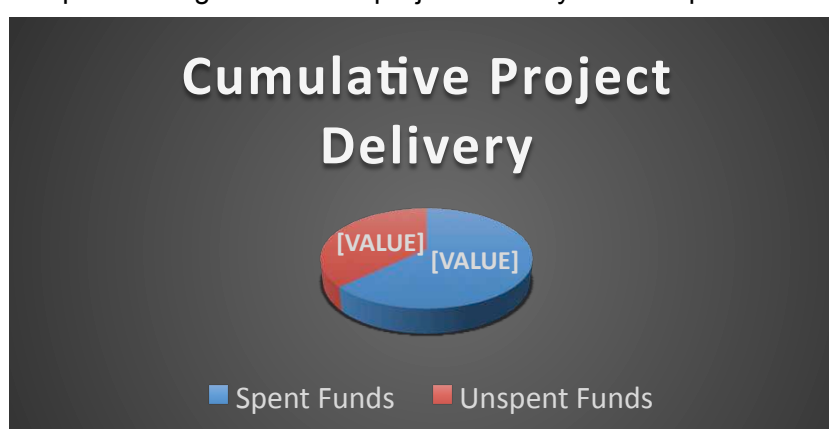
AVAILABLE BALANCE & FORECASTED PROJECT FINANCIAL COMMITMENTS		
AVAILABLE BALANCE – AS AT 30TH OCT'15 (\$)	DELIVERY RATE (%)	
298,543	63	
Detailed Description	Amount (\$)	STATUS
CA Equipment–1st Payment	44,878	Equipment already Delivered – Finance to release payment
CA EQUIPMENT – 2ND Set	177,000	All documents was prepared and shared with Ops & Finance but put on halt. Equipment now to be advertised to attract competitive prices as per advise from Operations Office
COMMUNITY GIS MAPPING EQUIPMENT - CARACAL	5,000	Quotation sourced – to proceed with procurement of Equip.
Fire Equipment - Payment	115,149	Awaiting Delivery from Firetech – payment to be released thereafter
CNP GENERATORS	90,000	Quotations sourced by DWNP procurement underway
CNP SIGN BILL BOARDS	3,000	Amount to be processed within the first week of Nov'15.
INTERGRATED LAND USE PLAN – INCEPTION PAYOUT (15%)	13,500	Amount expected to be spend in first week of December (Alterra selected for this task)
TOTAL Expected Expenditure	448,527	

500. From the 2015 PSC meeting reports it is clear that the significant expenditure on the purchase of agricultural equipment for DCP and of freezers, generators, tents and a cold room for the

Fresh and Dry Fish Association was reported by the Project Manager to the PSC, however there appears to have been no discussion as to the relevance of this to the project. As discussed in the analysis of results under section 3.2 of this TE report, the majority of this equipment did not directly contribute to the achievement of intended project results under the relevant project Output of achieving 'tourism expansion that is used to leverage community benefits (through PPPs and HH revenue sharing) and wildlife management'. The 'incremental cost' reasoning for this expenditure is questionable...what were the global environmental benefits arising from expenditure of GEF allocated funding on this equipment? Neither the logic to justify the expenditure in the first place, nor monitoring and reporting to demonstrate impact towards globally significant biodiversity conservation outcomes, were established under the project.

501. The purchase of fire-fighting equipment for community fire-fighting committees listed in the above reporting does relate directly to one of the targets under Output 2.2 and does contribute directly to an activity area included within project design. However, as discussed in the analysis of results, even this purchase does not appear to have not been well thought through or discussed with communities to make sure that the equipment met their needs⁴⁶. The other main areas of project expenditure that can be seen from the above reports were for the Conservation Agriculture bench marking trips, workshops and associated accommodation costs, again not directly related to intended project development results and impact.
502. It is also interesting to compare financial reporting at PSC meetings throughout the four-year period of project implementation. In 2015, detail is provided on what GEF funds have been used for, examples are given above. In 2016, quarterly PSC meeting reports do not provide any detail on the nature of project expenditure, but instead include an overall graph showing the amount of funds spent, worded as 'cumulative project delivery'; an example is given below. The end of year PSC meeting report provides some further detail on how funds were spent. In 2017, the PSC meeting reports that were shared with the TE⁴⁷ do not include any reporting on the type or level of project expenditure.

Figure 19: Graph showing 'cumulative project delivery' from September 2016 PSC report



503. The MTR reported at the end of 2016 that '*very key partners perceived the project as a demand driven activity where stakeholders 'ask' for what they would like to see the Project produce or what they would like to see financed, and not as a project that plans activities and products seeking results*'. This major concern raised in the MTR was not picked up on by UNDP CO and the PSC until the last few months of project implementation. The fact that GEF funds are being perceived as a pool of money to buy goods, conflicts with the whole rationale for GEF support which should be targeted at the incremental costs of achieving global biodiversity outcomes.
504. As well as resulting in extremely poor cost effectiveness, the 'shopping list' approach to project financial management, described in the MTR, also appears to have resulted in a certain level of resentment between stakeholders over why one Department or organisation was given thousands of dollars of equipment and another none. Many ask why DCP were such a major

⁴⁶ All communities consulted during the TE questioned why large and expensive sprayers had been purchased, when they had no means to tow these pieces of equipment and therefore could not use them; they suggested that it would have been more appropriate and useful for the project to have purchased protective clothing for the Committees, as key health and safety equipment for fire fighters.

⁴⁷ It should be noted that not all PSC meeting reports were shared with the TE

beneficiary when the project wasn't an agricultural support initiative, and DFRR raised concerns as to why they had received so little equipment and financial support from the project as compared to DWNP and DCP. These concerns are understandable when the project appears to have achieved so little in terms of concrete development results. However, at TE it is somewhat disappointing to hear criticism of 'who got what' rather than a focus on assessment of strategic impact and results achieved (or not achieved).

505. The project was subject to one independent audit, completed in March 2016, undertaken by RBM Botswana. This does not provide any analysis as to whether finances are being spent in line with the intended Project Budget (as outlined in the Project Document), or towards achievement of intended results. It merely assesses whether *'the statement of cash position' is accurate. The Audit concludes that 'On the basis of management confirmation that the project does not have a separate bank account, in our opinion the statement of cash position of project 76326 Improved Management of CKL of Protected Areas as at December 2015 presents fairly in material respects a fund balance of US\$ nil in accordance with UNDP accounting policies and International Public Sector Accounting Standards (IPSAS).'*
506. Over the first three years of project implementation there appear to have been no criteria to guide allocation and expenditure of GEF funds under the project, and very little cross checking or oversight by either UNDP or the PSC as to how funds were being spent. Neither the Project's Strategic Results Framework (SRF), intended Output results, nor intended budget as laid out in the Project Document appear to have been used as the basis, or even reference points, for major disbursements. Towards the end of 2017 there was an increase in the level of oversight by UNDP CO and changes were made to procurement procedures and results-based reporting, including changing the Project Manager's contract to a results-based contract. This has had a positive impact and led subsequently to a clearer focus of financial management on core project result areas. However, it was really too late on in project implementation to translate into the achievement of results. At project end, the project's cost effectiveness and efficiency has clearly been extremely weak.
507. Given UNDP CO, DEA and executing partners experience in GEF initiatives, and their involvement in the design of this project, all of these agencies should have a good understanding of GEF rules and procedures, and of the incremental cost basis for GEF investment in the Bio-Chobe project. It would appear, however, that there were some significant gaps and weaknesses in financial oversight, management and monitoring systems within the project and the TE strongly recommends that UNDP CO review decision making systems for financial management within GEF projects, to identify how and why this project was able to go so far off target. It will be important for UNDP CO, as the agency ultimately accountable to GEF, to strengthen financial oversight and monitoring systems.

Co-Financing

508. Co-financing pledged for the Bio-Chobe project comprises of the following: Department of Wildlife and National Parks US\$ 4,695,000; Department of Forestry and Range Resources US\$2,016,806; Botswana College of Agriculture US\$411,725; University of Botswana Okavango Research Institute US\$1,022,064; Kwando Safaris US\$615,450, and UNDP contribution of US\$250,000. Total co-financing contribution is therefore US\$9,011,045.
509. No co-financing data has been provided to the TE and from discussions with UNDP CO, DEA and other project co-financing partners it is clear that there has been no recording or monitoring of co-financing contributions throughout project implementation. In the PSC meeting on September 7th 2017 one of the Action Items listed is: *'All Project Partners to Provide comprehensive and detailed records of Co-Financing during the implementation of the Project. This includes time spent on supporting any of the Project activity during implementation process including attendance of PSC & TRG meetings. This exercise should back-date to the start-date of the Project.'* It was reported to the TE, however, that this has not been done and no data is available. It is understandable that retrospective calculation of items such as all *'time spent on supporting any of the Project activity during implementation process'* over four years would be almost impossible for project partners to achieve; monitoring and recording of co-financing, both

in terms of financial contributions and 'in-kind' contributions should be something that is ongoing throughout project implementation.

510. Although no data is available at the time of the TE, from discussions with stakeholders and review of project literature it is clear that several of the co-financing agencies were not directly involved in the project and did not contribute any of the co-financing pledged in design. Co-financing was not committed by Kwando Safaris, the University of Botswana, Okavango Research Institute and Botswana College of Agriculture. It seems that part of the reason for this was that the Project Manager did not communicate with these agencies to follow up on commitments given in design. Consultation with Kwando Safaris during the TE indicates that the reason they did not provide the co-financing pledged was that they were not aware the project had been approved and had had no communications from the Project Manager. They indicated that they would have been willing to engage in the project and to provide the financial support pledged in design, and suggested that had they been invited to engage in the project, their priority would have been to support PA management and biodiversity conservation issues that were of relevance to them. They gave the example of support for management of tourism, visitor facilities, or conservation and monitoring of species of interest to their clients. A key part of the work of a project manager should be in engaging with co-financing partners and in working with them to identify the ways in which co-financing can work to achieve mutually beneficial results for project and partner, in particular in a project such as Bio-Chobe which aims to establish improved partnership for 'collaborative governance'. Engagement of the private sector is particularly important for sustainable financing in projects such as Bio-Chobe.
511. The lack of co-financing and of co-financing data is an issue that was highlighted in the MTR, which stresses that *'there has been no co-financing in cash of the sort indicated at the design stage, nor there are provisions to obtain this funding for the Project at all'*. The MTR emphasises that the project was designed based on a US\$10,829,227 budget, but that the finances actually being realised are nowhere near this amount. It estimates that financing of the project is almost entirely from GEF funds. Once again it is very disappointing that this finding was not picked up on by project management following the MTR and no action was taken to try to address it.
512. The MTR also suggests that co-financing envisaged within design may have been 'unrealistic'. In relation to this it should be noted that for CEO endorsement, the GEF requires evidence of confirmed co-financing in the form of signed co-financing letters annexed to the Project Document. This is to demonstrate the commitment of partners to provide these sums. Confirmation letters were provided for the Bio-Chobe demonstrating that, at design, co-financing levels were considered by partners to be 'realistic'. It will be important for key partners who were engaged in the project to conduct a post project review of intended co-financing to assess whether amounts pledged at design were realistic and if review indicates that the amounts pledged at design were not realistic, it will be important for those agencies to ensure that the design of future initiatives for submission to GEF the sums pledged are realistic. The pledging of unrealistic co-financing amounts otherwise impacts directly on the achievement of anticipated results. It should also be noted that in GEF 5 a co-financing ratio of 6:1 was encouraged, the amount outlined in Project Document is approximately 5:1, so was certainly not excessive.
513. Consultation with the DEA GEF Focal Point during the Terminal Evaluation confirmed that the Department is currently developing procedures to ensure that co-financing within GEF projects is monitored and recorded throughout the implementation of projects.
514. The TE has identified a number of issues within both project design and implementation which may have affected the extent to which co-financing was realised within the Bio-Chobe project.
515. Within project design there appears to have been an inadequate level of assessment as to how co-financing would support achievement of project results of what it entailed. Design would have been strengthened by integration of co-financing within the budget at the Outcome level and further description within the project strategy as to how co-financing agencies would be involved in supporting the project. There also appears to be a sole emphasis in the Project Document on 'cash' co-financing which may not be entirely realistic. It would have also been relevant to include 'in-kind' co-financing within the design of this project. Again, if this 'in-kind' co-financing were to have been included, the Project Document should then provide a clear description of the types of in-kind' co-financing and how they would support the achievement of project results.

This type of analysis within the Project Document would help to both ensure that co-financing levels and types pledged in design are clearly understood and are realistic and, during implementation, would support both the project manager and partners in ensuring that co-financing is committed to support the achievement of intended results as pledged in design.

516. The Project Manager should have communicated directly with co-financing agencies at project start, to agree on how co-financing would be incorporated to support the achievement of results. These agreements should then have been discussed with stakeholders and confirmed within the inception workshop. The Project Manager and co-financing agencies should have subsequently recorded co-financing contributions throughout the four-year period of project implementation, and there should be ongoing monitoring by the Project Manager and partners to ensure that co-financing committed is adequate to support achievement of results. Alongside this, one of the roles of the Project Manager is to assess opportunities to leverage additional support to the project, and to support replication of results. This was also not undertaken during project management of the Bio-Chobe project.
517. Lessons can be learnt on the need in future projects to ensure that: within project design co-financing is well thought through, is realistic and that the Project Document clearly outlines how co-financing will contribute to achievement of Outcomes; within project implementation that the inception process consolidates co-financing commitments and clarifies how these will support achievement of results, and that the Project Manager works with co-financing partners to ensure co-financing is recorded and monitored. The procedures and guidance currently being developed by DEA will greatly help to support this process.
518. The required GEF 'planned and actual' co-financing table is provided in Annex 7, as highlighted above, however, this provides little data on 'actual' levels of co-financing, due to the total lack of monitoring during project implementation and therefore lack of any co-financing data provided to the TE at project end.

Monitoring & Evaluation to support Results-Based Management

TE Rating	Monitoring and Evaluation Plan Implementation	Unsatisfactory
519.	Monitoring of progress towards the achievement of intended project results throughout the four-year project implementation period has been extremely weak at all levels, and has not supported adaptive, results-based management of the Bio-Chobe project.	
520.	Reporting provided by the Project Manager to support monitoring was essentially through annual PIR and quarterly reports to the Project Steering Committee (PSC). There appears to have been little consultation or evaluative assessment with project partners as part of reporting in the PIR and the annual stakeholder monitoring and planning workshop specified in the Project Document was not held.	
521.	The annual work plan was drafted by the Project Manager at the end of each year, discussed with the TRG, however for the majority of the project there is no record of annual work plans having been officially approved in any way by the PSC. It is only at the end of 2016 that the December PSC meeting report notes that the draft 2017 AWP, for the intended final year of project implementation, was 'presented and accepted with a number of comments raised'. The annual work plans do not align well with the SRF and activity / result areas outlined in the Project Document under each of the Outputs. This led the project off-track and contributed significantly to the lack of intended development results achieved at project end. Overall there appears to have been weak guidance at all levels (TRG, PSC and UNDP CO) in terms of ensuring that the annual work plan, and associated with it, budget allocation and the actions supported through the project / project approach was focussed on achieving intended development results at Output, Outcome or Objective level.	
522.	The quarterly reports to the PSC were based around the project's annual work plan and were therefore also not well aligned with Outputs, Outcomes and Project Objective. Quarterly PSC meetings should be a corner stone for monitoring, such that the PSC provides strategic guidance to keep the project on track and ensure that it is working towards achievement of intended results and impacts. For this project, that was clearly not the case.	

523. Annual PIR are an important management and monitoring tool for a project manager, as well as for UNDP and the PSC. Within annual PIR for the Bio-Chobe project, reporting was undertaken against the Project Objective, Outcomes, Outputs and associated SRF Targets / Indicators, based on the standard PIR format. However, reporting by the Project Manager was very unfocussed and did not provide sound analysis of progress towards achievement of results. For many of the targets/ Outputs, PIR reports consistently note that work had not been started, the reasons given being somewhat vague and mostly referring to district or national processes and events as reasons for lack of action. One of the project's roles should have been to facilitate linkages between stakeholders, create partnerships and provide support to enable district level review and planning processes to become increasingly more coordinated, working towards the achievement of district and agency priority areas which aligned with intended project development results. There does not however appear to have been any real facilitation and coordination by the Project Manager to support this, nor analysis of risks and assumptions, and no mitigation mechanisms developed by partners to address events or issues that were having an impact on project progress. The effectiveness of PIR as monitoring tools is therefore limited by the information contained within them, and the fact that they were not used to support results-based and adaptive management.
524. PIR also provide the DO and IP the opportunity to assess and rate project progress each year. Throughout project implementation, the project was consistently rated as 'moderately unsatisfactory' by the UNDP Regional Technical Adviser and yet, until the end of the final year of project implementation, very little appears to have been done to address this.
525. The Project was designed to have an inception process that enabled stakeholders to work together to review and fine tune the basic monitoring and evaluation plan presented in the Project Document. The inception workshop was intended to be an event at which all partners would *'review and agree on the indicators, targets and their means of verification, recheck assumptions and risks, provide a detailed overview of reporting, monitoring and evaluation (M&E) requirements, agree on and schedule for the Monitoring and Evaluation work plan and budget'*. However, as outlined above, the project does not appear to have undertaken this key activity, and if there was an inception workshop, no amendments were made to the SRF, or details added to clarify how the M&E plan would be implemented / stakeholders roles and responsibilities in monitoring. Neither the TRG nor the PSC undertook any substantial review of the SRF, nor developed *'a detailed overview of reporting, monitoring and evaluation (M&E) requirements'* or a *'schedule for the Monitoring and Evaluation work plan and budget.'* This is a major weakness in project monitoring and evaluation.
526. Review and tailoring of a project's SRF / logical framework should be a key part of the inception process of any project, and in the case of the Bio-Chobe project was essential. As outlined in section 3.1 above, the TE assesses that many of the Indicators and Targets within the strategic results framework (SRF) were not entirely realistic or well-conceived means to measure project results and impact. The inception workshop would have provided a real opportunity for partners to work together to assess the applicability of the Indicators and Targets proposed in the SRF and to discuss how these could be measured. It is likely that this analytical process would have highlighted issues and challenges relating to measurement of a number of the Indicators, and achievement of Targets, and would have provided the opportunity for partners to amend Targets and Indicators to more 'measurable and achievable' indicators which better reflected intended development results. As outlined in the Project Document a 'experienced facilitator' was to be hired to guide this key process within the inception workshop, however again this was not done.
527. Another key monitoring and planning process to support results-based management of the project, was the Annual Review and Planning Workshop envisaged in the Project Document. This was described as *'a key part of the adaptive management process'*. Again however, no annual workshop was held, and indeed there is no evidence of stakeholder involvement in annual review of progress towards achievement of project results. Within implementation of the Bio-Chobe project there appears to have been very little engagement of stakeholders in monitoring of project progress, indeed as outlined in the MTR some key stakeholders were not even aware of the intended development results to be achieved by the project.

