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The World Bank

Report No: ICR00001168

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(TF-052140)

ON A GRANT

IN THE AMOUNT OF SDR 2.2 MILLION (US\$ 2.9 MILLION EQUIVALENT)

TO
LAKE CHAD BASIN COMMISSION

FOR A

REVERSAL OF LAND AND WATER DEGRADATION TRENDS IN THE LAKE
CHAD BASIN ECOSYSTEM PROJECT

June 17, 2009

AFT - Water Resource Management (AFTWR)
AFCC1, AFCC2, AFCW2
Africa

CURRENCY EQUIVALENTS

FISCAL YEAR

January 1 – December 31

(Exchange Rate Effective)

Currency Unit = US\$

Abbreviations and Acronyms

AFD	Agence Française de Développement
AfDB	African Development Bank
APR	Annual Performance Report (UNDP)
BGR	German Institute for Geosciences and Natural Resources
CAR	Central African Republic
CAS	Country Assistance Strategy
CBO	Community Based Organization
COM	Council of Ministers of LCBC
CMP	Catchment Management Plan
CPS	Country Partnership Strategy (Nigeria)
DGIS	Directorate-General for International Cooperation
DES	Deputy Executive Secretary of LCBC
DFID	Department for International Development (UK)
EMF	Environmental Management Framework
ES	Executive Secretary/secretariat of LCBC
ESI	Environmental Status Indicator
EU	European Union
FM	Financial Management
FMWR	Federal Ministry of Water Resources, Nigeria
GEF	Global Environmental Facility
GEO	Global Environmental Objective
GTZ	German Assistance for Developing Countries
IA	Institutional Assessment
ICR	Implementation Completion and Results Report
IMCC	Inter-Ministerial Coordinating Committee
IP	Investment Plan/Implementation Progress
ISR	Implementation Supervision and Results Report
IUCN	International Union for Conservation of Nature and Natural Resources
IW	International Waters (GEF)
IWRM	Integrated Water Resources Management
JWL	Joint Wetlands Livelihoods project
K-Y pilot	Komadugu-Yobe pilot project (Nigeria)

KYB	Komadugu-Yobe Basin (Nigeria)
LCB	Lake Chad Basin
LCBC	Lake Chad Basin Commission
LCB-GEF <i>Ecosystem</i>	The Project <i>Reversal of Land and Water Degradation Trends in the LCB</i>
M&E	Monitoring and Evaluation
MSA	Management Services Agreement
MTR	Mid-term Review
NAP	National Action Plan
NCC	National Coordination Committee
NCF	Nigerian Conservation Foundation
NGO	Non-governmental Organization
NPC	National Project Coordinator
PAD	Project Appraisal Document, World Bank
PIM	Project Implementation Manual
PSC	Project Steering Committee
PI	Process Indicator
PIR	Project Implementation Review (UNDP)
PM	Project Manager
PMG	Project Management Group
PMU	Project Management Unit
Prodoc	Project Document, UNDP
PRSP	Poverty Reduction Strategy Paper
PSC	Project Steering Committee
RAF	Resettlement Action Framework
SAP	Strategic Action Program/Plan
SRI	Stress Reduction Indicator
TDA	Transboundary Diagnostic Analysis
TOR	Terms of Reference
TPR	Tri-partite Review
TTL	Task Team Leader
UNDP	United Nations Development Program
UNOPS	United Nations Office for Project Services
WWF	World Wild Life Fund

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REVERSAL OF LAND AND WATER DEGRADATION TRENDS IN THE LAKE CHAD BASIN ECOSYSTEM PROJECT

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A. Basic Information			
Country:	Africa	Project Name:	Reversal of Land and Water Degradation Trends in the Lake Chad Basin Ecosystem
Project ID:	P070252	L/C/TF Number(s):	TF-52140
ICR Date:	06/17/2009	ICR Type:	Core ICR
Lending Instrument:	TAL	Borrower:	LAKE CHAD BASIN COMMISSION (LCBC)
Original Total Commitment:	USD 2.9M	Disbursed Amount:	USD 2.8M
Environmental Category: B		Global Focal Area: I	
Implementing Agencies: Lake Chad Basin Commission (LCBC)			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	02/12/2001	Effectiveness:		01/22/2004
Appraisal:	04/08/2002	Restructuring(s):		
Approval:	01/21/2003	Mid-term Review:	12/19/2006	02/26/2007
		Closing:	01/21/2008	12/20/2008

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Moderately Unsatisfactory
Risk to Global Environment Outcome	Substantial
Bank Performance:	Moderately Unsatisfactory
Borrower Performance:	Moderately Unsatisfactory

C.2 Detailed Ratings of Bank and Borrower Performance			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Unsatisfactory	Government:	Moderately Unsatisfactory
Quality of Supervision:	Moderately Unsatisfactory	Implementing Agency/Agencies:	Moderately Unsatisfactory
Overall Bank Performance:	Moderately Unsatisfactory	Overall Borrower Performance:	Moderately Unsatisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	Yes	Quality of Supervision (QSA):	Moderately Unsatisfactory
GEO rating before Closing/Inactive status	Moderately Unsatisfactory		

D. Sector and Theme Codes		
	Original	Actual
Sector Code (as % of total Bank financing)		
Central government administration	50	60
General water, sanitation and flood protection sector	25	40
Irrigation and drainage	25	
Theme Code (as % of total Bank financing)		
Land administration and management	50	50
Water resource management	50	50

E. Bank Staff		
Positions	At ICR	At Approval
Vice President:	Obiageli Katryn Ezekwesili	Callisto E. Madavo
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F. Results Framework Analysis

Global Environment Objectives (GEO) and Key Indicators(as approved)

To build capacity within the Lake Chad Basin Commission (LCBC) and its national committees, so that it can better achieve its mandate of managing land and water resources in the greater Conventional Basin of Lake Chad.

The GEO has not been revised. While the PAD and Credit Agreement did not provide a Results Framework, the project had a logframe which contained objectives, outputs and outcomes. logframe was the norm at the time of project preparation and its design did not include information on baseline and end-of-project targets. At the time of project preparation result framework was not a requirement and the logframe was the norm. The following framework has been derived from information provided in the logframe (see Annex 1 of the PAD: #Project Design Summary#); refer also to Sections 1.2 and 2.3.

In Annex 10, UNDP#s APR/PIR and Prodoc outcome indicators have been integrated with the outcome indicators used in the Bank#s ISRs. This integration provides a better presentation of project outcomes and an alternative for the Results Framework provided in this Section F.

The objectives and indicators of the Project Appraisal Document#s (PAD) logframe were overly ambitious and by design lacked baselines and targets. As a result, it is difficult for stakeholders to reach agreement in rating the achievements of the project. For example, this ICR rates the project performance as moderately unsatisfactory (MU), while the independent final evaluation rates the project performance as moderately satisfactory (MS). The MU rating is based on the comparison of the achievement of the project with the overly ambitious objectives. The MS rating, on the other hand, is based on the project#s achievements despite the difficulties encountered, such as the civil strife.

Revised Global Environment Objectives (as approved by original approving authority) and Key Indicators and reasons/justifications

(a) GEO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	(1) Increased numbers of stakeholders involved in local and transboundary water management issues, with the ability to influence decision making processes, (2) Increased awareness of the impact of national policies on shared water resources by groups			
Value (quantitative or Qualitative)	Not available	Not Available		CBOs and local stakeholders proposed and implemented projects addressing local concerns.