528. There was also very little collaboration by the Project Manager with key partner agencies to ensure that relevant monitoring data was regularly collated and reviewed at the Output level. As discussed in the analysis of results, key monitoring processes described in the Project Document and outlined in relevant targets was not undertaken. For example, bi-annual surveys of livelihoods, gender effects and 'community benefits' achieved through project support were not undertaken. There was no governance tracking. Under Outcome 2 the project was to have measured the area burned annually to demonstrate the impact of capacity building of community based fire fighting committees, DFRR and improved partnership between the two. No monitoring was undertaken. Within PAs the project was to have supported monitoring of habitats including the establishment of '300 permanent vegetation transects', 'fixed point photos' and 'indicator / at risk species such as puku, red leechwe, tsessebe, sable, roan, bushbuck etc'. There was to have been monitoring of poaching events and patrol days. No monitoring was undertaken across any of these key areas of intended impact. There was also no monitoring of PA management efficiency such as the use of systems or knowledge and awareness of staff, and PA budgets and income were not measured, although there was also no relevant support provided across this key area.
529. At project end there is no data presented within an end of project report to demonstrate intended quantitative impact across any of the indicators outlined in the SRF. Within the Project Document, the use of, and strengthening of, project partners' monitoring systems, and support for increased co-ordination between stakeholder institutions in overall monitoring within the CKL area, was to be a key area of support. The Project Document emphasises that *'the heavy focus in the project on monitoring and surveys will strengthen learning...but also translate this learning into an evidence base for national policy making.'* Project monitoring was supposed to directly engage key stakeholder groups and institutions, in order to both use their data to support monitoring of progress towards achievement of project results, and to work with them to strengthen their own systems and data collection / analysis. The Project Document stresses that the process of project implementation should be 'an Adaptive Learning approach, intended to test and demonstrate the effectiveness of combining stakeholder processes with broad-based visualised monitoring data and carefully defined performance criteria.' Unfortunately, there has been little support for monitoring, performance assessment or adaptive learning.
530. The Mid-Term-Review (MTR) of a project is a key monitoring and evaluation event within a project's implementation cycle. For a full sized GEF project (FSP) the biodiversity Tracking Tool should also be completed at mid-term, to enable partners to track progress towards achievement of key biodiversity impacts, against the baseline TT completed at project design. The MTR was completed in December 2016, one year before the intended end of project date. The mid-term Tracking Tool assessment was not completed at the same time as the MTR but was undertaken in December 2017, the project's intended end date, although as noted above there has been a 6 month project extension and an EOP TT assessment has been undertaken.
531. Both the MTR itself and the Tracking Tool provided good analysis and information and both raise key issues and concerns regarding lack of progress towards achievement of intended development results. The MTR in particular also raises significant concerns about the way in which the project is being managed and monitored, and the lack of understanding by key partners of the intended results of the project. Alarm bells should have rung loudly with the PSC when the MTR states that *'some very key partners' perceive the project as 'a demand driven activity where stakeholders 'ask' for what they would like to see the Project produce or what they would like to see financed'*. The MTR queries whether, with only one year to go, it would be feasible for the project to achieve all intended development results. It provides a significant number of recommendations including the need for critical review and streamlining of the logframe, improved project management, increased oversight by UNDP, strengthened participatory process, better communication and a focus on sustainability.
532. Following any MTR, a Project Manager should organise a review workshop with stakeholders, to analyse the findings of the report and its recommendations, and to develop a strategy to address any issues raised so as to improve progress towards achieving intended development results. The Bio-Chobe project did not hold a review workshop following the MTR, the findings of the MTR do not even appear to have been discussed in any significant way by the PSC until the end of the final year of implementation. It was only in the September 2017 PSC meeting that

there was a recommendation to prepare 'Mid Term Review Responses' A key reason for doing this was cited as the upcoming terminal evaluation and the concern that a review had not been undertaken following the MTR. The September 2017 PSC report minutes note that: *'A special meeting was requested for the PSC members to meet and discuss the Logical-Framework of the project analysis. This special meeting is to mainly focus on progress made thus far in relation to meeting the objectives and targets as provided in the Project Document.'*

533. A special task force meeting was held on the 26th February 2018 and produced a document titled 'Analysis of the Bio-Chobe Project Logical Framework.' The wording of this document is somewhat strange in that it proposes 'changes' to project Targets including at Objective and Outcome level. The suggested 'changes' in many areas amend Targets and Indicators to a description of the activities which the project has undertaken or cite products which existed at project start. The suggested changes do not provide a means for measuring the achievement of intended development results.
534. Obviously under GEF rules and regulations it is not possible for a Project Steering Committee to amend a project's logical framework and associated targets and indicators at the end of a project, in order to reflect the activities undertaken and reflect the results achieved when these differ to those intended. The intent of the PSC in providing the annotated analysis of the Bio-Chobe logframe was therefore presumably not to suggest amending the SRF at project end, but rather to provide a type of 'end of project report'. The Project Document outlines that, as is standard practice for UNDP GEF projects, the Project Manager would prepare an End of Project Report, however she did not and indeed prior to the end of the project her contract had been terminated due to poor performance. The PSC therefore correctly intended to fill that gap. In providing information on activities supported under the project, the logframe review which the PSC undertook is certainly useful as it provides information to add to the 2017 PIR undertaken by the Project Manager, outlining what work the project has done and how this links to broader Government processes and the baseline.
535. The SRF is a key tool to support monitoring and evaluation for adaptive management. Achievement of Outputs should work together towards achievement of intended Outcome level results; and Outcomes should work together to achieve the overall Project Objective by EOP. The Indicators and Targets should provide the means to monitor and measure progress towards achieving these results.
536. It is unfortunate that the project didn't undertake a review of the SRF/logframe at Inception and immediately following the MTR, these are two key points in a project's implementation process when it is extremely useful to analyse the SRF and to clarify, and where necessary fine tune, indicators and targets so that these better reflect achievement of intended development results.
537. Under GEF regulations fine-tuning of a project's logical framework /SRF can be undertaken so long as the changes don't impact on the project's scope and intended Outcome / Objective level development results. 'Minor Amendments' can be made at the discretion of the responsible GEF Agency but must be reported on as part of the annual Project Implementation Review (PIR) reports submitted to the GEF Secretariat. 'Minor Amendments' can include amendments to targets and indicators which enable these to better reflect a project's intended development results. Changes can also be made to the specification of project Outputs so long as these do not have significant impact on the project Outcomes, Objective or scope, or revisions to reporting schedules. These types of Minor Amendments can be undertaken to strengthen the project, but not to reduce its intended scope or impact. Any 'Major Amendment' proposed after a project has been endorsed/approved by the CEO, requires the project to be re-submitted to GEF, for review and renewed CEO endorsement. 'Major Amendments' to a project include any changes which affect a project's scope, Outcomes or Objective, or measurement of them. This includes changes to project Outputs that are likely to affect project Outcome or Objective level results, or changes to Targets/Indicators that don't reflect intended development results. Major Amendments also include budget re-allocations among components in the project with amounts involving 10% of the total project grant or more, and/or the introduction of new budget items/or components that exceed 5% of original GEF allocation.
538. As outlined in TE Part 3.1, there were a number of weaknesses in indicators and targets within the Bio-Chobe SRF and it would have been very useful for project partners to work together to

assess and refine indicators and targets so that they more clearly captured intended project impacts, and also to fill in gaps in the baseline. This was an intended part of the inception process envisaged in the Project Document and was also recommended by the MTR, particularly given the significant concerns raised by the MTR that intended targets were unlikely to be achievable in the remaining year of project implementation.

539. Overall, monitoring within the project has been extremely weak, it did not follow the outline M&E plan within the Project Document and has not supported results-based management: key events including the Inception Workshop and Annual Stakeholder Planning and Review Workshop were not undertaken, and the results of the MTR were not analysed or used to strengthen project implementation and results. A detailed M&E Plan was not developed by the project, there was no *'detailed overview of reporting, monitoring and evaluation (M&E) requirements'* and an M&E schedule and budget was not developed. Monitoring and reporting by the Project Manager was of poor quality and there was inadequate stakeholder involvement. Throughout the major part of project implementation, there also does not appear to have been effective monitoring and strategic guidance of the project by UNDP CO and the PSC. There even appears to have even been a lack of understanding about the purpose and nature of the project by key strategic partners as reported in the MTR. If those participating in PSC meetings do not understand the purpose or intended results of the project, the history of project implementation to date, or even the overall mechanism through which GEF project should be implemented, then it is unlikely that they will be able to provide strategic oversight and guidance to support effective monitoring for results-based management. UNDP CO also provided weak oversight of the project; despite the 'moderately unsatisfactory' ratings consistently given in PIR and despite the critical findings of the MTR; it was also only in late 2017 that UNDP CO seems to have taken remedial action, introducing new performance-based reporting and procurement procedures (4-tiered approach) and changing the Project Manager's contract to a results-based contract.
540. Both UNDP as the GEF Implementing Partner, and the Project Steering Committee (PSC) as the core body providing strategic oversight to the project, should play a critical role in project monitoring and evaluation, in particular to ensure that the results of M&E are used for performance improvement, achievement of results, accountability and learning, to support results-based, adaptive management. It is important that following EOP and based on the results of this TE, that all agencies assess their internal systems to see why performance was so weak in this project, and to ensure that systems and procedures are strengthened in the future. The analysis in this TE report emphasises the need for all PSC and TRG members to a) have a sound understanding of the project, its' strategic approach to achieving Objective and Outcome level development results and the proposed implementation approach b) ensure that those participating in PSC meetings, if not the official PSC/TRG members, have this understanding and report back to the representative following the meeting c) that PSC and TRG members recognise the importance of the inception process in providing a mechanism for all stakeholders to work together to tailor implementation and partnership mechanisms to the situation 'on the ground' at project start and recognise the value of annual stakeholder workshops, or at a minimum TRG and PSC review meetings, to the M&E process d) recognise that monitoring and evaluation should focus on the extent to which a project is working towards achievement of intended development results and targets, using the indicators specified in the SRF and e) recognise the importance of effective stakeholder engagement and partnership to support sustainable development impact.

Rating of the Quality of UNDP Implementation and of Project Execution

Quality of UNDP Implementation	Unsatisfactory
Quality of Execution – Executing Agency	Unsatisfactory

PART 3.4: SUSTAINABILITY

Rating of the likelihood of Sustainability

Environmental	Unlikely
Institutional and Governance	Unlikely
Financial	Unlikely
Socio-political	Unlikely

541. Evaluation of sustainability assesses whether positive results achieved under the project are likely to continue after the project has come to an end. This includes assessment of the risks that are likely to affect the achievement of long term positive outcomes. Four aspects of sustainability are examined: environmental, institutional/governance, financial and socio-political. Each aspect of sustainability is rated according to whether it is: likely, moderately likely, moderately unlikely or unlikely. In this rating scale 'likely' indicates that there is a strong likelihood of sustainable positive impact continuing following EOP. For GEF all the risk dimensions of sustainability are critical, therefore, the overall rating for sustainability cannot be higher than the lowest rated dimension.
542. The Bio-Chobe project's Objective and Outcomes focussed on strengthening long-term management effectiveness of the CKL matrix of protected areas through improved and integrated systems, information and capacity, and through demonstration of the socio-economic benefits from wildlife-based tourism, in order to increase support for and investment in PA management and biodiversity conservation. By 'demonstrating the economic case for PAs and wildlife as the number one economic driver' in Chobe District, by increasing benefit distribution from tourism and by increasing awareness and understanding of the economic value of biodiversity, the project aimed to support a 'paradigm shift in the way land use in Chobe district is managed' and to 'establish approaches that can be replicated elsewhere in Botswana'.
543. The Project Document states that: *'Environmental sustainability will be enhanced through integrated planning, improved resource protection (from poaching, fire) and more effective monitoring of habitats, and wildlife. The project directly addresses financial sustainability by making the case for increased budgets and/or more efficient and effective expenditure. Social sustainability will be enhanced directly through new benefit flows to communities from tourism, and also by making stakeholders more aware of the importance of the bio-economy to the regional economy. Institutional sustainability will be enhanced by strengthening both the wider stakeholder group (through DLUPU) and by capacitating the Park Management Committee, with a significant investment in institutional development and training and through strategic changes to CBNRM in the buffer zone.'*
544. Unfortunately, as outlined in the analysis within this TE report, the project deviated from the intended areas of intervention and intended approach, and had significant weaknesses in management, monitoring and oversight, such that the project did not demonstrate results-based management. At EOP, the Bio-Chobe project is evaluated to have failed to achieve the intended development results at any level: Output, Outcome or Objective.
545. At the end of 2016, it should have been clear to both the project manager and the PSC from the findings of the MTR that neither adequate resources nor time remained to achieve intended results by EOP. At this time, the project should have supported a workshop and associated review and planning process to enable partners to come together to review the findings of the MTR and develop a strategy which prioritised results to be achieved by EOP and which identified ways in which the project could support stakeholders to work together towards the achievement of sustainable results following the end of the project. This 'Exit Strategy' would have then have guided project implementation during the final year and a half of project implementation and, if designed and implemented effectively, would have greatly increased the chance of sustainable results following EOP.

546. As discussed in the analysis of results, there is currently a real opportunity to strengthen integrated management in Chobe District and to support more effective PA management and sustainable development in the CKL area. This is linked to the fact that the majority of management plans for the area are currently either being reviewed and revised, are about to be, or are looking for support for this; it is an opportunity that is unlikely to arise again for another 5 or more years. Had the project developed an Exit Strategy this could have supported partners to identify how, in the final year of implementation, the project could provide support for this process. However, no Exit Strategy was developed and in the final year of project implementation little thought appears to have been given to supporting stakeholders to achieve sustainable results post project. During the final year of project implementation, the approach was instead more of a 'tick-box' exercise of producing reports and organising training courses, but without any clear strategy to demonstrate how these would be used to support the achievement of sustainable results and, as discussed in the analysis of results, the TE has raised concerns relating to the use and impact of a number of the products produced.
547. The lack of results and impact achieved under the project and the absence of any 'Exit Strategy' and associated support which would increase partners ability to work towards achieving intended development results, leads the TE to conclude that the overall likelihood of sustainable positive impact from the project, towards the Objective of 'strengthening the management effectiveness of the Chobe-Kwando-Linyanti Matrix of Protected Areas to respond to existing and emerging threats' is 'unlikely' across all areas: environmental, institutional/governance, financial and socio-political.

3.5 OVERALL RATING OF RELEVANCE, EFFECTIVENESS AND EFFICIENCY

548. Based on the analysis presented throughout Part 3 of this Terminal Evaluation report, the following ratings are provided on the 'relevance, effectiveness and efficiency' of the project and its implementation.

Relevance

Summary Rating	Satisfactory
549. Evaluation of a project's 'relevance' examines the extent to which the Objective and intended Outcomes of a project are consistent with local, national, global and donor priorities and policies.	
550. The Bio-Chobe project is evaluated to be highly relevant to national priorities under the NBSAP and to District level and PA priorities relating to biodiversity conservation and sustainable development. At the time of project design, the high priority given to the project at the national prioritization workshop for GEF 5 demonstrates that key national agencies considered the document to be highly relevant at the time of design. All of the key issues and threats highlighted in project design remain at EOP and the project remains highly relevant to the revised NBSAP and to protected area management and biodiversity conservation in Chobe District. The issues and approach presented in the Project Document also align well with GEF objectives under the biodiversity portfolio and with relevant UNDP strategic objectives, as discussed in the assessment of mainstreaming within this TE report.	

Effectiveness

Summary Rating	Unsatisfactory
551. The evaluation of 'effectiveness' examines the extent to which project Objective and Outcomes have been achieved, how they have been achieved and the likelihood of sustained positive impacts following EOP. As demonstrated in the analysis of project results, project implementation and in the assessment of the likelihood of sustainable results across all areas of sustainability, the project is evaluated to have not achieved either of its two Outcomes, or indeed any of its Outputs and associated Targets, and overall support provided under the project has not made a significant contribution to achieving its Objective of strengthening management effectiveness of the Chobe-Kwando-Linyanti matrix of PAs to respond to existing and emerging threats. All key threats identified in design remain at project end and there has been no significant increase in the capacity of key stakeholders to address these threats. Implementation mechanisms have been weak and have not supported results-based, adaptive management. The evaluation of effectiveness is therefore rated as 'unsatisfactory'.	

Efficiency

Summary Rating	Unsatisfactory
552. Evaluation of 'efficiency' examines the extent to which results have been delivered with the least costly resources possible.	
553. As demonstrated in the assessment of project results and project implementation mechanisms, the use of project resources was extremely inefficient and has not supported either results-based, adaptive management, nor the achievement of intended results. The evaluation of efficiency is therefore rated as 'unsatisfactory'.	

PART FOUR: CONCLUSIONS

The level of achievement of intended development results

554. The overall Objective of the project was: 'To Strengthen Management Effectiveness of the Chobe-Kwando-Linyanti Matrix of Protected Areas to Respond to Existing and Emerging Threats.' The project aimed to increase the capacity of key management agencies and to increase the financial sustainability of PA management, to better enable all partners to work together to address existing and emerging threats to biodiversity. It aimed to build partnerships and establishing integrated planning and monitoring as part of the development of 'collaborative governance' across the area. Alongside this it aimed to increase the benefits accruing to local communities from wildlife-based tourism, thereby strengthening livelihoods, increasing community support for PA management / bio-diversity conservation and reducing HWC.
555. Part 3 of this evaluation report has examined all elements of the Bio-Chobe project from design, through implementation to an examination of the level of achievement of results under each Output, evaluating also the likelihood of sustainable impacts resulting from the project. This section of the report concludes that analysis and outlines a number of lessons that have been learnt through the project. A series of recommendations are put forward to guide the design and implementation of future GEF initiatives, and of future support for strengthening PA management in the CKL Matrix.
556. The following section provides concluding analysis of results achieved by the project against each of the Objective level indicators within the Project Strategic Results Framework (SRF). As discussed in the analysis within Part 3 of this TE report, a number of weaknesses have been identified within the Bio-Chobe project SRF at the Output level, however the indicators at the Objective level do outline key elements which the project should have measured and monitored in order to assess progress towards achievement of overall development results. This is discussed further below.

Indicator 1: PA budgets secure

557. At project end the situation regarding the security and adequacy of PA budgets remains identical to that at the time of project design. Little support has been provided to increase the financial sustainability of PA management and the project has not achieved the results intended. The EOP target was that 'PA budgets of P15m cover operational costs for 14,000km² and are used effectively according to activity-based budgets and stakeholder review'. This was perhaps an optimistic EOP target, given the baseline situation; the actual mobilisation and effective use of such an increase in PA budgets would have been hard for the project to achieve within 4 years. However, the project should have been able to achieve a reasonable level of progress towards this target, such that at EOP it should be possible to demonstrate concrete results and some level of impact in securing increased PA budgets to support more effective PA management.
558. Intended results outlined in the Project Document include demonstration of the economic value of the CKL matrix and of the need for increases in PA budgets to support effective management. The project was also to have facilitated the establishment of partnership-based mechanisms to actively increase budgets for PA management during the life of the project (eg through private sector financing, Payment for Ecosystem Services schemes (PES) and other innovative resource mobilisation methods. Unfortunately, the project did not provide support to demonstrate the economic value of the CKL matrix and did not contribute towards securing any actual increase in PA budgets.
559. In the last month of project implementation, the project commissioned a consultant to develop a Financial Scorecard and Business Plan for CNP. This Plan updates and builds on the 'CNP Business Plan' which was developed in 2012 under a previous UNDP/GEF project. The 2018 Business Plan provides valuable analysis and information; it identifies core business planning objectives, establishes a business plan structure and it provides an estimate of costs and expenditure based on an optimal management scenario. The Business Plan is essentially however an updated more concise version of the 2012 Plan which was not used by CNP, and it will be important for CNP to examine why they did not use the previous Plan and identify if and

how they will incorporate this 2018 Business Plan and Financial Scorecard in to their planning and management processes in the future.

560. The Output level result intended in the Project Document was development of an integrated, partnership-based plan that at EOP was being '*implemented for the matrix of PAs to generate financing on the scale needed to address emerging long term pressures on biodiversity*'. This result was to contribute to the Objective level indicator of 'budgets secured' and the associated Objective level Target. Clearly at EOP the Business Plan has not yet been implemented and is not yet generating any increase in financing. Given that the Business Plan was developed after the TE consultation mission in the final month of project implementation, the TE can-not provide any definitive observations or conclusions as to whether or how this plan will be used. At EOP it is possible to state that a valuable resource document for CNP has been produced, however what impact the CNP Business Plan is likely to have towards securing increased budgets is very much an unknown, and there has been no measurable progress towards establishing financing on the scale needed to address emerging long term pressures on biodiversity. Unfortunately, neither the intended Objective level nor Output level EOP results have been achieved. At EOP no additional PA budgets have been 'secured' and there is no measured or measurable change in the baseline situation towards the establishment of budgets required to cover operational costs and support effective management. Progress towards the intended Objective level indicator and target has not been satisfactory.

Indicator 2: PA management indicators including status of LE, habitats and wildlife populations:

561. The Project Document emphasised that 'adaptive management of complex socio-ecological systems like the CKL complex hinges on sound information and monitoring data' but that the baseline situation was such that data was not readily available to inform adaptive management. Strengthening monitoring systems and information was a core area of intended project impact, and the development of indicators on the status of LE, habitats and wildlife populations are key elements of monitoring to support more effective PA management.
562. The end of project target was for a situation whereby: 14,776km² PA (CNP10,600 km, FRs 4,176 km²) and 11,149km² buffer zones (8,998km² CHAs, 2,151 km² occupied State Lands) would have measurable resource protection, habitat and wildlife monitoring and PA management indicators that are monitored and improving (i.e. habitats and wildlife, poaching, fire, problem animals, tourism, stakeholder and tourist satisfaction).
563. Both the indicator and target are very relevant to intended development results under Outcome 2. The EOP target of establishing 'measurable resource protection, habitat and wildlife monitoring and PA management indicators that are monitored' across the CKL matrix is very achievable; the extent to which it would be possible within 4 years for the project to demonstrate that conditions across all of the areas listed were 'improving' is optimistic. It would have perhaps been more achievable if the target had focussed on establishment and active use of the system, including the measurement of key indicators across the CKL matrix during the life of the project.
564. The project provided some relevant support in terms of generating information and guidance and providing training. The Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves provides valuable analysis of threats across all key areas and provides guidance on how to set up abatement/mitigation strategies for each threat. It examines current monitoring programmes, identifying ways to strengthen systems to more effectively monitor threats/threat levels and the effectiveness of mitigation actions. However, there is no evidence at EOP that this study has been used, or that abatement/mitigation strategies and strengthened monitoring systems have been adopted. The project has not worked to actively strengthen monitoring and management systems or supported the establishment and use of PA management indicators. Relevant training was also provided under the project however this was not part of a strategic process for improving management and monitoring systems and there has been no capacity assessment undertaken over the life of the project to measure the impact of this training. The project also purchased computers and a database for DWNP, but at EOP there is no evidence that this is being used to actively support monitoring and the use of PA management indicators. The project also supported the development of Management Oriented Monitoring Systems (MOMS) tools for anti-poaching and

supported DWNP to train community groups in MOMS. However again there has been no monitoring of capacity or of use of this tool and training.

565. At EOP it is clear that the project has not supported the development and use of 'measurable resource protection, habitat and wildlife monitoring and PA management indicators' such as the status of LE, habitats and wildlife populations or measurable protection. It has supported the production of information that will be useful to establish such systems but at EOP the intended result has not yet been achieved.

Indicator 3: Community benefits and participation, HH income, especially in poor areas:

566. The Project Document identifies the potential for communities to engage in and get increased benefits from tourism in the Chobe District as part of more sustainable livelihood strategies. The project sought to increase community benefits from the protected areas / wildlife-based tourism, decrease human wildlife conflict and increase community engagement in overall management of the area. Within the project strategy description there is also a focus on ensuring equitable benefit distribution and the project was to 'design innovative and transparent criteria for benefit sharing.' The Project Document stated that 'in the long term this is likely to result in a community driven demand for wildlife as a core land use practice, to incentivise land use planning and to reduce human wildlife conflict'.
567. The EOP target was for a 15% increase in HH income in CBNRM areas. The EOP target is reasonable, although it could have had a clearer focus on intended development results relative to the engagement/ participation of communities in integrated management of the area and the project focus on increasing HH income and community benefits from tourism.
568. As discussed in the analysis of results achieved, the project provided support to communities in Chobe District, mostly through the purchase of equipment for CECT and the Fresh and Dry Fish Association, and for trialling of conservation agriculture through the Department of Crop Production (DCP). Energy efficient stoves were also introduced to all communities and training was provided to 20 youth from one community in skills development for the tourism industry. At project end however there is no demonstratable increase in HH income resulting from the support provided by the project. The purchase of equipment was not related directly to the project Objective and there has been no follow up or quality control and no monitoring of impact. Project support was very inefficient in terms of the balance of costs vs results. The potential benefits from trials of CA are reported by DCP to be promising, however again there are no records of results and impact over the life of the project that demonstrate community benefits and quantify any related increase in HH income.
569. Community engagement in integrated management systems for Chobe District was an important area of intended project impact, and the Objective level indicator refers to 'community benefits and participation', although the target does not capture this. At EOP there is no evidence of increased community engagement and participation in land use planning, there has been no awareness raising on sustainable land use and no increased benefits are arising to communities from improved land use planning. To the contrary, consultations with communities during the TE indicated that there has not been sufficient engagement of communities in development of the draft Integrated Land Use Plan (ILUP) and that there has been a lack of support to enable communities to develop tourism related initiatives or to develop capacity for these initiatives.
570. At project end, although some communities benefited from the project, the contribution of support towards the overall project Objective of 'strengthening management effectiveness of the CKL matrix of PAs to respond to existing and emerging threats' is negligible. Achievement of intended development results under this indicator is unsatisfactory.

Indicator 4: Reduced land use and wildlife conflicts:

571. The project strategy describes support to be provided through the project in order to reduce land use conflicts and HWC, through the establishment of integrated land use planning, collaborative governance and of livelihood opportunities in the tourism sector, to enable communities to benefit more readily from PAs and wildlife. The related Objective level EOP target is that 'Problem Animal Control (PAC) in CBNRM areas is reduced to 30% of current levels (through benefit sharing and management plans).' This target does not fully capture the projects intended results. HWC is clearly a key issue in the District, however the project strategy did not include

specific support for control of problem animals. The Target associated with Indicator 5, below, more effectively captures the intended EOP situation with regards to reduced land use conflict.

572. The project did not provide support for the integration and revision of management plans across the CKL matrix, however it did provide support for the development of an 'Integrated Land Use Plan (ILUP)'. Analysis of this document and of the approach used for its development have however highlighted a number of significant concerns relating to whether it is likely to reduce land-use conflicts and contribute to the project Objective of improving management effectiveness of the CKL matrix. The ILUP presents considerable information and analysis relevant to land use planning in Chobe District including the identification of wildlife corridors and dispersal areas and specific recommendations such as cluster fencing to reduce HWC. The ILUP however lacks strategic environmental assessment (SEA) and there are concerns over the extent to which it is likely to support the achievement of sustainable development and land-use management in Chobe District. At EOP the ILUP has not been approved by a number of key stakeholders including Chobe communities and the District Land Use Planning Unit (DLUPU).
573. The project held workshops in 2015 on the issue of HWC, however these did not result in any targeted support towards reducing land use and wildlife conflicts, and there appear to be no reports on the findings or recommendations emerging from the workshops. The HWC Management Strategy which was to have been developed with DWNP was not developed.
574. The project did provide support for development of a Land Use Conflict Identification Strategy (LUCIS) report for Chobe District. LUCIS is a land use planning tool that provides data visually in the form of maps to highlight land types and use and, through layering of those maps, the potential to identify land use conflicts. agriculture, conservation and development maps. The LUCIS report provides a valuable tool for reducing land use conflicts in the District. To ensure it supports a planning process that will reduce land use conflicts and support more collaborative governance, it will however be important for this information to be shared with all key management agencies and to ensure that the data within it is updated through effective monitoring.
575. Support through the project for conservation agriculture also has some potential to support problem animal control in that it is hoped that if CA becomes more widely used in the District, the smaller field sizes will make it easier to protect fields from animal damage.
576. Overall however, at EOP, the project has had little impact in reducing land-use and wildlife related conflicts and the intended target has not been met. There was no monitoring of levels of land use and wildlife conflict over the life of the project and at EOP it is not possible to conclude that it is likely that there will be a reduction in either attributable to project support. Within the project strategy a reduction in land use and wildlife conflict was to be achieved through collaborative governance improved land use planning and support for increased community engagement in tourism. There have been very weak results across all of these areas.

Indicator 5: Wildlife corridors

577. One of the issues highlighted within the Project Document as a threat to effective management and sustainable development of the CKL area was the fact that 'wildlife corridors and key habitats are in some areas being allocated for commercial and subsistence arable farming, livestock grazing and settlements that do not necessarily support wildlife dispersal and therefore lead to increase in HWC. In some areas, access to water points has effectively been blocked. Economically speaking, the economies of scale of a large wildlife sector economy are being put at risk by inappropriate placement of low value uses.' The EOP target is for 'Wildlife corridors (to Hwange, Nxai Pan/Maghadghi, Okavango, Caprivi) and key wildlife habitats (e.g. Seloko) to have been formally identified and secured and land use conflicts reduced to 50% of current level'. This target is both appropriate and realistic as an intended Objective level EOP development result.
578. The intent of the project was to support an approach whereby integrated land use planning and collaborative governance for the CKL area would discourage agricultural production within wildlife corridors; alongside this the project aimed to increase opportunities for communities to engage in higher value activities, linked to tourism. This has been described above and relevant support assessed in Part 3 of this report.

579. The ILUP has described key wildlife corridors using data provided by KAZA TFCA and this provides important information for land use planning in the District. However, at EOP it is not possible to state that wildlife corridors and key wildlife habitats have been 'formally identified and secured' nor that 'land use conflicts have been reduced to 50% of current level'. There has been no monitoring of land use conflicts over the life of the project and analysis of results achieved at project end, and of the approach adopted by the project, does not indicate that it is likely that the project will in the future have a significant impact towards this.

Indicator 6: Tourism expansion and diversification in FR, CBNRM areas and CNP:

580. The Project Document outlines tourism as the key economic driver in the Chobe District. It identifies the need to ensure that there is expansion and diversification of tourism to increase benefits for communities, increase revenues to support PA management and reduce pressures of tourism on wildlife and habitats in current high-density areas, including Kasane river front.
581. The EOP target was 'Tourism activities diversified with 250-300 beds in new areas'. As discussed under Output 1.3, the TE suggests that this is not a well-conceived target given that the project itself would not be able to directly influence the number of 'beds in new areas' and that the target does not capture the intended development results in terms of decreased pressure in high-density areas; increased revenue to support PA management and increased benefits for communities. Both the target and the indicator could have more effectively captured intended development results.
582. The project took the decision not to provide support for tourism expansion and diversification within forest reserves (FR), due to the fact that a management planning process had been initiated for these areas by DFRR and a strategic environmental assessment (SEA) was being undertaken for all FRs, to guide planning for these areas. It was entirely correct that the project did not support any tourism expansion in FRs until completion of the SEA and management planning process. However, the project would have been able to provide support for tourism expansion and diversification within community based natural resource management areas (CBNRM) areas and Chobe National Park CNP. During TE consultations, communities expressed their disappointment that the project had not provided support for tourism expansion and diversification within their areas of influence (village areas and CH1). The project aimed to *'bring ordinary people more into the tourism economy, and to encourage more compatible land uses and a reduction in HWC in buffer zones.'* The project has not achieved this and has not in any significant way created *'greater incentives for conservation as a primary land use option'*
583. At EOP it is clear that the project has had no measurable impact in terms of supporting tourism expansion and diversification within CBNRM or CNP. It has not worked to decrease tourism pressures on habitats and wildlife in high density areas, nor to increase revenue accruing from tourism to support PA management, nor to increase benefits for communities from tourism. Achievement of intended development results under this indicator is unsatisfactory.

Conclusion

584. Unfortunately, across all indicators and targets at the Objective level the project has not achieved the intended development results and has had no demonstrable impact towards achieving the project Objective of supporting strengthened management effectiveness of the Chobe-Kwando-Linyanti Matrix of PAs to respond to existing and emerging threats. Neither of the two key barriers identified in the baseline analysis have been addressed and the intended 'GEF alternative' situation is not in place at project end.
585. To achieve its overall Objective, the project was to have i) established and capacitated a co-management framework involving PAs, private sector, communities, NGO and GOB and ii) strengthened management effectiveness and financial sustainability in core protected areas to address existing and emerging threats to biodiversity. At project end neither of these two Outcomes have been achieved.
586. The national priority given to the Bio-Chobe project was underlined at the national prioritization workshop for GEF 5 where the Bio-Chobe project was ranked highest under the Biodiversity window.

587. Key reports and plans produced under the Bio-Chobe project have reaffirmed the importance of the core issues outlined in the Project Document baseline analysis and have proposed very similar measures to address them to those outlined in the Bio-Chobe Project Document. The 'Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves' and associated with it the 'Status report of the Wildlife and Habitats within and around Chobe National Park' stress the importance of integrated, ecosystem-based management, strengthened CBNRM, increased financial independence and sustainability for CNP, improved management systems, including strengthened human resource capacity and monitoring. The CNP Business Plan highlights the importance of undertaking economic valuation, engaging and mobilising a multi stakeholder platform for improved financial management of the CNP and of measures such as increasing park fees, retaining some of the revenue generated from park economic activities, increasing government funding/budgeting to the park and of the introduction of mechanisms such as Payment for Ecosystem service (PES) for hotels and tour operators. These were all areas identified within the Project Document and support for them was supposed to have been provided through the project. The above documents then re-confirm that the work and results that should have been achieved through the Bio-Chobe project remain a priority at project end. They also however provide important additional information and analysis to support such work, and although there is no evidence to suggest that these valuable documents have yet been used to effect any change, they do provide an important resource for future initiatives.
588. Some relevant work has then been done under the Bio-Chobe project, however, at EOP progress towards achieving intended development results at the Objective level has to be rated as 'unsatisfactory' due to the fact that not even the intended Output level results were achieved, neither when measured by the indicators and targets established within the SRF, nor against the description of intended results within the project strategy / project document. Project effectiveness has been extremely weak across all areas and, as examined in the analysis of financial management, efficiency in terms of use of project funds to achieve intended results has also been extremely poor. The 'management effectiveness of the Chobe-Kwando-Linyanti matrix of PAs' remains very similar at project end to the baseline situation described in the Project Document.