				National teams developed the National Action Plans (NAP) for the implementation of IWRM, through the involvement of multiple stakeholders.
Date achieved	01/21/2003	12/20/2008		12/20/2008
Comments (incl. % achievement)	Partial achievement. Limited avenues were available for public involvement in the overall management of the LCB system. National/local capacities for the sustainable development of the LCB resources have improved through training of groups, e.g. IMC/CBO.			
Indicator 2 :	Implementation support for three pilot projects			
Value (quantitative or Qualitative)	Not available	Not available		Local micro-grant activities were implemented in 3 out of 5 of pilot projects, with involvement of many stakeholders. Catchment Management Plans were developed for 4 pilot Basins. Lessons learned on pilot activities are incorporated in the NAPs and SAP.
Date achieved	01/21/2003	12/20/2008		12/20/2008
Comments (incl. % achievement)	Partial achievement (no target set). The Upper-Chari Basin pilot was cancelled and the Lake Fitri pilot was curtailed due to the prevailing security conditions; micro-grants were disbursed with delays.			
Indicator 3 :	Completion and adoption of the Strategic Action Plan (SAP), with a framework, timeline and Financing Plan for implementation of priority activities.			
Value (quantitative or Qualitative)	Not available	Not available		The SAP has been endorsed by the Council of Ministers in June 2008, but the Investment Plan for SAP implementation has yet to be developed.
Date achieved	01/21/2003	12/20/2008		12/20/2008
Comments (incl. % achievement)	Partial achievement (no target set). At the start of the project, the planning document for Basin development was the Master Plan of 1992. This indicator is			

achievement)	partially achieved since the Investment Plan is not available.			
Indicator 4 :	Increased donor involvement in and support for the SAP and LCBC Plan implementation.			
Value (quantitative or Qualitative)	Not available	Not available		A donor conference is under preparation for 2009. AfDB has approved the LCB Sustainable Development Program (PRODEBALT), which will support implementation of the SAP. Additional donor funding is available from the EU, BGR, GTZ.
Date achieved	01/21/2003	12/20/2008		12/20/2008
Comments (incl. % achievement)	Partial achievement. Few Donors were involved in the development of land and water resources in the Lake Chad. This indicator is partially achieved since the donor conference has been postponed beyond project closure. AfDB's project was approved in 12/2008			

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Specific, country-endorsed, and implemented proposals to create a more effective LCBC.			
Value (quantitative or Qualitative)	Not available	Not available		The Institutional Assessment (IA) has been endorsed in the Extraordinary Council of Ministers (CoM) in June 2008.
Date achieved	01/21/2003	12/20/2008		12/20/2008
Comments (incl. % achievement)	Partial achievement. In March 2008 the Heads of States resolved that #LCBC should carry out - within six months # institutional. # The IA was approved in June 2008 by the CoM, but has not been implemented at when the project closed (12/08).			
Indicator 2 :	The LCBC has been reformed according to the endorsed institutional audit and is operating more effectively.			
Value (quantitative or Qualitative)	None	LCBC has implemented the recommendations		

		of the institutional reform and functions more effectively as a political institution, while its Secretariat functions efficiently.		
Date achieved	01/21/2003	12/20/2008		
Comments (incl. % achievement)				

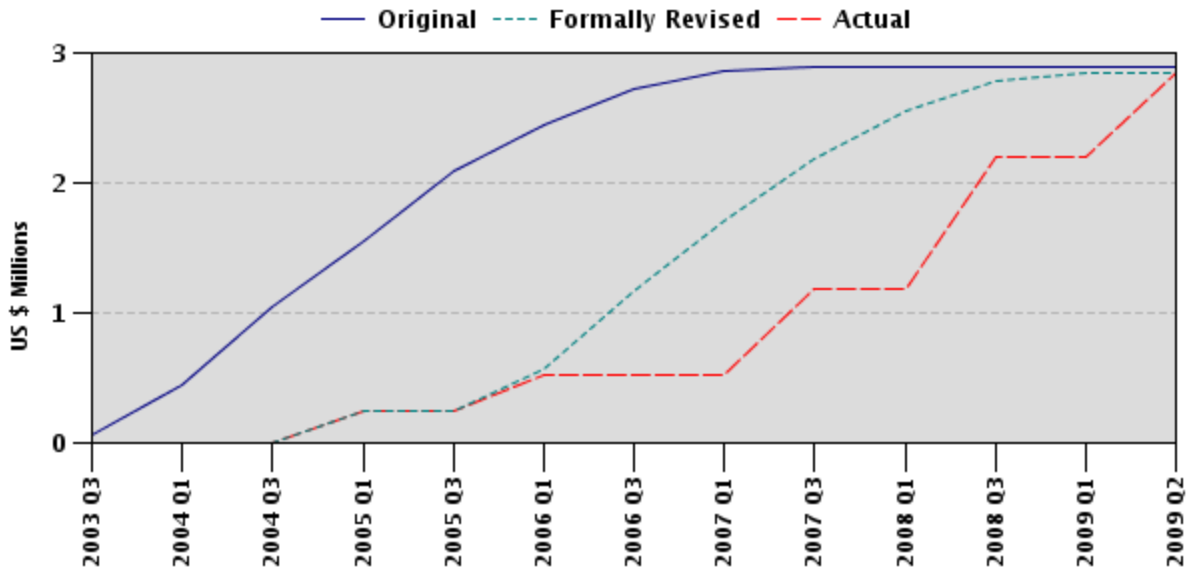
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	GEO	IP	Actual Disbursements (USD millions)
1	08/06/2003	Satisfactory	Satisfactory	0.00
2	02/25/2004	Satisfactory	Satisfactory	0.00
3	07/28/2004	Satisfactory	Unsatisfactory	0.00
4	04/18/2005	Moderately Unsatisfactory	Moderately Unsatisfactory	0.25
5	11/04/2005	Moderately Unsatisfactory	Moderately Unsatisfactory	0.53
6	03/29/2006	Moderately Satisfactory	Moderately Unsatisfactory	0.53
7	05/09/2006	Moderately Satisfactory	Moderately Satisfactory	0.53
8	05/15/2006	Moderately Satisfactory	Moderately Satisfactory	0.53
9	11/08/2006	Moderately Satisfactory	Moderately Satisfactory	0.53
10	06/12/2007	Moderately Satisfactory	Moderately Satisfactory	1.18
11	11/16/2007	Moderately Unsatisfactory	Moderately Unsatisfactory	2.20
12	05/20/2008	Moderately Unsatisfactory	Moderately Unsatisfactory	2.20
13	12/05/2008	Moderately Unsatisfactory	Moderately Unsatisfactory	2.85

H. Restructuring (if any)

Not Applicable

I. Disbursement Profile



1. Project Context, Global Environment Objectives and Design

1.1 Context at Appraisal

Regional context and issues. Lake Chad and its active basin constitute an important freshwater resource shared by Cameroon, Central African Republic (CAR), Chad, Niger and Nigeria. Due to persistent drought and human activity, the lake's surface area has decreased from a peak of 25,000 km² to less than 2,000 km². Socio-economic pressures on the region's limited water resource base and a drier climate have led to a significant increase in extractions for irrigation.

Rural poverty and environmental degradation: General poverty characterizes the development situation in the Basin, which is a key factor for all environmental threats. The member countries rank among the last thirty in the latest Human Development Index ranking (December 2008). Close to 20 million peoples' livelihoods depend on economic activities carried out in the lake and its hydrological active basin of about 1.0 million km², which also includes important wetlands and floodplains.

Inadequate water and environmental management policies: Generally, there is insufficient knowledge of water resources in the Basin, and there is no effective system for monitoring freshwater resources. Water demand management is ineffective, and little attention is paid to adapting production methods to natural resource limitations.

Focus on strengthening regional (LCBC), national and local capacity: On May 22, 1964, the Lake Chad Basin Commission (LCBC) was instituted under the 'Convention Relating to the Development of the Chad Basin,' executed by Cameroon, Chad, Niger and Nigeria. CAR joined LCBC in 1994 and Libya ratified the convention in June 2008. LCBC's broad mandate includes prior notification, monitoring studies and works related to water resources. LCBC has the authority to examine complaints and contribute to the resolution of differences among member countries. The latter, however, have often bypassed the LCBC in pursuing national development projects.