PART FIVE: LESSONS LEARNT AND RECOMMENDATIONS

589. A number of useful lessons can be drawn from terminal evaluation of the Bio-Chobe project. The following section looks at these lessons and provides associated recommendations to support more effective PA management and sustainable development in Chobe, and to guide future UNDP/GEF project design and implementation.
590. The Bio-Chobe project has not achieved any of its intended development results, and the effectiveness and efficiency of project implementation has been extremely weak, however if lessons are learnt and changes are made to strengthen systems, processes and understanding, then an 'unsatisfactory' project such as this one can help to achieve positive change by being a catalyst for the establishment of mechanisms to strengthen future initiatives.
591. The following section is divided in to two parts. The first assesses lessons and provides recommendations to support sustainable development and strengthened PA management in the Chobe-Kwando-Linyanti area. The second part presents a series of recommendations for the design and implementation of UNDP / GEF projects more generally. The failings of this project can be seen to stem from weak management and poor oversight; lessons need to be learnt to close the loop holes in project management and implementation systems/procedures, to ensure that in the implementation of future UNDP/GEF projects these errors aren't repeated.

Part 1: RECOMMENDATIONS FOR SUSTAINABLE DEVELOPMENT AND STRENGTHENED PA MANAGEMENT IN THE CKL REGION

RECOMMENDATION 1a: STRENGTHENING PA MANAGEMENT AND ACHIEVING MORE INTEGRATED, ECOSYSTEM-BASED, PLANNING AND MANAGEMENT ACROSS CHOBE DISTRICT REMAIN PRIORITY ISSUES.

592. There remains a pressing need to strengthen PA management effectiveness and to support more holistic and coordinated planning for sustainable development in Chobe District. There is currently a real opportunity to achieve this given that all core management plans are either being, or about to be, revised. This is an opportunity that is unlikely to arise again for at least another 5 years. If this process is well co-ordinated, it can work to establish management plans across the area that are mutually supportive and which contribute to ecosystem-based, integrated, management of the area as a whole. Relevant plans that are due to be reviewed and revised include:
- The Chobe National Park Management Plan (CNP are looking for funding to support development of a new CNP management plan)
 - Management Plans for all of the forest reserves. This is being funded by Forest Conservation Botswana (FCB). FR management plans will be developed following completion of the Strategic Environmental Assessment (SEA) currently being undertaken to support the forest reserve management planning process.
 - The District Development Plan (8th DDP)
 - Chobe Enclave Conservation Trust (CECT) Management Plan for CH1. CECT are looking for support to revise their outdated management plan.
 - Revision of the Botswana component of the KAZA TFCA Integrated Development Plan (current plan 2013 – 2017)
593. It is strongly recommended that GoB look at opportunities to ensure that all of the above plan revision processes are effectively coordinated, so as to achieve more integrated, ecosystem-based management of the area as a whole. GoB may wish to consider how the overall management planning process could be best coordinated and facilitated; the Department of Environmental Affairs (DEA) would seem well placed to take on this role given a) their overall mandate for coordination of initiatives to achieve environmental sustainability, b) the national significance of Chobe District for biodiversity conservation, protected area management and wildlife-based tourism and c) the experience of DEA in integrated management planning (Okavango Delta and Makgadikgadi Framework Management Plan).

594. The key reports and studies produced through the Bio-Chobe project underline the ongoing relevance of, and need for, support to strengthen the management effectiveness and financial sustainability of Protected Areas, and for a more integrated, ecosystem-based approach to overall land-use management in Chobe District, as part of the broader KAZA TFCA area. The key issues and threats highlighted in design of the Bio-Chobe project remain priority issues at project end. The TE strongly recommends that GoB should review the results and lessons learnt through terminal evaluation of the Bio-Chobe project and use this information to guide the development of an approach which can achieve the Outcomes intended under the Bio-Chobe project. Opportunities exist through allocation of increased support for PA management within national budgets, increased private sector engagement in conservation and PA management, increased NGO support as well as the potential for further donor funded initiatives; the key is likely to lie in effective co-ordination between a range of players through more integrated management systems and procedures.

RECOMMENDATION 1b: SUSTAINABLE DEVELOPMENT IN CHOBE DISTRICT REQUIRES THE ESTABLISHMENT OF WELL-INFORMED, INTEGRATED, PLANNING AND MANAGEMENT SYSTEMS, BASED ON SOUND MONITORING DATA, TO SUPPORT ECOSYSTEM-BASED MANAGEMENT

595. Sustainable development in Chobe District requires management and planning agencies to base decision-making on an understanding of ecosystems and the impact of patterns of land-use and development on them. The establishment of effective and integrated monitoring systems and the use of monitoring data to inform planning and management actions is key.
596. The Bio-Chobe project has produced three important reports/tools that contribute to the information and guidance necessary to support more effective management of the area; this information should be internalised and actively used by relevant agencies. The key reports and tools produced under the Bio-Chobe project include the following:
597. The Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves' and associated with it the 'Status Report of the Wildlife and Habitats within and around Chobe National Park.' Both of these studies provide key information to support biodiversity conservation and PA Management within the CKL matrix. The former assesses threats across the CKL area and provides guidance on how to set up abatement/mitigation strategies for each threat. It examines current monitoring programmes, identifying ways to strengthen systems to more effectively monitor threats/threat levels and the effectiveness of mitigation actions. The Status Report essentially repeats the analysis in the Threats Assessment, however it adds a summary of key issues currently preventing Botswana from moving ahead with achieving biodiversity conservation results, which will be useful for management planning across the CKL matrix. The emphasis on ecosystem-based management, the relevance of the KAZA TFCA area, role of CBNRM and potential benefits of a multi-stakeholder platform are good guidance for sustainable management and biodiversity conservation across the area.

DWNP/CNP and DFRR/FR should review these two documents, internalise the information and analysis in them, and institutionalise the recommended monitoring and mitigation actions. The Threats Assessment and Status Report will be particularly valuable for DWNP/CNP and DFRR in development of management plans for CNP and the forest reserves; these studies provide both baseline data and analysis and specific recommendations to support management planning in these areas.

Given the importance of ecosystem-based management to the CKL area and KAZA TFCA, and given the multiple threats associated with land-use planning outside PAs, the Threat Assessment and Status Report should also be used to guide management planning outside the PAs, to ensure that this works to mitigate threats and support ecosystem-based management across the area as a whole. The Status Report recommends that a 'a Multi-Stakeholder Platform (MSP) could be established for Chobe District and the entire Northern Conservation Zone.' This is a good recommendation to support the overall management planning process highlighted above. MSPs have been developed in southern Africa as a way to promote sustainable development through a shared learning process and forum for dialogue.

- The 'Financial Scorecard and Business Plan for CNP' provides valuable analysis and information to guide revision of the CNP management plan. It identifies core business planning objectives, establishes a business plan structure and it provides an estimate of costs and expenditure, based on an optimal management scenario. The overall recommendations and findings emerging from the financial and operational analysis in the 'Financial Scorecard and Business Plan' highlight the urgent need for economic valuation of CNP; the assessment of sustainable financing options; capacity building of CNP staff in park management and financial management and strengthened monitoring. It recommends that CNP should look at the potential to 'engage and mobilize a multi stakeholder platform for improved financial management'. MEWT / DWNP/DFRR should prioritise these areas of work to support strengthened management of PAs/FRs in Chobe District.
- The Land Use Conflict Identification Strategy (LUCIS) report for Chobe District, which was developed under the Bio-Chobe project, also provides valuable information on land use patterns and is a useful tool for land-use planning across the District. To ensure it supports a planning process that will reduce land use conflicts, it will however be important for the LUCIS to be shared with all key management agencies in the District and to ensure that the data within it is regularly updated through effective monitoring. It is recommended that the LUCIS report/data should not solely be for use by Chobe Land Board as a 'Chobe Land Board Land Allocation Strategy' but should be considered as a tool to be shared with all relevant departments including DWNP, DFRR, DEA, DCP,DLP and DoT so that it can support planning and monitoring by all agencies in the District and achieve more integrated management.

RECOMMENDATION 1c: CRITICALLY REVIEW THE ILUP AGAINST THE FINDINGS OF THIS TE ASSESSMENT

598. A number of issues and concerns have been raised during the Bio-Chobe project terminal evaluation regarding the Integrated Land Use Plan (ILUP) developed under the project, and it is strongly recommended by the TE that the plan is reviewed and revised based on the following:

- ix) conduct a strategic environmental assessment (SEA) focussed on the land use zoning and implementation framework proposed within the ILUP, as is required by Botswanan regulations. Once a strategic environmental assessment (SEA) has been completed, the ILUP should be amended to address any issues or concerns raised by it.
- x) it will be essential for MEWT to review the final draft of the ILUP in detail to ensure that it can support effective PA management, biodiversity conservation and sustainable tourism, given the importance of all of these to sustainable development of District, and to the nation. MEWT should ensure that the ILUP is well aligned with the management objectives of CNP and the forest reserves and that it incorporates the findings of all relevant SEA in the District.
- xi) assess whether categorisation of Chobe District in to 'land use designation' areas is an appropriate approach to support adaptive, ecosystem-based management of the area.
- xii) ensure alignment of the ILUP with the objectives of the 8th District Development Plan
- xiii) Identify ways in which the ILUP could be implemented through a multi-stakeholder partnership rather than being 'owned' by a single agency or group. This will help to ensure that the ILUP supports more integrated planning and management of the area as whole.
- xiv) If following the above, the decision is made to move ahead with an amended ILUP, there should be effective consultation with, and endorsement by, all key stakeholders who will be affected by the land use zoning proposed within the ILUP, including communities, NGOs and official approval by all Government departments. As part of this process it is essential that all stakeholders are made fully aware of what is being proposed in the ILUP, how it is likely to affect them and how the ILUP will be implemented.
- xv) ensure that, if the plan is adopted/endorsed, implementation of the plan is dependent upon the establishment of a multi-stakeholder monitoring team and system, to ensure that the plan can support informed, adaptive management.

- xvi) It is strongly recommended that the ILUP should not be gazetted in law as is currently being proposed by Chobe Land Board. The reasons for this are that: the ILUP covers many different management jurisdictions including CNP, forest reserves and tribal lands (including CBMRM/CHA areas). Chobe Land Board is responsible for supporting land use planning within tribal lands, DWNP for management of CNP and DFRR for management of the forest reserves. Each area has specific regulations and policies relating to it. If an ILUP for the whole District is gazetted in law, this will add to the complexity of relevant regulations and planning guidance and could also lead to conflicts, rather than collaboration, in terms of inter-sectoral planning and decision making. The proposal to gazette the ILUP in law is of particular concern given that the ILUP states that it 'will serve as a template for the allocation and distribution of land to different sectors'. It is important that the different management and planning responsibilities of the various departments/organisations for the different land areas within the CKL matrix remain clear, but that all agencies work closely together to support more integrated planning and management of the area as a whole. The current management system proposed within the ILUP, whereby Chobe Land Board (CLB) will be responsible for the plan, is not appropriate given that CLB are only responsible for land-use planning in the small proportion of the tribal land area located outside the protected area and forest reserves.

In order to support adaptive, ecosystem-based management, it is essential that the ILUP remains flexible and can be adjusted to respond to the results of monitoring. As outlined within the text of the ILUP 'if not adequately monitored and reviewed this Chobe District ILUP would be over-taken by events and therefore rendered useless'. Gazetting the document in law would 'fix it' and restrict the extent to which the document could have the flexibility necessary to enable partners to amend it, based on the results of monitoring, to achieve adaptive management.

Part 2: RECOMMENDATIONS TO STRENGTHEN PROJECT MANAGEMENT SYSTEMS AND PROCEDURES IN FUTURE UNDP/ GEF PROJECTS

RECOMMENDATION 2a: RESULTS BASED MANAGEMENT IS ESSENTIAL FOR THE ACHIEVEMENT OF INTENDED PROJECT OUTCOMES

599. It is essential that project implementation is focussed on the achievement of intended Output and Outcome level results, and that monitoring is regularly undertaken to assess progress towards achievement of those results. The poor results achieved under the Bio-Chobe project are closely linked to a lack of strategic planning, monitoring and management, which increasingly led the project off-track. As highlighted in the MTR, project management processes were 'haphazard and/or demand driven'.
600. Systems need to be established by UNDP CO and DEA to ensure that this does not happen in future projects. The following recommendations address the key weaknesses identified in the Bio-Chobe project and highlight the changes required to achieve results-based management in future initiatives.

Clear understanding of, and use of, the Project Document and SRF by Implementing Partners

601. The Project Document and SRF must be used by projects as the key strategic documents to guide work planning, management and monitoring. Project management and oversight systems / procedures need to ensure that project implementation remains focussed on achieving intended project Outputs and Outcomes, following the approach outlined in the Project Document. This should be measured through the OVIs and Targets against the Baselines in the SRF; if OVIs or targets are found to be unsuitable then a strategic review of the SRF should be undertaken with key implementing partners to identify how they can be revised.

Project Inception Process

602. The weak inception process in the Bio-Chobe project contributed significantly to the failure of the project to establish effective partnership arrangements for implementation, and clear understanding amongst stakeholders of the project's intended results.

603. The inception workshop is a core part of project inception. All stakeholder groups should attend and effective facilitation of the workshop is essential. The workshop should enable all stakeholders to get a clear understanding of the project, its objectives and the results to be achieved; it should support partners to work together to clarify roles, responsibilities, their own priorities, and to agree on the project implementation approach, this should include co-financing commitments. It should review the SRF and fine tune any indicators and targets which stakeholders feel do not adequately reflect intended results or which are not realistic. It should also establish the monitoring framework/plan and enable stakeholders to reach agreement on how targets will be monitored / measured. The monitoring framework established should include a system for monitoring and measuring partners cash and in-kind co-financing contributions. Overall the inception workshop should establish and clarify the 'nuts and bolts' of how a project will be implemented, establish partnership and 'ownership' of the project results by key stakeholders from the start.
604. A clear and accurate inception workshop report must subsequently be written and circulated to all stakeholders. This is a requirement of GEF project implementation. As outlined in the Bio-Chobe Project Document this should be 'a key reference document which must be prepared and shared with participants to formalize various agreements and plans decided during the meeting'.
605. Project Inception is not however just a workshop, it is a process that runs throughout the first 6 months of project implementation and facilitation of this process by the project manager is key. During the inception process the project manager should:
- establish working partnerships with key stakeholder groups and ensure co-financing agencies / groups are fully on-board and co-financing mechanisms have been agreed.
 - develop project management tools including the risk assessment and mitigation strategy, communication strategy, the project's monitoring and evaluation plan and first annual workplan.
 - commission baseline assessments to establish/confirm the start of project situation.
 - support project partners to work together to assess / apply lessons and experience from past initiatives and establish collaborative agreements with concurrent initiatives.
 - assess how the project can build on national and international experience. This then ensures that the project is not starting from scratch but is building on experience and lessons from other areas.

Recommended remedial actions for future projects:

- It would be useful for UNDP CO to develop an inception process checklist / guidance to be used by Project Managers, PSC and TRG.
- Strong facilitation of the inception process during the first 6 months of project implementation is key to project success; a Project Manager should have strong facilitation skills and this should be a core part of their TOR / selection criteria.
- UNDP and the PSC should actively guide project managers in identifying and establishing contact with relevant national and international initiatives, particularly given UNDPs global experience and network.

Strategic Oversight

606. **The PSC** plays a key role in providing strategic guidance and oversight for project implementation. It is clear in the Bio-Chobe project that the PSC did not provide clear and consistent strategic guidance for project implementation and a number of factors appear to have contributed to this including: the PSC had no clear TOR; reporting by the Project Manager to the PSC was not focussed on project Outputs / Outcomes and SRF indicators / targets; membership of the PSC was inconsistent and PSC members were poorly briefed.

Recommended remedial actions for future projects:

- Clear TOR should be developed for the PSC outlining its functions and operational procedures. These should be included within the Project Document at design or developed at project start as part of the inception process.

- It recommended that UNDP CO / DEA prepare a brief one-page guideline to share with all PSC members in future projects to ensure that they understand UNDP / GEF procedures and strategic objectives.
- In order to provide strategic oversight, PSC members must have a good knowledge of the project and SRF from the start and must ensure monitoring and planning is results based. UNDP CO and DEA should support this, and the Project Manager should provide PSC members with a clear project brief.
- Reporting by the Project Manager to the PSC should be clearly structured around the Project Objective, Outcomes and Outputs, to ensure that PSC meetings focus on achievement of strategic results.
- It is important that discussions at PSC meetings and the decisions made are clearly captured within meeting minutes and that these are circulated to all PSC members and shared with the Technical Reference Group (TRG).
- National partner agencies should ensure consistent participation by dedicated officers in PSC meetings, and that those participating in the meetings understand the project and are well briefed.

607. **UNDP** should play a core oversight role in ensuring that projects work to achieve intended results and that management and implementation procedures adhere with UNDP and GEF standards and guidelines. Given UNDPs institutional experience and knowledge, UNDP should also play a key role in facilitating information exchange and partnership between projects and the sharing of lessons learnt from past initiatives.

Recommended remedial actions for future projects:

608. UNDP CO should fully assess the findings of this terminal evaluation report to ensure the lessons are learnt and that mechanisms are put in place to guard against future project management and oversight weakness. It is recommended that UNDP CO address the following issues:
- Develop criteria for selection of project managers to ensure that they have relevant project management experience and are good facilitators of stakeholder engagement / partnership. Provide project managers with clear TOR and clear and concise project management guidelines; implementation of these guidelines should form part of the Project Manager's contract.
 - Ensure that TOR are developed for the PSC and TRG. UNDP should also maintain ongoing communication with PSC members to ensure they have a clear understanding of intended project results and approach and that departments actively commit the support pledged in the Project Document.
 - Establish systems and procedures to ensure that project management is results-based and that it is not possible for a project to be managed like the Bio-Chobe project as 'a demand driven activity where stakeholders 'ask' for what they would like to see the Project produce or what they would like to see financed.'
 - Establish procedures to ensure that if a project is rated 'unsatisfactory' or 'moderately unsatisfactory' within PIR, this is immediately reviewed by both the PSC and local Technical Reference Group at the start of the following year to ensure issues are addressed.
 - Strengthen financial review / approval mechanisms and monitoring of the use of project funds to ensure that GEF funds can-not be used to support activities or purchase equipment that is not directly aligned with achievement of intended project results, especially where proposed expenditure is not in the budget outlined in the Project Document. Mechanisms could include the establishment of results-based procurement procedures and criteria.
 - Ensure that emphasis is placed on consultative process and stakeholder engagement, this includes the allocation of adequate time for consultation and stakeholder engagement during project design, monitoring and evaluation, and for any project supported planning processes.

- Ensure that lessons and products from other relevant projects within UNDPs portfolio are shared between projects and that UNDP plays an active role in facilitating links between relevant initiatives both nationally and internationally.

Co-Financing

609. Co-financing is part of the contractual agreement between a country and UNDP / GEF and it is important that co-financing is both realised and recorded.

Recommended remedial actions for future projects:

- During project design partner agencies and UNDP should ensure that proposed co-financing is realistic. The Project Document should outline how co-financing will contribute to achievement of Outcomes, including, where relevant, both 'cash' and 'in-kind' co-financing; in reviewing the Project Document, prior to submission to GEF, co-financing agencies must ensure that they will be able to realise the co-financing pledged.
- During project implementation it is essential for the Project Manager to engage with co-financing agencies/groups. The inception process should consolidate co-financing commitments and clarify how cash and in-kind co-financing will be used to support the achievement of results; throughout project implementation the Project Manager should work with co-financing partners to ensure co-financing is recorded and monitored.
- It is important for DEA to establish a standard mechanism for recording of co-financing. DEA confirmed that they are currently working on such a system and it is vital that this is given priority.

Monitoring

610. Monitoring and evaluation is essential for results-based, adaptive management; monitoring of progress towards the achievement of intended results, using the indicators and targets within the SRF, is a requirement for all GEF projects. Both UNDP as the GEF Implementing Partner, and the Project Steering Committee (PSC) as the body providing strategic oversight to the project, should play a key role in ensuring that project monitoring and evaluation is undertaken and that it provides the information required to support results-based management.

Recommended remedial actions for future projects:

- A project Monitoring and Evaluation Plan must be established at project inception and must include review of the SRF to ensure that targets and indicators are SMART and that systems to monitor indicators are established. The plan should clearly outline how data will be collected and recorded, and the role of project partners in monitoring.
- Project baseline data must be collected and recorded during the first 6 months of project implementation to establish the 'start of project situation' against which results will be measured. This should build on the baseline data provided in the SRF.
- A Project Manager must ensure that there is regular monitoring, based on the monitoring and evaluation plan, linked to the project's SRF. Monitoring should demonstrate the 'cause-effect' relationship between a project's actions and its results.
- Quarterly PPR and annual PIR reports must be completed by the Project Manager and must clearly outline progress, or reasons for the lack of progress, towards intended results, based on the SRF and project strategy/approach as it is outlined in the Project Document.
- A mid-term-review (MTR) should be commissioned on time at mid-term. A review workshop should be held immediately following the MTR to enable all project partners to discuss the findings and develop a strategy to address issues raised. The post-MTR workshop provides an important opportunity for key stakeholders to come together to re-affirm intended results and realign project actions to support achievement of results through development of an Exit Strategy.
- The Tracking Tool is an important monitoring / evaluative tool and should be used by a project to assess issues and progress towards results. For an FSP, completion of the tracking tool at mid-term is required and is an important analytical process that supports learning. It should be held on-time at project mid-term so that the TT process and

information can guide a project towards the achievement of sustainable results by project end.

RECOMMENDATION 2b: STAKEHOLDER ENGAGEMENT IS KEY FOR THE ACHIEVEMENT OF SUSTAINABLE RESULTS.

611. It is vital for the PMU to establish systems for coordination and collaboration between stakeholder groups at project start, and for a project manager to actively facilitate stakeholder consultation and engagement throughout project implementation. Positive change cannot be achieved unless all key stakeholder groups develop strong 'ownership' of the systems, processes and products developed through a project; and 'ownership' is most effectively established through active engagement. UNDP CO should consider developing best practice guidelines. The selection criteria for project managers should include the requirement for strong facilitation skills and experience in stakeholder engagement processes.

RECOMMENDATION 2c: ADEQUATE TIME SHOULD BE ALLOCATED FOR PROJECT DESIGN TO ENSURE THAT THE PROJECT DOCUMENT ESTABLISHES A CLEAR AND COHESIVE GUIDE FOR PROJECT MANAGEMENT

612. Discrepancies or weaknesses within a Project Document can impact on the effectiveness of project implementation. There were some very obvious inconsistencies within the Bio-Chobe Project Document such as the addition of an Output in the SRF that did not feature in the description of the project strategy, as well as key result areas that were outlined in the project strategy description but which were not captured in the SRF targets and indicators. This would indicate that the Project Document was not thoroughly reviewed by UNDP and national partners before being submitted to GEF. Allowing adequate time for the design process, including for review of the Project Document, is a good investment as it will help to ensure that projects are well designed with clear internal logic, that addresses key issues, and a strong strategic results framework to guide project implementation.

ANNEXES

ANNEX 1: GEF Biodiversity Tracking Tool completed in June 2018 at Terminal Evaluation

Please refer to attached excel spreadsheet for the completed tracking tool

ANNEX 2

Terms of Reference for Terminal Evaluation of the Improved Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas (PIMS 4624)

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the **Improved Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas (PIMS 4624)**

The essentials of the project to be evaluated are as follows:

PROJECT SUMMARY TABLE

Project Title:	Improve Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas			
GEF Project ID:	4544		<i>at endorsement (Million US\$)</i>	<i>at completion (Million US\$)</i>
UNDP Project ID:	00076326 00087781	GEF financing:	1,818,182	
Country:	Botswana	IA/EA own:		
Region:	Africa	Government:	6,711,806	
Focal Area:	Biodiversity	Other:	2,229,239	
FA Objectives , (OP/SP):	To: a) improve the sustainability of protected area systems; b) mainstream biodiversity conservation and sustainable use into production landscapes/seascapes and sectors; c) build capacity to implement the Cartagena Protocol on Biosafety; and d) build capacity on access to genetic resources and benefit-sharing.	Total co-financing:	8,761,045	
Executing Agency:	UNDP	Total Project Cost:	10,829,227	
Other Partners involved:	Department of Wildlife and National Parks, University of Botswana, Department of Environmental Affairs Ministry of Agriculture/ Botswana College of Agriculture	ProDoc Signature (date project began):		20 December 2013
		(Operational) Closing Date:	Proposed: 31 ST December 2017	Actual:

OBJECTIVE AND SCOPE

A. Project Summary

The project was designed to: improve the Management Effectiveness of the Chobe-Kwando-Linyanti Matrix of Protected Areas (Bio-Chobe Project), Strengthen Management Effectiveness of the National PA system, conserve globally significant biodiversity and maintain healthy and resilient ecosystems with strategic emphasis on the Chobe-Kwando-Linyanti matrix of Protected Areas. The project intends to achieve that through addressing the challenges and threats to Chobe-Kwando-Linyanti area biodiversity and ecosystems, which include; illegal harvesting; subsistence and commercial poaching of wildlife and use of forest products, bush fires, land-use conflicts (e.g. agriculture in wildlife corridors, human wildlife conflict and inadequate investments in Protected Area management. In an effort to reduce the threats and challenges to biodiversity and to enhance economic empowerment, Bio-Chobe Project planned to put in place a collaborative governance for Protected Areas and buffer zones and put in place systems for natural resources protection, monitoring and management.

B. Project Goal

To Strengthen Management Effectiveness of the National PA system to conserve globally significant biodiversity and to maintain healthy and resilient ecosystems with strategic emphasis on the Chobe-Kwando-Linyanti matrix of Protected Areas.

C. Project Objective

To strengthen management effectiveness of the Chobe-Kwando-Linyanti Matrix of Protected Areas to respond to the existing and emerging threats

D. Project Components

Component 1: Collaborative governance framework in place in PAs and buffer zones resulting in reduced threats to biodiversity and enhanced economic growth

Outputs:

- 1.1. Co-management framework involving PAs, private sector, communities, NGOs and government established and capacitated
- 1.2. Integrated land use planning processes supported
- 1.3. Tourism revenue exploited and diversified in priority areas including Forest Reserves and revenue used to leverage community benefits

Component 2: Management Effectiveness and Financial Sustainability in Core Protected Areas strengthened to address existing and emerging threats to biodiversity

Outputs:

- 2.1. Management Effectiveness and financial efficiency of PAs increased
- 2.2. Effective Resource Protection and Monitoring in place

The project is implemented in the Chobe District, Botswana, and covers the total area 25, 925 Square Kilometers, Chobe – Kwando – Linyanti area, which includes the Chobe National Park – 10, 600 SQ KM, Chobe Forest Reserves – 4, 176 SQ KM, State land / CHA – 8, 998 SQ KM, CBNRM areas – 2, 151 SQ KM (9 Wildlife Management Areas) and Chobe District 8 villages, localities (Logothwane, Muchenje etc) and Kasane township. This project and it is a four year project. Its actual

implementation started in 2014, July and will end in July, 2018. It has a total budget of USD 10, 829,227.00, out of this amount the only GEF support of USD 1, 818,182.00 is in monetary value, the other resources are planned to be in kind. This include USD 6, 711,806.00 of Government of Botswana and USD 2, 229,239.00 from other partners (University of Botswana, Botswana College of Agriculture and Kwando Safaris).

The implementing partners for the project are, Department of Wildlife and National Parks, Department of Forestry and Range Resources and Department of Environmental affairs. The other key stakeholders are the Chobe land Board and the District Land Use Planning Unit, Department of Crops Production as they help in implementing key activities of the project. Communities and the tribal leadership in the district are also key partners in the project, not only as beneficiaries but also as participants in implementing project activities on the ground.

Project office is headed by Project Manager, assisted by Finance and Administration Officer. The two hold UNDP Service Contracts. They source technical supported from implementing partners as and when needed. At the District level the Technical Reference Group (TRG) assist in guiding the project implementation. The TRG is made up of representatives from both central and local government. Overall oversight of project performance is the responsibility of the Project Steering Committee. Project Steering Committee established by the PS of MEWT, and includes key project partners (DWNP, DFRR, DEA) and UNDP. PSC makes strategic decisions bringing project achievements and requirements (e.g. barrier removal) to central level attention. GEF Focal Point in Department of Environmental Affairs is responsible for overseeing the project in partnership with the Permanent Secretary, Ministry of Environment, Wildlife and Tourism (MEWT).

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

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

EVALUATION APPROACH AND METHOD

An overall approach and method¹ for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact**, as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR (*fill in Annex C*) The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. **The evaluator is expected to conduct a field mission to: Kasane township in Chobe District including the following project sites: Chobe Enclave villages; Mabele, Parakarungu, Satau, Kavimba and Kachikau as well as the Chobe East villages; Lesoma and Pandamatenga. Interviews will be held with the following organizations and individuals at a minimum: Chobe Land Board, Chobe**

¹ For additional information on methods, see the [Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 7, pg. 163

District Council, District Land Use Planning Unit, Department of Wildlife and National Parks, Department of Forestry and Range Resources, Department, District Commissioner's office, Department of Tourism, Chobe Enclave Conservation Trust, tribal leadership/chiefs, Community Based Fire Management Committees.

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

EVALUATION CRITERIA & RATINGS

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

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

PROJECT FINANCE / COFINANCE

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

Co-financing (type/source)	UNDP own financing (mill. US\$)		Government (mill. US\$)		Partner Agency (mill. US\$)		Total (mill. US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Actual	Actual
Grants								

Loans/Concessions								
∞ In-kind support								
∞ Other								
Totals								

MAINSTREAMING

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

IMPACT

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.²

CONCLUSIONS, RECOMMENDATIONS & LESSONS

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

IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in Botswana. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project Team will be responsible for liaising with the Evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

EVALUATION TIMEFRAME

The total duration of the evaluation will be 30 days over a period of 2 months according to the following plan:

Activity	Timing	Completion Date
Preparation <ul style="list-style-type: none"> handover of documents, desk review inception report 	7 days	12 – 19 Feb 2018
Evaluation Mission <ul style="list-style-type: none"> Stakeholder meetings, 	8 days	26 Feb – 6 March

² A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROtI) method developed by the GEF Evaluation Office: [ROtI Handbook 2009](#)

<i>interviews, field visits, debriefing meeting with UNDP</i>		
Draft Evaluation Report <ul style="list-style-type: none"> ▪ Preparing draft report ▪ Circulation for comments feedback 	10 days	7 – 16 March 2018
Final Report <ul style="list-style-type: none"> ▪ Incorporate comments, finalize and submit report (accommodate time delay in dates for circulation and review of the draft report) 	5 days	25 – 30 March 2018

EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
Presentation	Initial Findings	End of evaluation mission	To project management, UNDP CO
Draft Final Report	Full report, (per annexed template) with annexes	Within 3 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs
Final Report*	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

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

INDIVIDUAL CONSULTANT

The consultant shall have prior experience in evaluating similar projects. Experience with GEF financed projects is an advantage. The evaluator selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

The evaluator will be selected on the basis of:

1. Availability as per the evaluation time frame
2. Financial bid

EVALUATOR ETHICS

Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluations'

PAYMENT MODALITIES AND SPECIFICATIONS

(this payment schedule is indicative, to be filled in by the CO and UNDP GEF Technical Adviser based on their standard procurement procedures)

%	Milestone
40%	Following submission and approval of the 1 st draft terminal evaluation report
60%	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal evaluation report

APPLICATION PROCESS

The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact. Shortlisted candidates will be requested to submit a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will take into account the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

RECOMMENDED PRESENTATION OF OFFER

For purposes of generating Offers whose contents are uniformly presented and to facilitate the Comparative analysis, it is recommended that the offer is presented in the form for submitting service provider's proposal contained in the request for proposal (RFP) and containing following documents:

- a) Duly accomplished Letter of Confirmation of Interest and Availability using the template provided by UNDP;
- b) Updated personal CV or P11, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
- c) Brief description of why the individual considers him/herself as the most suitable for the assignment, and a methodology, if applicable, on how they will approach and complete the assignment. A methodology is recommended for intellectual services, but may be omitted for support services;
- d) Financial Proposal that indicates the all-inclusive fixed total contract price, supported by a breakdown of costs, as per template provided in the request for proposal. If an Offeror is employed by an organization/company/institution, and he/she expects his/her employer to charge a management fee in the process of releasing him/her to UNDP under Reimbursable Loan Agreement (RLA), the Offeror must indicate at this point, and ensure that all such costs are duly incorporated in the financial proposal submitted to UNDP.

ANNEX 3 Stakeholders Consulted and Evaluation Schedule

[illegible]

ANNEX 4 : Consultant Code of Conduct Agreement

ANNEX 4: Evaluation Consultant Code of Conduct and Agreement Form

Evaluators:

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

Evaluation Consultant Agreement Form³

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

Name of Consultant: Miss Sophie van der Meeren

Name of Consultancy Organization: Independent Consultant

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

Signature: Sophie van der Meeren

Signed at Perranuthnoe, Cornwall UK on 25th February 2018

³www.unevaluation.org/unegcodeofconduct

ANNEX 5 EVALUATIVE CRITERIA QUESTIONS

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
How does the project support the GEF Biodiversity focal area and strategic priorities			
∞ How does the project support the GEF Focal Area strategic priorities and Programme Objectives	∞ Existence of a clear relationship between the project objectives and GEF biodiversity focal area / Programme Objectives ∞ Extent to which the project is implemented in line with incremental cost argument ∞ Extent to which project is contributing to achievement of GEF strategic priorities	∞ Project Document ∞ GEF strategic documents & guidelines	∞ Document review ∞ GEF website ∞ Consultation with UNDP & DEA
How does the project support UNDAF, UNDP CP and CPAP Objectives?			
∞ How does the project support the United Nations Development Framework (UNDAF), UNDP Country Programme (CP) and Country Programme Action Plan (CPAP) Outcomes and Outputs?	∞ UNDAF priorities and areas of work reflected in project design ∞ The contribution of the project to UNDP CP and CPAP	∞ Project document ∞ UNDAF, UNCP CP and CPAP	∞ Document review ∞ Consultation with project team, UNDP and other partners
Is the project relevant to relevant national environment and sustainable development objectives?			
∞ How does the project support achievement of relevant NBSAP objectives/ areas of work? Does the project align with other relevant national strategies and plans? ∞ Did project design involve key national agencies & relevant stakeholders and receive strong input and support? ∞ Does the project adequately take into account the national realities, (including institutional capacity, key stakeholders and policy/strategic/legislative framework) in its design and its implementation?	∞ Coherence of project objectives with NBSAP & relevant policies, strategies, plans and regulations. ∞ Project design and implementation strategies reflect situation on the ground ∞ Level of involvement of government officials and other partners in the project design & implementation process	∞ Project Document ∞ National policies and strategies ∞ Key project partners	∞ Document review ∞ Consultation with UNDP and project partners

Is the project internally coherent in its design

<ul style="list-style-type: none"> ∞ Are there logical linkages between expected results of the project (SRF) and the project design in terms of project components, structure, delivery mechanism, scope, budget, use of resources, partners etc.? ∞ Does the SRF capture key elements outlined within the Project Strategy ∞ Will the activities proposed work to achieve intended Outputs? ∞ Do Outputs work to achieve intended Outcomes, and Outcomes to achieve intended project Objective? ∞ Does the project address the key barriers identified? ∞ Does the project strategy work coherently to achieve the GEF alternative situation outlined in the Project Document? ∞ Are all key stakeholders involved that are necessary to achieve intended Outcomes? ∞ Is the length of the project sufficient to achieve project outcomes? 	<ul style="list-style-type: none"> ∞ Level of coherence between project activities, Outputs, Outcomes and Objective. ∞ Level of coherence between Project Strategy description and logframe / SRF ∞ Appropriateness of project implementation approach including roles and responsibilities of key partners and stakeholder groups. ∞ GEF alternative situation addresses key barriers identified. 	<ul style="list-style-type: none"> ∞ Program and Project Document ∞ Information from project partners ∞ National and local strategic documents. 	<ul style="list-style-type: none"> ∞ Document review ∞ Stakeholder Consultation
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Fit of the project within the scope of other national and donor funded initiatives (current and planned)?