Rationale for Bank's assistance: The Project Appraisal Document (PAD) does not explicitly elaborate the rationale for Bank assistance. LCBC and GEF requested the involvement of the Bank as co-implementing agency with UNDP, for its comparative advantage. At the time of appraisal, the project was consistent with the general sector goals of relevant Country Assistance Strategies (CAS) and PRSPs, but relevant CAS documents gave different levels of attention to the issue of water in general, and little or none to transboundary water basin management. The project contributed to the overarching goals of the Regional Integration Assistance Strategy (RIAS) for Sub-Saharan Africa by strengthening collaboration across borders, promoting cooperation, and coordinating investments in support of shared water resources. The Central Africa Regional Integration Assistance Strategy (2003) specifically mentioned the Project and sector work to define basin-wide priorities.

Designed to generate global benefits through sustainable transboundary water resources management and comprehensive participation of local stakeholders in land and water management in the Lake Chad Basin, the project was fully aligned with GEF’s OP9 “Integrated Land and Water Multiple Focal Area Operational Program.” The GEF project was an opportunity for LCBC to embrace institutional change towards: (i) a planning and management based organization, (ii) ensuring a sound and environmentally sustainable basis for investments and economic developments, and (iii) creating a culture of transparent public participation.

1.2 Original Global Environment Objectives (GEO) and Key Indicators (as approved)

Lack of uniformity in GEO descriptions: The PAD, Grant Agreement and Prodoc (UNDP) provide various descriptions of the PDO/GEO (see Table 1). These descriptions, although different, are not contradictory. They all agree on the capacity building aspects of the LCBC, and the Grant Agreement and Prodoc further elaborate on the TDA and SAP, and on the increase and coordination of donor support. The Grant Agreement mentions donor coordination, while the Prodoc focuses on donor support, specifically in implementing the SAP.

GEO in the PAD	GEO in the Grant agreement	GEO in Prodoc (UNDP)
To build capacity within the LCBC and its national committees so that it can better achieve its mandate of managing land and water resources in the greater Conventional Basin of Lake Chad	(i) to strengthen the capacity of LCBC to promote and improve coordinated and sustainable water management in the Basin; (ii) to strengthen institutional mechanisms in member countries for management of transboundary water issues; (iii) to develop a Strategic Action Program (SAP) to improve the conservation and management of land and water resources in the Basin; and (iv) to assist LCBC in coordinating donor support of the SAP and transboundary management	(i) to overcome barriers to the concerted management of the basin through enhanced collaboration and capacity building among riparians and stakeholders; (ii) to complete a TDA and prepare a descriptive framework for the concerted water management across the basin; and (iii) to prepare a GEF-SAP for long term implementation of priority actions to address transboundary issues, and to mobilize increased donor interest/support for implementing the SAP.

Table 1: Description of the GEO in the different Project documents.

Lack of uniformity, baseline, and end of project target values in key performance indicators: While the PAD and Credit Agreement did not provide a Results Framework, the project had a logframe which contained objectives, outputs and outcomes. At the time of project preparation result framework was not a requirement and the logframe was the norm. The design of logframe design did not include information on baseline and end-of-project targets. The logframe (Annex 1 of the PAD) only lists *outcome* indicators (some

of which are activities/outputs), in addition to a host of *output* indicators. Similarly, Annex 2 of UNDP's Prodoc provides a detailed logframe for the project without baseline and end-of-project target values for its indicators (see Annex 10).

1.3 Revised GEO (as approved by original approving authority) and Key Indicators, and reasons/justification

There were no formal revisions of the original GEO and key indicators.

1.4 Main Beneficiaries

The primary regional benefit of the project was a stronger LCBC for the decision-making process at the regional level, resulting in: (i) strengthened regional institutional capacity for coordinated decision-making; (ii) local communities empowered in managing the Lake Chad and Lake Fitri resources; (iii) design of an effective mechanism to translate regional policies to the local level for managing the natural resources; and (iv) regional consensus and support for the next phase of work based on a SAP. The PAD and Prodoc identified beneficiaries at three levels:

(i) At the *regional level* LCBC would benefit from institutional strengthening, capacity building to implement projects, and an overall advancement of its vision, mandate and strategic planning framework. It would be able to build more commitment from its members, and serve them efficiently.

(ii) At the *national level* water management structures of LCB countries would benefit from institutional capacity building and being mandated to lead the national-level process of the TDA and SAP. Member governments would put mechanisms in place to harmonize their activities and get prepared to attract donor support and investment.

(iii) At the *local level* rural communities in the Basin would benefit from the micro-grant programs and become more involved in decision-making processes to manage their natural resources.

1.5 Original Components (as approved)

The project consisted of six components, as summarized below from PAD and Prodoc (see also Annex 2). Components 2 and 6 were implemented through the Bank, components 1, 3 and 4 were implemented through UNDP, and component 5 (pilot projects) was jointly implemented. The total budget of the project was US\$9.6 million, of which US\$2.9 million was implemented through the Bank.

Component 1 (An established PMU and national Lead Agencies to drive and coordinate implementation - US\$ 2.34m) aimed at establishing: the Project Management Unit (PMU) at LCBC; national lead agencies; and a Technical Advisory Committee and Project Steering Committee (PSC) to drive and co-ordinate TDA, SAP, pilot projects, policy initiatives and institutional linkages.

Component 2 (Enhanced regional policy initiatives and institutional mechanisms to address trans-boundary issues - US\$1.08m) aimed to strengthen the institutional and environmental management capacity at regional and national/local levels through: (i) review of current functions and responsibilities of LCBC, creating awareness of national

policy makers on transboundary issues and building regional capacity; (ii) integration of transboundary water and environmental management policies into National development Action Plans (NAP); (iii) review of legal, institutional, financial and socio-economic frameworks in member countries; and (iv) the harmonization of legal frameworks, regulations and approaches for transboundary management of shared resources.

Component 3 (Strengthened engagement of stakeholders - US\$ 1.23m) aimed at strengthening community level participation through: (i) supporting local planning initiatives to establish their sustainable development plans in line with sub-basin planning frameworks; (ii) workshops for the prioritization of local, national and regional initiatives to arrive at a coherent and integrated approach; and (iii) development of a regionally based methodology and mechanism for multi-level stakeholder participation, with provisions for environmental impact studies.

Component 4 (A completed TDA and a synthetic framework for concerted management of the basin – US\$ 2.05m) aimed to examine basin-wide conditions and issues and to determine the linkages between environmental and socio-economic systems and their transboundary impacts. These would serve as an input to the SAP design (*component 6*) and implementation. This component was also designed to collect data, improve data collection systems and capacity, develop water resources models and develop risk analysis capacity.

Component 5 (Demonstration pilot projects - US\$2.54 m) aimed to test and validate methodologies, secure stakeholder involvement and develop implementation modalities for national and local SAP and NAP interventions. Pilot projects implemented through the World Bank were (i) the Lake Fitri pilot in Chad, (ii) the Komadugu-Yobe (KY) pilot in Nigeria, and (iii) the Waza-Logone (WL) flood plains pilot in Cameroon. Pilot projects funded through the UNDP included: (iv) the Lake Chad Shorelines and Northern Diagnostic Basin pilot, and (v) the Upper Chari Basin land use systems pilot in the CAR.

Component 6 (Strategic Action Plan endorsed and donor support mobilized- US\$0.36 m) aimed to develop a prioritized Strategic Action Program (SAP) for basin management (with an Investment Plan (IP)) and to mobilize donors support.