<ul style="list-style-type: none"> ∞ Does the support provided through the project with GEF funding focus on issues not addressed by other donors? ∞ Does the project document outline mechanisms for coordination with other relevant initiatives (national, NGO , community and donor funded) and ensure there is no conflict (in terms of approach or workload of partners agencies)? ∞ How does the project help to add value to the existing matrix of initiatives in the area? 	<ul style="list-style-type: none"> ∞ Fit within overall context of national and local initiatives ∞ No overlap with current or planned initiatives ∞ Clear mechanisms for coordination and coherence. 	<ul style="list-style-type: none"> ∞ Documents from other donor supported activities ∞ Other donor representatives ∞ Project Document 	<ul style="list-style-type: none"> ∞ Document review ∞ Consultation with project partners and relevant stakeholders
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How does the project build on lessons learnt from previous projects (nationally and internationally)?

<ul style="list-style-type: none"> ∞ Does the project document clearly outline how the approach proposed builds on the lessons learnt through national and international initiatives? ∞ Are mechanisms included within the project strategy to encourage / support project executing partners to engage with other relevant initiatives? 	<ul style="list-style-type: none"> ∞ Project Document includes analysis of lessons learnt; builds on the analysis and outlines how the project will engage with relevant initiatives (nationally and internationally) 	<ul style="list-style-type: none"> ∞ Project Document ∞ Information from Stakeholders ∞ Lessons learnt papers ∞ Documents from other donor supported activities 	<ul style="list-style-type: none"> ∞ Document review ∞ Consultation with project partners and relevant stakeholders
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Effectiveness: To what extent have the expected outcomes and objective of the project been achieved?

Has the project been effective in achieving the expected outputs outcomes and objective?

<ul style="list-style-type: none"> ∞ What results have been achieved by the project and do they align with intended development results outlined in the Project Document? Has the project been effective in achieving its expected Outcome and Objective level Targets? ∞ Has the anticipated GEF alternative situation been achieved? What changes have there been against the baseline situation outlined in the Project Document? ∞ To what extent have key threats been addressed? ∞ How have implementation mechanisms influenced the effectiveness of project actions in achieving results? ∞ Are products being used and are they helping to strengthen capacity and effectively address key issues? ∞ If the project developed guidelines and plans, are these of good quality and do they provide strategic guidance for the achievement of sustainable results, in line with intended project Outcomes? Are they being used /implemented and what impact are they having? ∞ What are stakeholders views on to the extent to which the project has been effective in achieving intended results? How and Why? Do different stakeholders view differ if so how? 	<ul style="list-style-type: none"> ∞ Monitoring data demonstrates project has achieved Indicators and Targets in the Project logframe / SRF ∞ Approach used to achieve results has supported sustainable, positive change ∞ Key Threats have been reduced ∞ Stakeholders confirm project effectiveness in achieving intended results ∞ Products used to good effect 	<ul style="list-style-type: none"> ∞ Project Document ∞ Information/feedback from Stakeholders on results achieved. ∞ Monitoring data and project reporting (PIR, PPR etc) ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits
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How have risks been managed and risk mitigation strategies developed and implemented?

<ul style="list-style-type: none"> ∞ Was a risk assessment / mitigation plan developed at project start? Did this involve consultation with key stakeholders? ∞ Have other risks evolved during project implementation and have effective mitigation strategies been developed? ∞ Overall, was there effective monitoring of risk and effective implementation of mitigation strategies to support adaptive management? ∞ Are strategies in place to support risk mitigation in the long-term, and to minimize risks to sustainability of project Outcomes? 	<ul style="list-style-type: none"> ∞ Risk assessment / mitigation plan ∞ Effectiveness of risk identification, monitoring & mitigation actions. ∞ Level of engagement of stakeholders in identifying risks and developing mitigation strategies ∞ Measures in place to ensure long-term monitoring of risks and to support risk mitigation. 	<ul style="list-style-type: none"> ∞ Project Document ∞ Risk assessment and mitigation plan ∞ Monitoring reports ∞ Project Results ∞ Information/feedback from Stakeholders ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits
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Has monitoring supported results based, adaptive management

<ul style="list-style-type: none"> ∞ Was a monitoring and evaluation plan/framework established at project inception with clear definition of the roles and responsibilities of partners and agreement on indicators/ targets? ∞ Were the indicators and targets in the logical framework / SRF used to regularly monitor project progress towards the achievement of intended results? ∞ Was the project baseline verified / established at project start? ∞ Was the SRF and within it the indicators, targets, risks and assumptions adequate and effective in supporting adaptive management of the project. If there were issues what were these and how were they overcome? ∞ Were any changes made to SRF targets and indicators during the course of project implementation, how was the decision made to make the changes and how has it affected measurement of project progress? ∞ Were monitoring systems/partnerships established with project partners in year one of project implementation? ∞ Did the project management team and implementation partners receive adequate training / briefing on use of the SRF and project monitoring and management tools during implementation? ∞ Have project monitoring systems helped to build the capacity of key partners and to strengthen monitoring systems so that these will continue to be effective following EOP? ∞ Were progress reports produced on time and did the information provided in them clearly outline progress against indicators/ targets? ∞ Were key issues such as gender equality, environmental sustainability, stakeholder engagement and capacity building effectively incorporated within M&E systems? ∞ Was an MTR organized on time, mid project, and how were the findings of the MTR used to improve project progress? ∞ Were the results of the MTR shared with stakeholders and partners and was a stakeholder workshop held following the MTR to agree on the approach to address issues raised? ∞ Were the findings of the MTR effectively used by the project management team and project partners to support adaptive management? ∞ Did the project develop an 'Exit Strategy' following the MTR? 	<ul style="list-style-type: none"> ∞ Evidence that SRF was regularly used to monitor progress and indicators / Targets were core to project monitoring systems ∞ Intended development results have been demonstrated through clear monitoring data ∞ Progress reports are clear and outline progress towards achieving targets. ∞ Monitoring systems established with partners are building local capacity ∞ Monitoring of key issues such as gender equality, sustainability, capacity and stakeholder engagement ∞ Monitoring of key indicators relevant to local / national groups and institutions will continue to function following EOP 	<ul style="list-style-type: none"> ∞ M&E plan / framework ∞ Monitoring reports ∞ Project Document ∞ Project progress reports and meeting reports ∞ Project Outputs / Results ∞ Information/feedback from Stakeholders on results achieved ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits
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Have all key stakeholders been actively engaged in the project and has there been effective consultation?

<ul style="list-style-type: none"> ∞ Did the Project Document outline all key stakeholders? ∞ How were stakeholders identified and engaged in the project? Were all key stakeholders engaged to an appropriate degree / were any groups left out? ∞ Was there adequate consideration for gender equality and equal opportunities for involvement of women / equal benefits accruing to women? How and what? ∞ Were disadvantaged groups effectively involved in the project? ∞ To what extent were partnerships/linkages between institutions/organizations encouraged and facilitated? ∞ Do stakeholders feel that they have been given the opportunity to engage in the project and that it will result in long term positive benefits (including both men and women)? ∞ What consultation processes were used, were they effective? ∞ Did the project result in any conflicts between stakeholders? ∞ Did the project work to facilitate strong partnership, cooperation and collaboration between stakeholders and what is the likelihood that these relationships will be continued following EOP? 	<ul style="list-style-type: none"> ∞ Stakeholder involvement in design. ∞ Inception report includes all key stakeholders ∞ Monitoring / meeting reports show consultation & engagement of all key stakeholders including men & women ∞ TOR for key studies and for MTR / TE include adequate time allocated for stakeholder consultation ∞ Stakeholder involvement in project activities/processes (men & women) ∞ Examples of partnerships & evidence that key partnerships / processes will be sustained following EOP. 	<ul style="list-style-type: none"> ∞ Project Document ∞ Inception report ∞ Monitoring reports ∞ Information/feedback from Stakeholders ∞ Products /Plans ∞ Partnership Frameworks 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders
Has the project been effective in increasing local capacity?			
<ul style="list-style-type: none"> ∞ Was a capacity assessment process / report undertaken at project start and end? ∞ Was there monitoring of capacity / capacity needs over the life of the project? ∞ What capacity building initiatives/activities were supported under the project? Have training programmes been targeted at capacity weaknesses? ∞ Were the training / capacity building needs of women adequately addressed? Do women have greater capacities & opportunities at project end? ∞ Has training been provided as part of a strategic capacity building process? ∞ Have any changes / improvements been made to systems, processes or procedures as a result of training? ∞ How has the project helped to increase the capacity of Govt institutions; Community organiations; NGOs and private sector? ∞ Are guidelines and tools developed through the project being actively used? ∞ Do relevant stakeholders confirm that information products are useful and of good quality? 	<ul style="list-style-type: none"> ∞ Capacity assessments ∞ Monitoring reports outline capacity support / impact ∞ Evidence of capacity building processes (training, workshops, support to teams within institutions etc) ∞ Relevant stakeholders confirm project support has helped to increase capacity ∞ Guidelines / Tools / Products of good quality and being used 	<ul style="list-style-type: none"> ∞ Project Document ∞ Capacity Assessments (start and end of project) ∞ Monitoring reports ∞ Workshop reports ∞ Project Outputs ∞ Information/feedback from Stakeholders ∞ Products /Reports 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Visits to institutions / groups

Has equipment provided through the project been used to support the achievement of intended results?

<ul style="list-style-type: none"> ∞ Is equipment purchased through the project relevant to intended Outputs and Outcomes? ∞ How will equipment purchased through the project help to increase the effectiveness of institutions in the long term? ∞ Is ownership of equipment purchased clearly agreed and appropriate to the achievement of sustainable Outcomes following project end? 	<ul style="list-style-type: none"> ∞ Equipment installed and working to support achievement of results ∞ Relevant institutions have the capacity to operate equipment following EOP ∞ Monitoring reports demonstrate the effectiveness of equipment ∞ Project hand-over agreements 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project Results ∞ Information/feedback from Stakeholders on results achieved ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits
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Has communication and awareness raising supported effective project implementation

<ul style="list-style-type: none"> ∞ Was a communication and awareness raising plan developed ∞ Have communication materials produced through the project helped to increase stakeholders understanding of the project and of key issues being addressed? ∞ Were progress reports / the key findings of progress reports shared with key stakeholders, in particular implementing / executing partners? 	<ul style="list-style-type: none"> ∞ Communication and awareness raising plan ∞ Communication materials of good quality and clearly outline key issues / information ∞ Stakeholders confirm effective communication by the project & have a good understanding of the project and of the issues it aimed to address 	<ul style="list-style-type: none"> ∞ Communication and awareness raising plan ∞ Monitoring reports ∞ Project Outputs / Results ∞ Information/feedback from Stakeholders on results achieved ∞ Products /Reports 	<ul style="list-style-type: none"> ∞ Document review ∞ Communication material review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders
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What lessons can be learnt to increase effectiveness of future projects

<ul style="list-style-type: none"> ∞ Has project monitoring highlighted any lessons which could be used to improve process for achieving project results / Outcomes in future projects? ∞ What changes could have been made to the design of the project in order to improve the achievement of the project's expected results? ∞ How could the project have been managed more effectively (management structures, processes, facilitatory role, partnerships, planning, monitoring etc) ∞ Could oversight (eg by UNDP and PSC) been strengthened in any way to increase effectiveness of the project? ∞ How can lessons learnt be captured to effectively guide the design and implementation of future projects (lessons learnt papers, guidelines, protocols etc) ∞ What processes have been established to ensure that agencies internalise lessons learnt to guide new design processes? 	<ul style="list-style-type: none"> ∞ Monitoring reports highlight effectiveness of processes and procedures ∞ Project has developed lessons learnt papers / guidance ∞ Key organisations (UNDP, Govt agencies, NGOs) have systems to internalise lessons to feed in to design of new initiatives 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project Results ∞ Project Document ∞ Information/feedback from Stakeholders on results achieved ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits
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Efficiency: Was the project implemented efficiently, in-line with required GEF / UNDP norms and standards?

Were GEF resources used efficiently in line with GEF/UNDP norms and standards?

<ul style="list-style-type: none"> ∞ Were project accounting and financial systems in place & of acceptable standard? ∞ Did the project manager produce accurate and timely financial information? ∞ Did accounting and financial systems within the implementing agency ensure that project resources were utilized in line with GEF/UNDP norms and standards? ∞ Did the PSC provide effective oversight to ensure efficient use of project resources towards achievement of intended results? ∞ Was project implementation as cost effective as originally proposed (planned vs. actual). If not why not? Were any Outcomes or project management budget overspent? ∞ How were partnership mechanisms used to increase the efficiency of project implementation? ∞ Was co-financing committed in design provided? If no why not? ∞ Was an appropriate balance struck between utilization of international expertise as well as local capacity? ∞ Was the capacity of local organisations adequately taken in to account in design and implementation of the project? ∞ Was procurement carried out to maximise efficient use of project resources (competitive bidding; assessment of quality & suitability of items procured etc)? ∞ Do the results achieved justify the resources spent to achieve those results? ∞ Were any changes made to the project implementation approach to improve project efficiency? Did results-based management (progress reporting, monitoring and evaluation) support efficiency? 	<ul style="list-style-type: none"> ∞ Availability and quality of financial and progress reports ∞ Timeliness and adequacy of reporting ∞ Level of discrepancy between planned and utilized financial expenditures per Outcome / project management ∞ Cost relative to results achieved compared to costs of similar projects from other organizations ∞ Was project expenditure required in view of existing context, infrastructure, capacity etc) ∞ Number/quality of analyses done to assess local capacity potential capacity ∞ Cost associated with delivery mechanism and management structure compare to alternatives 	<ul style="list-style-type: none"> ∞ Project Document ∞ Financial reports and data ∞ Monitoring & evaluation reports ∞ UNDP financial records ∞ Audit reports ∞ Procurement information ∞ Meeting reports ∞ Information/feedback from Stakeholders on results achieved /impacts 	<ul style="list-style-type: none"> ∞ Document review ∞ Stakeholder consultation ∞ Data Analysis
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Was all co-financing pledged in the Project Document realised?

<ul style="list-style-type: none"> ∞ Was all national partner co-financing pledged at design realised? ∞ Were co-financing resources produced on time, efficiently to support the achievement of intended results? ∞ Was there monitoring and recording of co-financing throughout project implementation to demonstrate efficiency? 	<ul style="list-style-type: none"> ∞ Planned vs. actual funds leveraged (co-financing) ∞ Additional leveraged resources ∞ Timeliness and adequacy of co-financing for achievement of intended 	<ul style="list-style-type: none"> ∞ Project Document ∞ Financial reports/ data ∞ M&E reports ∞ UNDP financial records ∞ Audit reports 	<ul style="list-style-type: none"> ∞ Document review ∞ Consultation ∞ Data Analysis
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<ul style="list-style-type: none"> ∞ Were any additional sources of financing leveraged during project implementation? ∞ Does the co-financing committed during project implementation help to secure the likelihood of financial sustainability following EOP? 	<ul style="list-style-type: none"> ∞ results ∞ Efficient monitoring of co-financing 	<ul style="list-style-type: none"> ∞ Procurement information ∞ Information from Stakeholders 	
What lessons can be learnt to increase efficiency of future projects?			
<ul style="list-style-type: none"> ∞ Have M&E processes highlighted any lessons which could be used to make processes more efficient in future projects? ∞ What changes could have been made to the design of the project in order to increase project efficiency (eg implementation mechanisms, budget etc) ? ∞ What changes could have been made to the way the project was managed to make it more efficient (financial planning, budgeting, procurement, reporting etc)? ∞ Could oversight (eg by UNDP and PSC) been strengthened in any way to increase efficiency of the project? ∞ How can lessons learnt be captured to effectively guide the design and implementation of future projects? ∞ What processes have been established to ensure that key agencies internalise lessons learnt to guide new design processes? 	<ul style="list-style-type: none"> ∞ Monitoring reports highlight efficiency of processes and procedures and any issues encountered ∞ End of project report highlights lessons learnt ∞ Key organisations (UNDP, Govt agencies, NGOs) have systems to internalise lessons to feed in to design of new processes 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project Outputs / Results ∞ Project Document ∞ Information/feedback from Stakeholders on results achieved ∞ Products /Reports 	<ul style="list-style-type: none"> ∞ Document review ∞ Consultation ∞ Data Analysis
Sustainability: To what extent are there financial, institutional, socio-economic, and environmental risks to sustaining long-term project results?			
Did project design and implementation internalise mechanisms to ensure the project worked to effect long-term results?			
<ul style="list-style-type: none"> ∞ Were sustainability strategies included in the Project Document?? ∞ Do indicators and targets in the SRF capture sustainability? ∞ Did the project effectively engage stakeholders to ensure strong ownership of project Outcomes? ∞ Did project monitoring and evaluation include consideration of sustainability /achievement of long term results? Are the strategies developed likely to ensure the sustainability of project outcomes? ∞ Did the project develop an Exit Strategy to support the sustainability of Outcomes following EOP? ∞ Did the project work to support catalytic mechanisms to expand the influence of the project beyond local project area / 	<ul style="list-style-type: none"> ∞ Reduction in level of threats compared to project baseline ∞ Financial arrangements are in place to ensure sustainability of key results ∞ Institutional arrangements and partnerships working to ensure sustainability of results following EOP ∞ Level of awareness increased amongst key stakeholders ∞ Environmental monitoring demonstrates positive results and a reduction in environmental risks 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project Outputs / Results ∞ Project Document ∞ Information/feedback from Stakeholders on results achieved ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits

demonstration sites, for example mechanisms for knowledge transfer nationally / internationally; training of trainers; identification of sources of support for replication of pilot sites following EOP etc	∞ Socio-economic benefits demonstrated and incentives in place to sustain results		
Are there risks within institutional and governance processes and structures to the sustainability of project Outcomes?			
<ul style="list-style-type: none"> ∞ Do the legal frameworks, policies, and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits? ∞ Has the project supported capacity building and institutional strengthening of key organisations to the level required to enable them to operate without project support in order to sustain project Outcomes? Were results of project implementation well assimilated by organizations? ∞ Is there evidence that local partners are committed to continuing activities beyond EOP? What is the degree of local ownership of results? ∞ What is the level of political commitment to sustain project Outcomes? ∞ Has policy, legal and strategic support provided under the project established the strategic and legal framework necessary to support sustainable impacts? ∞ Are there policies or practices with perverse incentives negatively affecting long-term benefits? 	<ul style="list-style-type: none"> ∞ Capacity of key stakeholders and institutions ∞ Institutions / groups have committed finances to continue work to achieve / sustain project Outcomes following EOP ∞ Institutional workplans include activities to sustain activities initiated, or relevant to the project following EOP ∞ Policy and strategic framework strengthened ∞ Roles and responsibilities of relevant institutions clear ∞ Institutional & strategic partnerships strengthened ∞ Evidence of mechanisms to catalyse impacts to other areas / groups. 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project Outputs / Results ∞ Project Document ∞ Information/feedback from Stakeholders on results achieved ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits
Are there financial risks to the sustainability of project Outcomes?			
<ul style="list-style-type: none"> ∞ Are there financial risks that may jeopardize the sustainability of project outcomes? What is the likelihood of financial and economic resources not being available once GEF grant assistance ends? ∞ Are financial resources committed by project partner organisations / groups adequate to sustain project Outcomes? Has the project put mechanisms in place to ensure the financial and economic sustainability of results following EOP? ∞ Are accountability systems in place to support transparency? ∞ Have key stakeholder organisations confirmed their commitment to fund and / or undertake key processes following EOP ∞ Will Govt agencies commit the resources and staff necessary to sustain Outcomes? ∞ Have there been any changes to national financial policies or to 	<ul style="list-style-type: none"> ∞ Monitoring demonstrates a reduction in financial risks against the baseline ∞ Levels of financial support to be provided by relevant sectors following EOP sufficient to sustain results. ∞ Commitments from all key stakeholder groups (private sector, NGO, community and Govt) ∞ Changes in financial allocations within annual workplans ∞ Changes in financial strategies or procedures ∞ Increased self sufficiency of communities 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project Outputs / Results ∞ Project Document ∞ Information/feedback from Stakeholders on results achieved ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits

budget allocation within institutions to indicate ongoing support will be adequate to sustain Outcomes?			
Are there environmental risks to the sustainability of project Outcomes?			
<ul style="list-style-type: none"> ∞ How has the project addressed the key environmental threats identified in the Project Document? ∞ Have any new environmental threats emerged in the project's lifetime and how have these been addressed? ∞ Has effective monitoring been undertaken of environmental variables, including the establishment and monitoring of environmental sustainability indicators? ∞ Have national / local monitoring systems been strengthened to ensure ongoing monitoring of environmental threats / to support sustainability? ∞ Has legislation been strengthened to support environmental sustainability (eg SEA or EIA) ∞ Have national or local strategies and plans been strengthened to support environmental sustainability and are these being implemented? ∞ Are planning systems strengthened to include consideration of long-term sustainable development objectives / indicators? ∞ Do key stakeholders have a clearer understanding of environmental sustainability issues and opportunities to reduce negative impacts? ∞ Have incentives been established to increase the likelihood of sustainable use and reduction in environmentally damaging practices? 	<ul style="list-style-type: none"> ∞ Environmental monitoring demonstrates a reduction in environmental threats / risks against the project baseline ∞ National / local monitoring systems strengthened and include adequate indicators and systems for monitoring environmental sustainability ∞ Strengthened national environmental assessment procedures (eg strengthened legislation, strategies etc) ∞ Increased engagement by relevant stakeholders in monitoring environmental sustainability indicators at different levels (strengthened partnership) ∞ Incentives established for sustainable use ∞ Strengthened planning systems focussed on sustainable development. 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project Outputs / Results ∞ Project Document ∞ Information/feedback from Stakeholders on results achieved ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits
Are there socio-economic risks to the sustainability of project Outcomes?			
<ul style="list-style-type: none"> ∞ Have the key socio-economic threats that were identified in design been addressed? ∞ Were any new socio-economic threats identified during project implementation and have these been addressed? ∞ Have systems been established to monitor and address socio-economic risks/threats? ∞ Have socio-economic partnerships been established to support sustainability (eg public-private partnerships, community engagement in monitoring etc) 	<ul style="list-style-type: none"> ∞ Monitoring demonstrates a reduction in socio-economic threats / risks against the project baseline ∞ Strengthened national / local monitoring systems / socio-economic indicators. ∞ Strengthened national / local policies and plans. ∞ Increased engagement by relevant stakeholders in supporting sustainable 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project Outputs / Results ∞ Project Document ∞ Information/feedback from Stakeholders on results achieved ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits

<ul style="list-style-type: none"> ∞ Are key stakeholder groups committed to continuing to engage in activities necessary to sustain Outcomes? ∞ Is there sufficient public/stakeholder awareness and understanding to sustain Outcomes? ∞ Have socio-economic policies and plans been strengthened to support project Outcomes in the long term? ∞ Have social and economic incentives been established to sustain project Outcomes (for example incentives for more sustainable patterns of resource use or for biodiversity conservation through increased engagement in tourism)? ∞ Is there increased recognition of the importance of gender equality and strengthened systems and mechanisms to ensure women benefit from project Outcomes? ∞ 	<p>Outcomes</p> <ul style="list-style-type: none"> ∞ Increased / improved socio-economic partnerships ∞ Incentives established for sustainable use ∞ Strengthened planning systems focussed on sustainable development. 		
What lessons can be drawn regarding the need to ensure mechanisms are established through projects to support sustainable Outcomes?			
<ul style="list-style-type: none"> ∞ What could the project have done differently to increase the likelihood of sustainable Outcomes across all of the above areas: financial; socio-economic; institutional/governance and environmental? ∞ How could project design have more effectively incorporated mechanisms to ensure sustainability ∞ How could project implementation have been strengthened to increase the likelihood of sustainable positive Outcomes? 	<ul style="list-style-type: none"> ∞ Monitoring reports highlight sustainability issues ∞ Stakeholders are aware of risks and opportunities to increase likelihood of sustainability ∞ Key organisations (UNDP, Govt agencies, NGOs) have systems to internalise lessons to feed in to design of new processes. 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project Results ∞ Project Document ∞ Information/feedback from Stakeholders on results achieved ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
<ul style="list-style-type: none"> ∞ What were the environmental stresses at the beginning of the project and are there verifiable reductions in stress on ecological systems that can be identified through specified process indicators, to demonstrate that progress is being made towards achievement of stress reduction and/or ecological improvement? ∞ Have other stresses been identified during project implementation and if so have these been addressed effectively through the project? ∞ Have the ecological status of the habitats and resources of targeted species been improved? To what extent? At what level? 	<ul style="list-style-type: none"> ∞ Threats reduced ∞ Verifiable improvements in ecological status ∞ Changes in ecological status including increased ecosystem resilience ∞ Increased incentives and support for project Outcomes ∞ Improved monitoring systems /indicators to monitor long term effects 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project Outputs / Results ∞ Project Document ∞ Information/feedback from Stakeholders on results achieved. ∞ Products /Reports ∞ Impact on the ground 	<ul style="list-style-type: none"> ∞ Document review ∞ Data review ∞ Consultation with project team ∞ Consultation with stakeholders ∞ Field visits

<ul style="list-style-type: none"> ∞ What are the mechanisms at work resulting in the reduction of environmental stresses (i.e. the causal links to project outputs and outcomes)? ∞ What is the extent to which changes are taking place at scales commensurate to natural system boundaries; ∞ Are project impacts likely to continue in the long-term? ∞ Has the project had any negative impacts that result in increasing environmental stresses? 			
Country Ownership: Has government approved policies or regulatory frameworks in line with the Project Objective			
<ul style="list-style-type: none"> ∞ Did the project align with relevant national priorities and plans? 	<ul style="list-style-type: none"> ∞ Project document includes review of national policies and plans ∞ Project approach is aligned with relevant national sectoral and development plans 	<ul style="list-style-type: none"> ∞ Project Document ∞ Project Results ∞ Stakeholder feedback ∞ National Policies, Strategies and Plans 	<ul style="list-style-type: none"> ∞ Document review ∞ Consultation ∞ Data analysis
<ul style="list-style-type: none"> ∞ Were the relevant representatives from government and civil society involved in project implementation, including as part of the project steering committee? 	<ul style="list-style-type: none"> ∞ Project implementation strategy includes all key stakeholders ∞ Project reports demonstrate active involvement by all key stakeholder groups 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project / Results ∞ Project Document ∞ Stakeholder feedback 	<ul style="list-style-type: none"> ∞ Document review ∞ Consultation ∞ Data analysis
<ul style="list-style-type: none"> ∞ How have national partners assumed responsibility for the project and provided support to project execution, including the degree of cooperation received from the various public institutions involved in the project? 	<ul style="list-style-type: none"> ∞ Endorsement of project by governmental agencies ∞ Provision of co-financing 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project / Results ∞ Project Document ∞ Stakeholder feedback ∞ Policies, Strategies and Plans 	<ul style="list-style-type: none"> ∞ Document review ∞ Consultation ∞ Data analysis
<ul style="list-style-type: none"> ∞ Has the project stimulated national / local ownership of project outputs and outcomes? 	<ul style="list-style-type: none"> ∞ Perception of ownership by national and local agencies 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project / Results ∞ Project Document ∞ Stakeholder feedback 	<ul style="list-style-type: none"> ∞ Document review ∞ Consultation ∞ Data analysis
<ul style="list-style-type: none"> ∞ Was an intergovernmental Project Steering Committee given responsibility for strategic oversight of the project and did it provide active guidance and support throughout project implementation? 	<ul style="list-style-type: none"> ∞ PSC established and meeting regularly 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project / Results ∞ Project Document ∞ Stakeholder feedback 	<ul style="list-style-type: none"> ∞ Document review ∞ Consultation ∞ Data analysis
<ul style="list-style-type: none"> ∞ Has the government signed off any new policies, strategies, plans or other national / regional strategic documents 	<ul style="list-style-type: none"> ∞ Evidence of new strategic documents that have been signed off/ are being 	<ul style="list-style-type: none"> ∞ Monitoring reports ∞ Project / Results 	<ul style="list-style-type: none"> ∞ Document review ∞ Consultation

∞ Has the government signed off any new policies, strategies, plans or other national / regional strategic documents	∞ Evidence of new strategic documents that have been signed off/ are being used	∞ Monitoring reports ∞ Project / Results ∞ Project Document ∞ Stakeholder feedback ∞ Policies, Strategies and Plans	∞ Document review ∞ Consultation ∞ Data analysis
Synergy with Other Projects/Programmes: Explain how synergies with other projects/programmes have been incorporated in the implementation of the project			
∞ Were projects and programmes identified in project design along with a strategy for how the project should engage with them?	∞ All relevant projects and programmes identified in the project document	∞ Monitoring reports ∞ Project / Results ∞ Project Document ∞ Stakeholder feedback ∞ Reports from relevant initiatives	∞ Document review ∞ Consultation ∞ Data analysis
∞ How has the project collaborated with relevant projects and programmes / has there been good communication and synergy with all relevant projects / programmes?	∞ Extent to which the project has worked with other projects and programmes	∞ Monitoring reports ∞ Project / Results ∞ Project Document ∞ Stakeholder feedback ∞ Reports from relevant initiatives	∞ Document review ∞ Consultation ∞ Data analysis
∞ Have results and the sustainability of results been strengthened through effective synergy with relevant projects and programmes	∞ Extent to which project results and sustainability of results has been strengthened through effective collaboration	∞ Monitoring reports ∞ Project / Results ∞ Project Document ∞ Stakeholder feedback ∞ Reports from relevant initiatives	∞ Document review ∞ Consultation ∞ Data analysis
∞ Have the partnerships between projects and programmes helped to establish new or strengthened working relationships between stakeholders	∞ Project stakeholders are collaborating with stakeholders from other projects and confirm improved working relationships	∞ Monitoring reports ∞ Project / Results ∞ Project Document ∞ Stakeholder feedback	∞ Document review ∞ Consultation ∞ Data analysis

ANNEX 6 ACHIEVEMENT AGAINST END OF PROJECT TARGETS

Project Objective:	Baseline	Indicators	End of Project Targets	End of Project Status (2018)	TE Rating	Reasons for TE Rating
To Strengthen Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas to respond to existing and emerging threats.	P8m	PA budgets secure	PA budgets of P15m cover operational costs for 14,000km2 and used effectively according to activity-based budgets and stakeholder review	The project has not contributed towards securing any increase in PA budgets	U	<p>At project end the situation regarding the security and adequacy of PA budgets remains identical to that at the time of project design. Little support has been provided to increase the financial sustainability of PA management and the project has not achieved the results intended.</p> <p>Intended results outlined in the Project Document include demonstration of the economic value of the CKL matrix and of the need for increases in PA budgets to support effective management. The project was also to have facilitated the establishment of partnership-based mechanisms to actively increase budgets for PA management (eg through private sector financing, Payment for Ecosystem Services schemes (PES) and other innovative resource mobilisation methods. Unfortunately, the project did not provide support to demonstrate the economic value of the CKL matrix and did not provide any of the support intended</p> <p>In the last month of project implementation the project commissioned a consultant to develop a Financial Scorecard and Business Plan for CNP. This Plan updates and builds on the 'CNP Business Plan' which was developed in</p>

					<p>2012 under a previous UNDP/GEF project. The 2018 Business Plan provides valuable analysis and information; it is essentially however an updated more concise version of the 2012 Plan which was not used by CNP, and it will be important for CNP to examine why they did not use the previous Plan and identify if and how they will incorporate this 2018 Business Plan and Financial Scorecard in to their planning and management processes in the future.</p> <p>Unfortunately, neither the intended Objective level nor Output level EOP results have been achieved. At EOP no additional PA budgets have been 'secured' and there is no measured or measurable change in the baseline situation towards securing the budgets required to cover operational costs and to support more effective PA management.</p>
Nil	PA management indicators including status of LE, habitats and wildlife populations	14,776km2 PA (CNP10,600 km, FRs 4,176 km2) and 11,149km2 buffer zones (8,998km2 CHAs, 2,151 km2 occupied State Lands) have measurable resource protection, habitat and wildlife monitoring and PA management indicators (detailed below) are monitored and improving (i.e.	<p>Neither of the targets have been met.</p> <p>The project has however provided some relevant support in terms of generating information and providing training.</p> <p>The Survey and Assessment of the Conservation Threats of the Chobe National Park and Chobe Forest Reserves provides valuable analysis of threats across key areas and provides guidance on how to set up</p>	U	<p>The project has not demonstrated any increase in resource protection. There has been no change in levels of monitoring of PA management indicators and no new or improved indicators have yet been adopted.</p> <p>At EOP there is no evident improvement in habitats and wildlife, poaching, fire, problem animals, tourism, stakeholder and tourist satisfaction. None of these areas were monitored and there is no evidence to suggest any improvement during the life of the project, nor any clear indication that it is likely that there will be a significant improvement</p>

habitats and wildlife, poaching, fire, problem animals, tourism, stakeholder and tourist satisfaction)

abatement/mitigation strategies for each threat. It examines current monitoring programmes, identifying ways to strengthen systems to more effectively monitor threats/threat levels and the effectiveness of mitigation actions. However, this document has not yet been used to effect any change in terms of strengthening monitoring and management systems or the establishment and use of PA management indicators and the project did not provide any direct support for its adoption /use. No stakeholders had any real knowledge of its contents and it would appear at EOP that it has not yet been read by many key (it is a document of over 200 pages in length)

Training was provided under the project however this was not part of a strategic process for improving management and monitoring systems and there is no evidence at EOP that this training is being actively used to improve monitoring or strengthen management effectiveness. The project has not undertaken any capacity assessments which could demonstrate the results of training in terms of increase in capacity. There are no evident

following EOP attributable to project results.

The Project Document emphasised that 'adaptive management of complex socio-ecological systems like the CKL complex hinges on sound information and monitoring data' but that in the baseline situation a barrier to achieving this was that data was not readily available to inform adaptive management. To address this the project aimed to strengthen monitoring systems, including the development and use of indicators so that by EOP key areas would have measurable resource protection, habitat and wildlife monitoring and PA management indicators. Although relevant indicators have been proposed within the Threats Assessment these have not yet been adopted or used.

At EOP the intended result has not yet been achieved, the project has not supported the development and use of 'measurable resource protection, habitat and wildlife monitoring and PA management indicators' and there is no monitoring data available to show any real impact 'on the ground'.

				<p>changes / improvement in monitoring systems.</p> <p>The project also supported the development of Management Oriented Monitoring Systems (MOMS) tools for anti-poaching and DWNP trained community groups in MOMS. However again there has been no monitoring of capacity or of use of this tool and training. At EOP no impact is evident.</p>		
	<p>P6m to committee P750,000 to villages</p> <p>0 HH benefit</p>	<p>Community benefits and participation, HH income, especially in poor areas</p>	<p>15% increase in HH income in CBNRM areas</p>	<p>No increase in HH income has been demonstrated.</p> <p>As discussed in the analysis of results achieved, the project provided support to communities in Chobe District, mostly through the purchase of equipment for CECT and the Fresh and Dry Fish Association, and for trialling of conservation agriculture through the Department of Crop Production (DCP).</p> <p>The potential benefits from trials of CA are reported by DCP to be promising, however there are no records of results achieved over the life of the project that demonstrate community benefits or to quantify any related increase in HH income. CECT expressed doubt as to whether CA will be widely adopted.</p> <p>Some of the equipment</p>	U	<p>Project support to communities was not focussed on the intended area of engagement outlined in the project strategy and has not contributed directly towards the project Objective There is no increase in HH income evident as a result of project support.</p> <p>The project aimed to support communities to engage in and get increased benefits from tourism in the Chobe District as part of more sustainable livelihood strategies. Correlated with this was the anticipated result of increasing community benefits from the protected areas / wildlife-based tourism. The Project Document stated that 'in the long term this is likely to result in a community driven demand for wildlife as a core land use practice, to incentivise land use planning and to reduce human wildlife conflict'.</p> <p>The project strategy therefore focussed on achieving community benefits and increasing HH income in a way that would support biodiversity conservation in the</p>

	<p>purchased (concrete mixer, milling machines, trailers and brick making machine) may help to improve income to the communities in Chobe East, however the project has undertaken no follow up or monitoring to demonstrate the impact of the equipment purchased in terms of any increase in HH incomes. Certain items of equipment (brick making machine and industrial-sized trailer can-not be used and have not yet been used)</p> <p>Energy efficient stoves were also introduced to all communities in the last few months of project implementation, although only one was operational at EOP.</p> <p>Training was provided to 20 youth from one community in skills development for the tourism industry.</p> <p>Within the project strategy there is a focus on ensuring equitable benefit distribution including the design of 'innovative and transparent criteria for benefit sharing.' The project did not provide any support to strengthen equitable benefit sharing.</p> <p>It should be noted however that the project did make good efforts to ensure equal opportunities were given for training of men and women and the energy efficient</p>	<p>long term. The target of '15% increase in HH income in CBNRM areas' needs to be understood within the context of the overall project strategy.</p> <p>Other than the training of 20 youth from one community, project support was not related directly to the project strategy and there has been no follow up or quality control and no monitoring of impact.</p> <p>The equipment purchased for CECT included expensive items which the community can not use (industrial sized trailer which requires a JCB to load it and the communities do not possess a JCB or have access to one; brick making machine has no instructions and can-not be used). The relevance of all items purchased relative to achieving intended project Outcomes is questionable.</p> <p>The equipment purchased for the Fish Association (tents, generator, freezers, fishing equipment etc) also has questionable relevance to achieving project Outcomes and Objective of strengthening PA management effectiveness.</p> <p>Project support was also very inefficient in terms of the balance of costs vs results relative to the equipment purchased and poor contribution towards intended project results.</p> <p>The project did not follow the intended strategy and has not achieved the intended targets or results. Support provided to communities has not contributed directly to the overall project</p>
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				<p>stoves were particularly targeted at benefits for women.</p> <p>At project end there is however no demonstratable increase in HH income resulting from the support provided by the project and no significant results in terms of 'community benefits and participation'.</p>		Objective of 'strengthening management effectiveness of the CKL matrix of PAs to respond to existing and emerging threats'
5-10 lions HWC 10 elephants HWC	Reduced land use and wildlife conflicts Wildlife corridors	Wildlife corridors (to Hwange, Nxai Pan / Maghadghadi, Okavango, Caprivi) and key wildlife habitats (e.g. Seloko) formally identified and secured and land use conflicts reduced to 50% of current level PAC in CBNRM areas reduced to 30% of current levels (through benefit sharing and management plans)	<p>The project did not achieve either of its two targets and had no measurable impact across either of its indicators.</p> <p>The project did however provide some relevant support:</p> <p>A Land Use Conflict Information System was developed under the project and this provides data visually in the form of maps to highlight land types and use, and through layering of those maps, the potential to identify land use conflicts. The LUCIS identifies wildlife dispersal areas using data from KAZA TFCA and WWF.</p> <p>LUCIS can provide a valuable tool for reducing land use conflicts in the District if it is actively and effectively used by relevant agencies (including Chobe Land Board, CNP, DWNP, DFRR and DoT/BTO). However, currently only Chobe Land Board have access to the system / data. At EOP LUCIS has not yet been</p>	U	<p>Wildlife corridors and key wildlife habitats have not been formally secured. Land use and wildlife conflicts have not been reduced.</p> <p>The project did not provide any support for Problem Animal Control (PAC) in CBNRM areas and did not provide any support for benefit sharing or for the development of management plans. Community members expressed disappointment that the project had not supported revision of the CECT management plan and not provided greater support for PAC.</p> <p>One of the key issues highlighted within the Project Document as a threat to effective management and sustainable development of the CKL area was the fact that 'wildlife corridors and key habitats are in some areas being allocated for commercial and subsistence arable farming, livestock grazing and settlements that do not necessarily support wildlife dispersal and therefore lead to increase in HWC.</p>	

used to affect any results in terms of reducing land use and wildlife conflicts.

Support through the project for conservation agriculture also has some potential to support problem animal control in that it is hoped that if CA becomes more widely used in the District, the smaller field sizes will make it easier to protect fields from animal damage. However, at EOP this has not been demonstrated.

The project held workshops in 2015 on the issue of HWC, however these have not resulted in any targeted support towards reducing land use and wildlife conflicts, and there appear to be no reports on the findings or recommendations emerging from the workshops. The HWC Management Strategy which was to have been developed with DWNP was not developed.

At EOP the project has not yet had any impact in reducing land use conflicts and further work needs to be undertaken to ensure that all relevant groups / departments have access to LUCIS and that it is used to support integrated management that can work to reduce conflicts. It will also be critical for inter-

In some areas, access to water points has effectively been blocked. Economically speaking, the economies of scale of a large wildlife sector economy are being put at risk by inappropriate placement of low value uses.'

The intent of the project was to support an approach whereby integrated land use planning and collaborative governance for the CKL area would discourage agricultural production within wildlife corridors; alongside this the project aimed to increase opportunities for communities to engage in higher value activities in the tourism sector, to enable communities to benefit more readily from PAs and wildlife.

The project did not provide relevant support across any of these areas and did not achieve the anticipated results.

LUCIS could provide a useful tool for achieving intended project results if it is used effectively. However, at EOP no results have yet been achieved relative to intended targets / indicators. Analysis of the 'Integrated Land Use Plan (ILUP)' through the TE has highlighted a number of significant concerns relating to what is proposed within it, how it will be used and the extent to which stakeholders were involved in its development.

Further work needs to be done to ensure that the two documents

			<p>agency monitoring systems to be set up to ensure the data in LUCIS remains accurate.</p> <p>An Integrated Land Use Plan document (ILUP) was also produced through the project. The ILUP presents information and analysis relevant to land use planning in Chobe District including the identification of wildlife corridors and dispersal areas. It also proposes specific recommendations such as cluster fencing to reduce HWC. The ILUP however lacks strategic environmental assessment (SEA) and there are concerns from a number of stakeholders over the extent to which it is likely to achieve long term positive results for the area. At EOP the ILUP has not been approved by a number of key stakeholders including Chobe communities and the District Land Use Planning Unit (DLUPU).</p> <p>The project did not provide any support for Problem Animal Control (PAC) in CBNRM areas and did not provide any support for benefit sharing or for the development of management plans.</p>		<p>produced through the project can work effectively to reduce conflict, secure wildlife corridors and habitats and support PAC. There are significant concerns in particular relative to the ILUP. If it is not amended to address key issues and if it is not implemented as a partnership based plan, to support collaborative governance and multi-stakeholder engagement in planning and monitoring, it has the potential to result in conflicts and to have a negative impact on PA management effectiveness.</p> <p>Overall at EOP the project has had little impact in reducing land-use and wildlife related conflicts. There was no monitoring of levels of land use and wildlife conflict over the life of the project. The project also did not provide the anticipated support for benefit sharing and management planning. At EOP it is not possible to conclude that it is likely that there will be any reduction in land-use or wildlife related conflicts, attributable to project support.</p>
1,200 beds	Tourism expansion and	Tourism activities diversified with 250-	Targets have not been achieved and there has been the project	U	The project has not provided the intended support for the expansion and

diversification in FR, CBNRM areas and CNP	300 beds in new areas	<p>did not provided the intended support for the expansion and diversification of tourism activities within CBNRM areas and CNP.</p> <p>There are valid reasons why no support was provided within forest reserves, however this did not preclude the project from providing relevant support in other areas (CNP & CBNRM).</p> <p>Some potential community tourism sites were identified in Chobe District, however no significant support was provided to establish these sites as operational businesses (the project paid for electricity and fencing for one site, but at EOP it is not operational).</p>		<p>diversification of tourism activities within CBNRM areas and CNP.</p> <p>The only relevant support was the identification of some potential community tourism sites in Chobe District, however no significant support was provided for their development and there is no indication at EOP that these sites will be developed. No exit strategy was developed by the project to identify other potential support mechanisms for these areas following EOP.</p> <p>One community expressed frustration and disappointment that the project had not provided support for tourism initiatives which they hoped to develop. They indicated that they had had no response to proposals and requests for support sent to the project manager. There was considerable potential for the project to provide relevant support, however it did not take up these opportunities.</p>
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ANNEX 7: COFINANCING TABLE

Co-financing (type/source)	UNDP own financing (US\$)		Government (US\$)		Other Partner Agency (private sector and academic institutions) (US\$)		Total (US\$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Actual	Actual
Grants	250,000	UNDP to provide data	6,711,806	Not recorded by project or Govt Partners	2,049,39	None realised		Unknown due to lack of monitoring by project and Govt partners
Loans/Concessions								
∞ In-kind support								
∞ Other								
Totals	250,000	UNDP to provide data	6,711,806	Not recorded by project or Govt Partners	2,049,239	None realised	9,011,045	Unknown due to lack of monitoring by project and Govt partners

ANNEX 8: TE REPORT AUDIT TRAIL

To the comments received on 12th September 2018 from UNDP CO on the draft Terminal Evaluation report for the project supporting Improved Management Effectiveness of the Chobe-Kwando Linyanti Matrix of Protected Areas (UNDP PIMS 4624)

The following comments were provided on the draft Terminal Evaluation report during the 3 months following submission of the report, they are consolidated comments from national consultation by UNDP CO, referenced by comment number and TE paragraph.

Author	#	Para No./ comment location	Comment/Feedback on the draft TE report	TE response and actions taken
UNDP CO summary of national feedback	1	257	Adequate consultations were done with relevant stakeholders, several meetings and workshops were conducted with communities and the District Leadership. On 5-6 June 2017 Stakeholder Workshop was conducted in Kasane at Travelodge where more presentations were done on ILUP. Consultations were done with relevant stakeholders, including conducting Kgotla meetings in some of the villages (Pandamatenga, Kachikau, Kasane and Lesoma) in the Chobe District. The formal presentation of the Inception Report to the well attended DLUPU meeting also took place on 18 th November 2018. Please see photos taken during the consultations. On 14 th February 2017, there was a stakeholder meeting that was held in Kasane at the Chobe Land Board, with presentation from the entire district. The final copy of ILUP was circulated during the 7 th September 2017 BIO-CHOBE Project PSC meetings, and most of the NGO's were not present hence they have not see the "final" report.	The TE has added in TE paragraph 256, the additional information provided on the stakeholder consultations conducted under the project for development of the land-use plan under Output 1.2. However, this does not greatly alter the analysis and findings within the TE report which is based on a) evaluation of the approach used in project implementation in comparison with the participatory, integrated planning approach intended in design, as described in the Project Document b) feedback from stakeholders in Chobe during TE consultations and c) review the ILUP.
UNDP CO summary of national feedback	2	311, 312, 313	The Project took the members of the Kachikau Community trust, SAMCCA, including Kachikau Kgosi, to old Palapye Heritage Site & Moremi Gorge, a community owned heritage site, to learn how the trust is managing the heritage site. This experiential learning	The TE has added the additional information to the TE report (refer TE paragraphs 310, 311, 312). This is important as the support provided through the project aligns well with the intended approach outlined in the Project Document under Output 1.3

			<p>was also intended to capacitate and motivate the Kachikau to uptake tourism activities at the Old Kachikau and Old Police sites.</p> <p>The Project, in partnership with Botswana Museum, supported the Kachikau Community Trust SAMCCA to develop signs for the Old Kachikau heritage sites and Old police stations a way of Chobe communities beneficiation from the tourism product & capacitating the trust to be able to generate income from the sites.</p> <p>The Project, in partnership with Botswana Museum, facilitated the application of the old Kachikau site land from Land Board. This request was approved and the land was registered, successfully, under the Botswana Museum as part of the Government's 1000 heritage sites initiative.</p> <p>The Project, in partnership with the Trust developed both business & management plan for the sites. The Project solicited a buy-in from other development partner, Debswana, and requested that the trust approach the National Environmental fund (NEF) to solicit funding to develop the trails and initiate the activities.</p>	<p>and Output 1.4.</p> <p>However, unfortunately, at project end there are no 'specific' or 'measurable' results relative to the intended Output results of increased 'exploitation and diversification of tourism revenue in priority areas' (Output 1.3) or 'tourism expansion used to leverage community benefits (through PPPs and HH revenue sharing) and wildlife management (Output 1.4). The project has helped to increase awareness amongst communities of the potential for tourism to generate revenue, and has provided some limited support (signs, business/management plan, exchange visits and application to Chobe Land Board), however at project end the communities are not yet generating any direct benefits from tourism and the project has not supported the establishment of sustainable tourism initiatives. There was evident frustration in Kachikau community that there were not any concrete results in this area at project end.</p>
UNDP CO summary of national feedback	3	332	<p>Although the trailer bought was a double deck, it can still be re-assembled and CECT can utilise it even if they don't have a JCB. During the TE feedback meeting, the Trust acknowledged of this fact during site visit. (a photo will be sent separately where UNDP RR met with the Trust Management)</p>	<p>The situation regarding the second trailer being only suitable for JCB loading have been clarified to state that it can be re-assembled as a standard trailer (refer TE paragraph 331) and other references to this issue have been removed from the TE report.</p>
UNDP CO summary of national feedback	4	327 334	<p>The idea was to enhance value-chain of CA. CA was being implemented in partnership with the Ministry of Agriculture through Department of Crops, who brought expertise to the concept. CECT is responsible for</p>	<p>The additional information regarding Conservation Agriculture and the project's rationale for the purchase of equipment for CECT has been added (refer TE para 333); the analysis in the TE report</p>

			<p>harvesting crops from small-scale farmers within the enclave, packaging and re-distribution to the market - hence the reason for supporting them with the equipment. Through various meetings between the PM and both the CECT Chair & Manager, the trust had limited profit generating avenues to sustain itself, now it continues to better serve the community, human resources were capacitated, jobs were created as well.</p>	<p>already highlights the potential benefits of CA as a more sustainable form of cultivation (refer TE para 326) and that the equipment provided to CECT and DCP could help communities to increase crop production and profits. However, as highlighted in the TE report there are a number of issues of concern to the TE.</p> <ul style="list-style-type: none"> ♦ The key issue for project evaluation is that the substantial financial investment by the project in the purchase of agricultural equipment has had a very limited impact in terms of the intended project Outcome level results. It was a substantial expenditure which was not allocated in the project budget within the Project Document and has contributed little to either Outcome 1: Collaborative governance framework in place in PAs and buffer zones resulting in reduced threats to biodiversity and economic growth, or Outcome 2: Management effectiveness and financial sustainability in core protected areas strengthened to address existing and emerging threats to biodiversity. ♦ The project has not effectively monitored the results achieved. The TE was not provided with any data and analysis of increased production levels from CA, increased profits for CECT, increase in level of community support for or engagement in CA, or increased capacity. There is no data at EOP to demonstrate the results achieved. ♦ Relative to the issue of enhancing value chains, CECT expressed to the TE their disappointment that no support had been provided under the project for value-addition or access to new markets, stating that the project merely bought machinery, it did not actively support value-addition to products.
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UNDP CO summary of national feedback	5	481 482	<p>The placards of Dikgosi paintings in all 10 villages Kgotla of Chobe District were part of promotional materials for the project, meant for project's visibility/publicity in the district. Included in the placards, were the outputs & outcomes of the project to inform the stakeholders existence of the project in the District. There were bought in November 2015.</p>	<p>The additional information on the placards and consultation process have been added to the TE report (refer TE paragraphs 480 and 481)</p>
UNDP CO summary of national feedback	6	366	<p>EFFECTIVE CUSTOMER SATISFACTION</p> <p>A training was organized for 16 persons for the above training which was conducted by BNPC (Botswana National Productivity Center). After the training there</p>	<p>The TE report already includes reference to this training, although project reports indicated that 25 persons were trained. I have reduced this to 16 persons as indicated and have added the additional information provided on the impact of the training in</p>

			has been a major improvement in terms of customer satisfaction as the number of complaints has reduced drastically and even the customer satisfaction ratings has increased from 85% to 96.3% from the satisfaction surveys conducted. The training covered all levels from supervisors to camp keepers as they both interact with customers on daily basis. An area that was evident in terms of improvement was the way in which they answer the telephone with the office in which two officers got awards for excellent performance at the departmental and ministry level.	increasing customer satisfaction levels (refer TE paragraph 365).
UNDP CO summary of national feedback	7	369	<p>ENSURING EFFECTIVE MANAGEMENT OF PROTECTED AREAS AND CONSERVATION MANAGEMENT PLANNING</p> <p>The two courses were offered by South African Wildlife College in South Africa and it only covered ten persons at supervisory level. The courses were of valuable importance as the techniques learnt such as Annual Operation Plans were replicated to suite our area of operation and the RAPPAM (Rapid Assessment and Prioritization of Protected Area Management) technique was used during the terminal evaluation of the Bio-Chobe project in April.</p> <p>There was a delay of confirmation of participants from the Department of Wildlife and National Parks (DNWP) head office in Gaborone hence the trainings took place towards the end of the project closure. The trainings were suppose to take place in early April 2017.</p>	The TE report already includes detail on these training courses. The additional information regarding the use of RAPPAM and Annual Operational Plans has been included. (refer TE paragraph 368).
UNDP CO summary of national feedback	8	213 214	The threats assessment report was discussed during one of the project's TRG meeting 13 June 2017, and later presented to the PSC on 15 June 2017 for	The additional information has been added to the TE report in paragraphs 212 and 213.

			approval. During the TE feedback meeting, DWNP recognised the comment to be more internal to them than a project issue since focal persons for the project were aware of the findings of the threat assessment and plans to develop interventions for the findings. DWNP was supposed to have created awareness to their staff about the threat assessment findings and not the project.	
UNDP CO	9	Cover Page	Cover page – instead of using the Botswana flag perhaps you can use the coat of arms since you are making reference to the Government agency.	Image changed to coat of arms
UNDP CO	10	Page 2	Project summary table (page 2) – please use the one in the PRODOC because its reflects all the key data about the project	Table changed to incorporate all the information on Page 2 of the Project Document