The Project was jointly implemented by the World Bank and UNDP. The United Nations Office for Project Services (UNOPS) was the Executing Agency for the components funded through the UNDP, and acted as a Management Services Provider for the components funded through the Bank. The project was managed by a PMU in collaboration with National Coordinators (NC).

1.6 Revised Components

None of the project components were restructured during project implementation.

1.7 Other significant changes

At project effectiveness (January 21, 2004) the closing date was extended till January 20, 2008, following which it was extended twice, ultimately to December 20, 2008. No significant changes related to project design occurred during implementation. The only changes made in 2006 were: (i) a reallocation of funds; (ii) the merging of funds for

goods and works with the funds for “micro grants” to allow full community participation in the implementation of local initiatives under the pilot projects; (iii) an adjustment of the financing parameters for all expenditures to 100%; and (iv) an amendment of the Procurement Schedule of the Grant Agreement.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

Quality at Entry Assessment (QEA): The project was not subjected to a QEA, but QAG conducted in August 2004 a Quality of Supervision Assessment (QSA6), which covered mainly the period from appraisal to effectiveness. The panel noted (i) the Bank's weak performance in helping the project achieve effectiveness; (ii) slow response to serious design issues; and (iii) the absence of a strategy to remedy weak ownership and commitment of LCBC. The latter was highlighted as a main threat to the project's sustainability. The Panel also expressed concern about the weak performance of UNOPS/PMU in project execution.

Delay in project effectiveness. It took a full year after Board approval to achieve effectiveness conditions in January 2004. Factors causing this delay included: (i) LCBC's institutional weakness and lack of capacity; (ii) LCBC's failure to provide counterpart staff for the PMU; (iii) UNOPS' inability to timely establish the PMU; (iv) severe constraints to travel and communication within the region; and (v) initial disbursement problems of UNOPS.

Overly ambitious project design: The QSA6 panel (August 2004) concluded: (i) the project's scope, design and GEO were too ambitious given the implementation capabilities of the Recipient; (ii) the institutional context was not properly appraised at entry, (iii) the project design did not sufficiently address the development of SAP implementation capacity in LCBC; and (v) the safeguard framework overly focused on a set of micro-level pilot sites, while failing to look at the region's problems more strategically.

Lessons learned. Lessons learned from other GEF operations were enumerated in the PAD, but in some cases not adequately incorporated into the project design, such as:

- *Political support from riparian countries is needed to strengthen regional mechanisms.* Although the riparians were expressing their commitment to improving the environmental management of Lake Chad, this did not translate into effective until the end of the project.
- *Capacity building is critical for effective decision-making and management at all levels.* The project aimed at building regional, national and local capacity to strengthen the decision-making process for sustainable ecosystem-based management of the Basin's resources. However, the project's design provided insufficient resources for strengthening of the regional institution LCBC itself.

Assessment of risks: Crucial risk factors were seriously underestimated in the PAD. These included (i) the political willingness of the member states to effectively support LCBC financially and politically in executing its mandate and the project, and (ii) LCBC's lack of ownership of the project. The lack of implementation and fiduciary capacity within LCBC prompted the Bank to insist that LCBC would utilize a project management service. The LCBC selected the UNOPS. However, the use of this service management agent eroded LCBC's ownership of the project.

2.2 Implementation

Inadequate project management caused delays in project implementation: During 2004 and 2005, the project experienced operational and managerial problems. These included (i) the lack of funds due to problems in UNOPS' financial system ATLAS, (ii) lack of participation of LCBC staff, and (iii) lack of office facilities, vehicles, and other logistical requirements. Appointment of a new Project Manager (PM) in 2005 caused implementation progress to deteriorate further. By then, the lack of communication with LCBC's management had led to complaints and disinterest at various levels. LCBC was not involved in project decisions, and its staff members had been withdrawn from the project.

Lack of commitment and ownership by Recipients: The lack of commitment of the member countries to LCBC has resulted over time in large arrears in the national contributions to LCBC, which at the end of 2007 stood at 3.4 billion FCFA or about US\$ 6.6 million¹. In turn, LCBC's weak financial position and its limited management capacity contributed to inadequate co-funding of project staffing. Linkages between the PMU and LCBC remained weak throughout the project, despite numerous efforts and commitments to improve the situation, including (i) the establishment of a Project Management Group (PMG) in LCBC, (ii) increased participation of LCBC staff members in the project, and (iii) increased internal communications and regular meetings.

Project at risk but not restructured: Following the QSA6 assessment in August 2004, the team considered restructuring the project. The team faced the following dilemma: either restructure the project formally or supervise it intensively to improve project implementation. The formal restructuring would have been a lengthy process as endorsement was required from each of the member countries.. The project was already in its eighteenth month of implementation (project Board date January 2003 and effectiveness January 2004). The team was of the opinion that funding a costly PMU—which included international staff—during a lengthy restructuring process would come with significant transaction costs. On this basis, the team concluded that the optimal solution was to (i) work intensively with the PMU/UNOPS to improve project implementation 'en route' and (ii) assess the success of this choice at the MTR stage. The project, at risk of cancellation in 2005, moved out of problem status by May 2006. LCBC's project ownership and PMU's performance had improved, and substantial

¹ Since the project became effective in January 2004 only Nigeria paid its contribution for 2005 and Chad reportedly paid its total arrears in 2008.

progress had been achieved with procurement. The project slipped back into problem status in 2007 (refer to section 5.1 for more information on project supervision).

Overly optimistic Mid-Term Review Assessment did not occasion project restructuring to fix design flaws: An independent MTR was carried out in February 2007, while the project still had the momentum gained by mid 2006. The MTR concluded that the project had: (i) established the PMU and coordinating bodies; (ii) prepared a draft institutional assessment (IA) of LCBC and its restructuring plan; (iii) launched all pilot projects; (iv) prepared the TDA; (v) launched a consultancy on IWRM and on the preparation of NAPs; and (vi) contributed to the creation of regional mechanisms to integrated sub-basin management. The MTR considered the project to be progressing successfully towards the achievement of the GEO and judged the objectives to be relevant and achievable. The MTR failed to assess the project's outputs on the basis of the key performance indicators articulated in the logframe in the PAD, and did not assess the likelihood of achieving the GEO as per the project document. The overly optimistic MTR resulted in a perception that the intensive supervision was satisfactorily addressing the design flaws identified as early as August 2004 (QSAE assessment). In retrospect, the MTR was a missed opportunity to objectively reconsider the option of formally restructuring the project and fixing its design flaws.

Security situation caused difficulties with project staffing and implementation: The recruitment of project management staff for the PMU was difficult due to duty station location (N'Djamena). Because of civil strife, the project was forced to suspend its business twice, the Lake Fitri pilot project in Chad was not be completed, and the Upper Chari Basin pilot in CAR was not initiated.

Delay in approval of the Institutional Assessment (IA): LCBC, until late in the project, failed to provide leadership in the pursuit of its restructuring. The IA was initially approved by Technical Experts (June 2006), but did not offer a concrete action plan towards institutional reform. The November 2006 CoM requested that LCBC complement the IA. Little progress was made until November 2007, when a consultant was hired to finalize the phase 2 of the IA. In March 2008, the Heads of States and Government Summit resolved that "LCBC should carry out - within six months - institutional reforms in order to define the most appropriate structure for the Executive Secretariat and adequate mechanisms for institutional capacity building likely to render the LCBC more operational." Since this statement of the Heads of States and Government Summit, progress on the IA has improved. The IA was approved in June 2008 by the Extraordinary CoM. Moreover, the action plan implementation (supported by GTZ) was endorsed at the last CoM held in Nigeria in May 2009.

Missed opportunity of international exposure and donor interest: The Heads of State and Government Summit (March 2008) requested "the LCBC/GEF project partners to assist in the preparation and organization of a donors' conference." However, the late endorsement of the SAP (June 2008) and the delay in developing the IP caused the Chairman of the CoM to postpone the donors' conference till after project closure.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

Inadequate M&E framework design: The PAD and Prodoc did not provide a concise Results Framework, but provided a logframe, which contained objectives, outputs, and outcomes. At the time of project preparation result framework was not a requirement and the logframe was the norm. Outcome indicators varied between the PAD and Prodoc, which provided mainly lengthy lists of broadly defined output/process indicators. The documents lacked quantified baselines and were not specific in the end-of-project outcome/output targets since by design logframe does not contain this information. The PSC adopted in 2005 a Results Framework, but it was never formalized. Subsequent ISRs and annual APR/PIR reports of UNDP showed a gradually evolving set of M&E indicators.

Monitoring of Basin status: During the CoM of March 2008, the 'Protocol of Agreement on Data Exchange between Member States of LCBC' was signed, with the objective to exchange data on water resources for the LCB. A database will be established for monitoring the status of the Basin from an environmental, natural resources and water management angle, including regional basin data on: water resources (quality and quantity), water use, land use (soil, vegetation and erosion), climate conditions and meteorological observations, environmental aspects, navigation, and socio-economic conditions. This regional database will be based in the LCB-Observatory at LCBC, as proposed in the endorsed IA.

2.4 Safeguard and Fiduciary Compliance

Safeguards compliance assessment: The Project was classified as Environmental Category B due to potential impacts from the implementation of the pilot projects. Four safeguards policies were triggered for the pilot projects: OP 4.01 Environmental Assessment, OP 4.04 Natural Habitats, OP 4.12 Involuntary Resettlement, and OP 4.37 Safety of Dams. During preparation, an Environmental Management Plan and Resettlement Policy Framework were developed. The latter was developed in view of possible redistribution of community and/or private assets for optimal resources management. Framework Dam Safety Plans were also prepared for the Maga Dam in Cameroon and the Tiga and Challawa George Dams in Nigeria. The project funded Environmental Safeguards Audits (ESA) in mid 2008 for the K-Y Integrated Wetlands Management pilot, the Waza Logone pilot, and the Lake Chad Shorelines & Northern Diagnostic Basin pilot.

The safeguard ratings in the ESA reports varied across pilot projects, but were overall *moderately satisfactory (MS)* for the OPs 4.01, 4.04 and 4.12, and *Unsatisfactory (U)* for OP 4.37. The dam safety policy was triggered because it was felt that some pilot project activities might rely on the performance of existing dams, which constituted a reputational risk. The project did not provide financing to fund mitigation measures and intended to convene a donor conference to solicit funding for structural and non-structural mitigation measures. As per Annex 13 of the PAD, the Bank was expected to receive twice yearly progress reports on the progress in addressing the risks identified at the various dam sites. However, such reports were not received.

Under this project no severe negative impacts arose due to the small scale and thorough selection process of individual micro-interventions under each pilot project. The ESA noted missed opportunities to mainstream environmental and social concerns in pilot projects and to establish a system of screening with environmental and social checklists, EMPs/ EAs and approval processes. This was noted with reference to the possible up-scaling of micro- projects under future SAP funded activities, when cumulative environmental impacts of many small-scale investments may become significant.

The ESA noted that the knowledge of safeguard documents by the project staff and other stakeholders was very limited, and that the safeguard documents were not applied and implemented systematically. There was no Environmental Specialist in the PMU, which relied on the Environmental Specialist of LCBC. The pilot project operators did not conduct baseline studies before the start of the implementation of micro-projects and did not put in place M&E systems to assess the impacts of micro-projects. Also, there were no references to safeguards in the LCB Micro-grants Implementation Manual.

Overall, supervision missions and the MTR report did not pay adequate attention to safeguard issues. However, the ESA noted that strong positive feed-back was received from K-Y community members on the process of consultation, training for the CBOs, and the involvement of CBOs and NGOs in micro-project identification, formulation, implementation, supervision, and conflict resolution. Communities showed strong ownership in the implementation of micro-projects.

Financial management assessment: The financial management system for the project was based on UNOPS' ATLAS system, and all payments for the project were processed through UNOPS and the project's Imprest Account at the PMU. Neither supervision missions nor audit reports revealed critical issues. The MTR reported that flow of funds through UNDP's country offices to pilot project activities (micro-grants) was not satisfactory. ISRs rated the financial management performance as *moderately satisfactory*. UNOPS failed to regularly provide the mandatory annual audit reports, which for the years 2005 – 2007 were only submitted in October 2008.

Lack of fiduciary capacity in LCBC: LCBC generally failed to adhere to the legal agreement, as it did not timely provide the annual audit reports for the Executive Secretariat. Therefore, it was agreed at the tri-partite review (May 2006) that the project would hire a FM consultant to assist LCBC in developing an Action Plan for Fiduciary Capacity Building and conduct training for representatives of the member countries. This support was expected to enhance sustainability of project efforts, increase accountability of LCBC and enhance the trust of donors in LCBC. Unfortunately, this consultancy performed poorly and was of little use to the LCBC.

Procurement assessment: The Bank's standard bidding documents were adjusted to UNOPS' internal requirements and procurement clauses in the Grant Agreement were amended to support the procurement needs of the pilot projects. The task team provided intense procurement support to the PMU, and most of the procurement activities were successfully completed by December 2006, albeit with large delays. Procurement was rated *satisfactory* in all ISRs. The MTR Procurement review identified a weakness in the filing of procurement documents and observed undue delays in procurements.

2.5 Post-completion Operation/Next Phase

The project had marginal success in putting in place a conducive and enabling environment that would ensure the long-term, environmentally sustainable development of the basin's transboundary land and water resources. At project closing in December 20, 2008, the biggest foreseen threats to sustainability of achieved results were the Project's failure to implement the IA of LCBC. As of May7-8, 2009, the CoM endorsed IA's action plan, which was elaborated with GTZ support. This decision of the last CoM provides positive signs that the IA is still being pursued. LCBC's current weak financial position, delay in recruiting technical staff and (past) inadequate management still pose threats to the sustainability of the project outputs. There is still a risk that the envisaged long-term objectives of the project may not be achieved.

To increase the likelihood of achieved results being sustainable, the task team ensured that key milestones of the project, the TDA/SAP and the Institutional Assessment, were endorsed by an Extraordinary COM in June 2008. The Bank initiated in FY06 the coordination and communication with other development partners, such as representatives of the AfDB, the EU, GTZ and AFD (France). LCBC is seeking to secure additional funding for the implementation of priority actions identified in the SAP, and a donor conference is now envisaged to take place later in 2009. The Investment Plan (IP) has yet to be prepared and endorsed by the member countries. Meanwhile, the following ensuing donor support provides a marginal sustainability scenario:

- The approximately US\$ 45 million (UC 30 million) AfDB funded Lake Chad Basin Sustainable Development Program (PRODEBALT; 2009 - 2014) was approved in December 2008 and is designed to implement part of the SAP. PRODEBALT was conceived in response to the observed reduction of flows and water quality, the loss of bio-diversity, and the erosion and siltation, which affect Lake Chad and its Basin. The program is coherent with the SAP and LCBC's Vision 2025 for sustainable development of the Basin and is designed to reverse land and water degradation trends in the Basin. The project appraisal document for PRODEBALT suggests the following co-financing (other than contributions of member countries):
- EU funding of about Euro 5 million for local development activities, water resources studies and upgrading of the Basin's hydro-meteorological monitoring systems;
- GTZ funding of US\$2 million for implementation of the Institutional Assessment; and
- BGR funding of US\$3 million for the monitoring and assessment of groundwater resources.

The potential catalytic function of this GEF project is well demonstrated by the success of the Komadugu-Yobe pilot project in Nigeria. This pilot project supported ongoing activities (JWL and IUCN-NCF projects) regarding the adoption of a Water Charter for the K-Y catchment by the six riparian states and the Federal Government of Nigeria,

which resulted in the creation of a US\$13 million Trust Fund for the financing of the K-Y Catchment Management Plan.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

The project and its objective remain *relevant* to sectoral strategies of the member governments, LCBC, the World Bank and UNDP, as well as to the strategic objectives of the GEF.

Regional and national priorities: Niger (2008) and Nigeria (2004) developed new PRSPs since the project became effective. The project objective remains relevant to priorities of the PRSPs of the member countries, including rural development strategies with the rural sector as engine of economic growth, the sustainable management of water and other natural resources, the protection of the environment and reduction of environmental degradation. The project also responded to objectives declared by NEPAD (Agriculture and Environment programs) and the MDGs, as well as to LCBC's Vision 2025 (2003)².

CAS: The Bank generally supports rural development and regional integration in the LCBC member countries. The Project and its envisaged follow-up (AfDB-funded PRODEBALT and SAP implementation) contribute to CAS objectives by contributions to rural livelihoods in the Basin through increased income opportunities for the poor, improved community-based natural resource management, and a reversal of land and water degradation trends in the Basin.

GEF priorities: The project is fully consistent with the updated strategic priorities for GEF-IW projects under GEF-4. It specifically fits with the Strategic Program #3 on "Balancing overuse and conflicting uses of water resources in surface and groundwater basins that are of transboundary nature." The following expected outcomes of SP # 3 are most relevant to the project:

- Political and legal commitments made to utilize IWRM policies towards sustainable water use;
- Institutions and reforms introduced to catalyze implementation of policies for basin-scale IWRM and increased water use efficiency;
- Communities benefit from access to water-related benefits in tests of innovative demonstrations of balancing water uses.

² Vision summary: Land, water and all natural resources are conserved, sustainably exploited, managed in an integrated manner and shared equitably, in order to not only eradicate poverty and improve living standards of the people living in the Lake Chad Basin, but also to ensure peace, security, cooperation and sound economic developments of the region'

3.2 Achievement of Global Environmental Objectives

The major expected outputs of the current phase of the project were to: (i) efficiently carry out a successful TDA/SAP process, (ii) derive lessons learned from pilot projects, (iii) assess the legislative and institutional frameworks of the member countries, (iii) enhance LCBC's institutional capacity, (iv) develop a stakeholder Analysis, (v) develop a transboundary strategy for a functional network of protected areas, and (vi) generate full commitment of member countries and strong donor support for implementing the Strategic Action Program (SAP).

The achievement of the GEO in terms of 'building capacity within LCBC for better achieving its mandate of sustainably managing land and water resources' is rated *moderately unsatisfactory*, despite various commendable project outputs achieved under difficult operational conditions. Some key opportunities were missed, including: (i) the project was not able to support the implementation of the LCBC's reform due to the late endorsement of the IA; (ii) the Investment Plan (IP) of the SAP could not be completed due to late endorsement of the SAP; and (iii) as a consequence, the Chairman of the CoM postponed the donors' conference.

The above deficiencies are primarily due to three key root causes, namely (i) lack of commitment of the member countries to LCBC until the last year of the project, (ii) LCBC's lack of ownership of the project until the last year of the project, and (iii) an understaffed PMU. The moderately unsatisfactory project performance is unquestionably also associated with the difficult security and logistic circumstances under which the project had to operate.

The project partially achieved its GEO and key achievements include:

a) **The Institutional Assessment of LCBC was completed and endorsed by the CoM in June 2008. Also as of March 2008, the Heads of States and Government Summit resolved that "LCBC should carry out- within six months – institutional reforms** in order to define the most appropriate structure for the Executive Secretariat and adequate mechanisms for institutional capacity building likely to render the LCBC more operational". The IA report contains 34 recommendations aimed at reforming LCBC into a reinvigorated, product-oriented institution. These recommendations call inter alia for the preparation of a Biennial State of the Lake Chad Basin Ecosystem Report and the establishment of: (i) a regionally-based data and information system - the Lake Chad Basin Observatory - as part of LCBC's capacity to undertake a systematic monitoring role for the natural resources of the basin; (ii) a Water Resources Experts Committee (WRC) comprised of senior level water resources specialists from the Member States; (iii) an Environment, Science and Planning Committee (ESPC) to provide needed scientific capacity to the LCBC; (iv) a Donor Consultative Committee (DCC) to facilitate continued donor involvement and investment in the work of the LCBC, and (v) a Staff Development Fund providing professional development opportunities for recruiting and retaining high quality staff. The IA also recommends upgrading and strengthening the fiduciary capacities of LCBC and improving its overall accountability to Member States and other contributors. Due to the late endorsement of the IA (June 2008), the project was not in a position to support the implementation of these reforms of LCBC. It should be noted, however, that the GTZ is currently supporting

the LCBC in the implementation of these reforms. GTZ supported LCBC in elaborating an action plan for the implementation of the IA. This action plan was endorsed during the last CoM held in Nigeria on May7-8, 2009.

b) Progress was made towards the harmonization of relevant legal frameworks, regulations and approaches in the member countries for the integrated and transboundary management of the shared land and water resources of the Lake Chad Basin. Comprehensive national and regional diagnostic reports on legal, institutional, economic and financial aspects of the transboundary management of shared land and water resources of the Basin have been prepared. These reports complement the development and implementation of the SAP. Recommendations focused on: (i) creating transboundary IWRM Committees; (ii) harmonizing and completing the national legal frameworks through an integrated approach regarding the various uses of water, land and the environment; (iii) creating of the LCB Observatory to monitor water resources, environmental, economic, socio-economic and other aspects relevant to an implementation of IWRM; and (iv) capacity building to promote IWRM. Though national legal and institutional frameworks are yet to be harmonized, each Member State has committed to ensure that its body of laws and regulations will be coordinated and supportive of environmental policies developed through the NAP/SAP process. The NAPs, the main foundation of the SAP, were prepared based on an assessment of national priority areas of concern, including regional concerns identified in the TDA. Each country has developed objectives and targets, proposed interventions and elaborated a resource mobilization strategy to address their objectives.

c) A comprehensive Transboundary Diagnostic Analysis (TDA) was completed at national and regional levels. The TDA analysis was conducted through a participatory process and presents the transboundary problems as identified and prioritised by the basin stakeholders. The TDA identifies three overarching root causes of the transboundary problems caused by unsustainable resources use practices, i.e. (i) the absence of sustainable development on the political agendas of the riparian countries, (ii) low standards of environmental education and awareness, and (iii) population pressure. The regional TDA identified seven priority regional environmental concerns, as follows: (i) the variability of the hydrological regime and fresh water availability, (ii) water pollution, (iii) decreased viability of biological resources, (iv) the loss of biodiversity, (v) the loss and modification of ecosystems, (vi) sedimentation in rivers and water bodies, and (vii) the presence of invasive species. The TDA highlights the need to pay special attention to institutional reform of LCBC as the bedrock for arresting the degradation trends in the Basin. LCBC lacks the power to arbitrate water conflicts in the basin. It also has no mechanism for fostering basin level IWRM by way of getting the line agencies of the member countries to harmonize their water resources development programs.

d) Based on the findings of the TDA, a Strategic Action Program (SAP) was completed as a regional policy framework for the Lake Chad Basin. The SAP was developed in a regional consultation process and endorsed by the Extraordinary COM in June 2008. This result is commendable as few Basins in Africa have been able to complete a SAP in five years. The SAP primarily addresses the seven priority regional environmental concerns as identified in the TDA, lays down the principles of environmental management and cooperation, and establishes a long-term vision for the

sustainable development of the Lake Chad Basin. It subsequently defines a set of targets and interventions to meet regionally agreed Ecosystem Quality and Water Resource Objectives (EQWRO) and related indicators for the priority areas of environmental concern, in the transboundary context of the Lake Chad Basin. These EQWROs are: (i) improved quantity and quality of water; (ii) restoration, conservation and sustainable use of bio-resources; (iii) conservation of biodiversity; (iv) restoration and preservation of ecosystems; (v) strengthened participation and capacity of stakeholders, and (vi) institutional and legal frameworks for environmental stewardship of the LCB.

The overall objective of the SAP is to contribute to poverty alleviation in the Basin through priority actions, including (i) initiating shared management of the Basin's water resources, (ii) implementing a basin-wide sustainable data collection system (the LCB Observatory), (iii) taking sectoral actions for enhanced water demand management, (iv) fighting against desertification and against the loss of bio-diversity, (v) preventing and controlling pollution, and (vi) improving exploitation methods of aquatic ecosystems. The Project did not prepare the Action Plan for the SAP implementation. Missing components include (i) estimated costs to achieve the identified EQWROs, (ii) an Investment Plan, and (iii) a strategy and financing mechanism. Although the envisaged donor conference could not yet be held, initial SAP implementation will to an extent be supported by the AfDB-funded LCB Sustainable Development Program (PRODEBALT).

e) **In addition, the micro-grants and pilot demonstration programs yielded some successes and impacts on the ground.** Catchment Management Plans (CMP) for integrated natural resources management were prepared and adopted for the Chari-Logone Basin, Lake Fitri and the Lake Chad Shorelines & Northern Diagnostic Basin. The CMP for the Komadugu-Yobe (K-Y) Basin was developed jointly with the K-Y Basin Project (IUCN-NCF) and the Joint Wetlands Livelihoods Project (DFID-funding). The cooperation with these projects yielded a significant success in establishing a Water Charter for the Sustainable and Equitable Management of the K-Y Basin. This Charter represents a legal and institutional framework for cooperative management of the shared water resources of the Basin by six riparian states in Nigeria. The riparian States and Federal Government of Nigeria established a US\$13 million Trust Fund to finance the KYB - CMP. The CMPs proposed action plans targeted to resolve identified water problems and challenges and institute integrated natural resources management instruments in the regions. The Upper Chari and Lake Fitri pilots were terminated due to security conditions.

Local priorities were supported with 56 micro-grants to demonstrate environmentally sustainable approaches to reverse land and water degradation, as a basis for poverty alleviation. Local beneficiaries have been consulted and encouraged to participate in basin resource management. Local stakeholders have thus developed a certain environmental awareness that could benefit long-term integrated basin resources management. Implementation progress and efficiency were hampered by problems with the transfer of micro-grants to beneficiaries. A Bio-diversity Study was also completed and a Regional Protected Area Strategy was approved by stakeholders and adopted by the countries.

3.3 Efficiency

Consistent with GEF requirements, Annex 4 of the PAD included an Incremental Cost Analysis, which found that the project was composed of activities necessary to improve transboundary water resources management. The support from the GEF was specifically targeted at covering the transaction and other costs of cooperation between the LCB riparian countries. Due to the transboundary nature of the issues and the public goods aspect of the environmental benefits, it is unlikely that beneficiary countries would or could have financed these activities. Therefore, the costs were almost certainly incremental, but the project achieved its GEO only partially within the estimated incremental costs.

Because this was a stand-alone GEF project, additional economic analysis was not required. Component 5 of the project in the K-Y pilot project contributed to the creation in Nigeria of a US\$ 13 million Trust fund to finance the KYB – CMP. Component 6 of the project contributed towards catalyzing an additional \$45 million of future investments in the sustainable development of the LCB through the AfDB-funded PRODEBALT project.

Despite the project’s contribution to leveraging additional funding, a number of factors doomed the operation to be inefficient in achieving its objective. These factors were: prevailing security conditions in the region, time consuming land based transport, limited services of airlines, non-availability of up-to-date logistical and technical facilities in N’Djamena, and high costs of workshops. This inherent inefficiency of the project was exacerbated by large initial implementation delays, the light structure of the PMU, difficulties in the flow of funds, less than expected contributions of LCBC staff to project implementation, significant project management issues, and delays in recruiting consultants and in procuring essential equipment and vehicles. A two-year extension of the project was insufficient to achieve the overly ambitious project outputs.

Overall, although the project helped to leverage additional funding in the Basin, the cost of doing business in the region is prohibitively expensive causing the implementation of the project to be *inefficient*³.

3.4 Justification of Overall Outcome Rating

Rating: *Moderately Unsatisfactory*

Despite the continuing high relevance of its GEO, the overall outcome of the project is rated **moderately unsatisfactory** because (i) the project partially achieved its main development objective, (ii) key project outputs were insufficiently achieved, (iii) the project implementation was inefficient, and (iv) sustainability of the project outcome, although showing promise, is not ensured.

³ A classic economic analysis is not applicable as this was a regional GEF grant and not an investment project.

It is noted that with a few exceptions, UNDP's annual APR/PIR reports rated the project performance consistently as *satisfactory*, while the Bank's ISR ratings were most of the time in the *unsatisfactory* range. The independent final review of the Project rated the overall outcome moderately satisfactory based on a consideration of the project achievements, project outputs, project effectiveness, and of the context in which the project was implemented (see Section 3.2). Given the overly ambitious objective in the PAD and lack of any baseline or target, the rating of the overall outcome of the project reflects the proverbial "half-full versus half-empty cup". The last CoM (May 7-8, 2009) endorsed implementation of the IA and nominated a new ES, providing stakeholders some assurance on the sustainability of the project's achievements.

3.5 Overarching Themes, Other Outcomes and Impacts

(a) *Poverty Impacts, Gender Aspects, and Social Development*

Some pilot projects included direct income generating activities and focus on women's groups. Pilot projects generally improved flooding and desertification conditions in specific areas. The pilot projects contributed as such to the restoration of income of local stakeholders, which proved to be an important incentive for stakeholder motivation. Public participation drives helped to involve as many beneficiaries as possible and opened up the decision-making process to a broader range of local stakeholders. Quantitative data on these aspects are not available.

(b) *Institutional Change/Strengthening*

Although the project did not achieve its objective regarding institutional reform and capacity building in LCBC, it did achieve some improvement of the institutional framework for Basin management, including:

- **At national level**, the project strengthened on-the-job the capacity of staff of key institutions responsible for land and water management with potential transboundary impacts;
- **At local level**, the project actively involved communities in the participatory management of wetlands and protected areas, and in the equitable sharing of the benefits deriving from such management through the set-up and support of CBOs;
- **Overall**, the project broadened LCBC's traditional sectoral role towards a more integrated approach to transboundary basin resources management, by adopting principles of environmental sustainability and encouraging participation from multi-level stakeholders.

(c) *Other Unintended Outcomes and Impacts*

The protection of almost 100% of the lakefront of Lake Chad as Ramsar wetlands sites of international importance was a great achievement of this project. This is one of the few examples of fully transboundary lakefront in terms of Ramsar jurisdiction.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

No survey was held.

4. Assessment of Risk to Development Outcome

Rating: *Substantial*

The risk to the Development Outcome of this operation is conservatively rated as *substantial*. Generally, LCBC's weak financial position, the lack of performance incentives for its staff and its past weak management pose a continuing threat to the sustainability of the project outcome. It is uncertain when the Investment Plan of the SAP will be completed, when the envisaged donor conference will be held, and to what extent donors will be willing to support the SAP implementation. Factors in favor of the sustainability of project interventions are the recently approved AfDB-funded PRODEBALT program for SAP implementation, the CoM endorsement of the implementation of the AI, and the nomination at the CoM of a new Executive Secretary in May 7-8, 2009 (who assumed office on May 18th, 2009). Although these factors presage potential improvements in sustainability risks and breakthroughs occurred in the last year of the project, the rating is kept as Substantial.

5. Assessment of Bank and Borrower Performance

(relating to design, implementation and outcome issues)

5.1 Bank

(a) Bank Performance in Ensuring Quality at Entry

Rating: *Moderately Unsatisfactory*

Whereas the project was aligned with the CAS in all countries and the GEF-IW strategy and OP 9 guidelines, the PAD did not provide a clear description of the project and its anticipated activities. The QSA6 panel (August 2004) noted weaknesses, as described in section 2.1. The design also neither addressed the unsatisfactory level of commitment to LCBC of the member countries nor designed to help countries to take ownership of the project. It was further perceived that LCBC's weak management and fiduciary capacity needed to be compensated by requesting LCBC to contract a project management service (UNOPS). This approach resulted in lack of incentive for LCBC to be accountable. The logframe and M&E arrangements for the project were inadequate and the time schedule for completion of the major activities was not realistic.

(b) Quality of Supervision

Rating: *Moderately Unsatisfactory*

The Bank team has seen four TTLs. Following effectiveness, supervision intensified to quarterly supervision. The project, at risk of cancellation in 2005, moved out of problem status by May 2006. The project slipped back into problem status in 2007. Based on ISRs, it appears that supervision was of unequal quality during the project's lifetime. The

supervision of fiduciary aspects was *moderately satisfactory* (see Section 2.4). Most procurement actions were completed in FY06. The quality and candor of ISRs and the reporting on outcome indicators was generally adequate. Overall, the project was handled by the Bank as a small operation, and the supervision budgets were inadequate. The budget was not commensurate with the fact that the project was covering five large countries in a complex region, with problems of civil unrest requiring intensive supervision.

The Bank's supervision was generally coordinated with the UNDP as co- implementing agency, which assigns the responsibility for regular supervision to its local offices in the member states.

(c) *Justification of Rating for Overall Bank Performance*

Rating: ***Moderately Unsatisfactory***

Despite frequent and good quality supervision during part of the project period, the project could not overcome its basic design flaws and did not achieve its main development objective. The project's overly ambitious objectives and failure to restructure guaranteed the final MU rating. The overall Bank performance is thus rated *moderately unsatisfactory*.

5.2 Borrower

(a) *Government Performance*

Rating: ***Moderately Unsatisfactory***

The governments of the member countries demonstrated till late in the project an unsatisfactory level of commitment to LCBC and to achieving the development objectives of the project. The CoM lacked actions regarding inadequate management of LCBC. The amount of arrears in the LCBC is of concern (ref. Section 2.2), although the situations of arrears in contributions also exist to a certain extent in other transboundary Basins in Africa. Chad reportedly paid its total arrears to LCBC in 2008. As a consequence, the project faced serious issues regarding counterpart staffing and funding. Although the CoM endorsed the IA in June 2008, this shows a late commitment of the member countries, which demanded in 2002 the institutional reform of LCBC's Secretariat.

(b) *Implementing Agency Performance*

Rating: ***Moderately Unsatisfactory***

LCBC's performance is rated *moderately unsatisfactory* for its lack of ownership of the Project and its ineffectiveness in supporting the PMU in achieving the Project's outputs. Until the last year of the project, the Secretariat did not lead the process of its IA or use available resources for addressing its own institutional challenges. It is worth noting that in 2008 two CoMs and a Heads of States Summit were organized by the LCBC, despite recent civil strife affecting the operations at the LCBC Headquarter in N'Djamena. LCBC failed to provide its annual audit reports in compliance with the Grant Agreement.

The performance of UNOPS/PMU in managing the implementation of the Bank's part of the project is also rated *moderately unsatisfactory*. It is, however, recognized that the project suffered from having to operate under extremely difficult operational conditions and lack of support from LCBC. The PMU was understaffed and project management suffered from repeated changes of the Project Manager (PM). The time required to establish the PMU, procure project vehicles, establish project offices in the member countries and procure various consultancy contracts was very long. Consequently, the project took more than two years from the start of the UNDP component (August 2003) to achieve some momentum. When the PM resigned in July 2007, the project was managed by UNOPS from Denmark. UNOPS provided intermittent quarterly progress reports and financial reports, but the mandatory annual audit reports were provided only shortly before project closure.

(c) Justification of Rating for Overall Borrower Performance:

Rating: *Moderately Unsatisfactory* (See paragraphs (a) and (b) above).

6. Lessons Learned

The following lessons can be drawn from the final evaluation of this project:

In complex regional projects, it may be more difficult for the implementation/supervision process to fix design flaws. To increase the likelihood of achieving project objectives, design flaws need to be fixed early in project implementation, at minimum during the MTR. The QSA6 identified significant design flaws (see section 2.1). For example, the institutional setting included a light-weighted PMU -- which included only a PM and a DAF-- that was not mainstreamed in LCBC. The project relied on LCBC's domain expertise, while the availability of such expertise was not sufficiently considered and guaranteed. The PMU did not report to LCBC and was not mainstreamed in LCBC. The team did not restructure the project on the ground that intensive supervision would address identified design flaws. The MU rating of this project is evidence that supervision does not fix design flaws. Restructuring is the avenue to fix design flaws and should be conducted at an early stage, at minimum during the MTR. Hence, it is critical that the MTR conduct a critical assessment of the likelihood of achieving outcomes, rather than checking a list of outputs achieved.

The full endorsement and commitment of *all* the riparian countries of a shared Basin is desirable for successful GEF-IW project implementation, but not necessary if adequate action plans are incorporated in the project design. Country management units' and country offices' increased involvement in project supervision is critical for the regional projects' success. Having the full commitment of *all* the countries of a shared basin is unlikely and should not be a pre-requisite to get involved in a regional project. Lack of commitment of member countries to their regional institution and ownership of the project by the regional institution need to be assessed carefully, and an action plan incorporated in project design. For example, the lack of commitment of the member countries to LCBC has resulted over time in large arrears in the national contributions to LCBC, which at the end of 2007 stood at 3.4 billion FCFA

or about US\$ 6.6 million. LCBC's lack of ownership (until late in the project) contributed to the delay in achieving results (e.g. endorsement of the IA). Hence, the project design should include an adequate action plan to foster commitment and endorsement of all the member countries. The countries' compliance with regional commitments could also be part of the CMUs' policy dialogue.

In the absence of a strong regional institution, development assistance should focus on capacity building and institutional strengthening of the Recipient, rather than attempting to resolve or bypass the institution's shortcomings by introducing outside agencies for project management and execution. In case of the Lake Chad Basin GEF project, the employment of UNOPS as Executing Agency (EA) for the UNDP components and Management Services Provider (MSP) for the Bank components diminished the interest of LCBC's management in the project.

It is critical that strategic decisions are made at the right management level. The team made the decision to not restructure the project (see section 2.2). This strategic decision of whether to formally or informally restructure the project should have involved senior management of the sector unit, regional integration unit, and country management units.

Joint project implementation through two GEF implementation agencies (i.e. World Bank and UNDP) requires that roles and responsibilities during project implementation are agreed upon in advance. Key reporting and supervision processes need to be harmonized. Different procedures and reporting requirements for UNDP and the Bank place an additional burden on project implementation. The difference in UNOPS' roles as EA and MSP caused from time to time confusion regarding its decision-making authority. For example, certain decisions (e.g. changes in components) that could be made at the UNOPS/PMU level for the UNDP components required prior approval from the Bank for Bank components. Although joint WB/UNDP missions were occasionally conducted to improve cost-efficiency and communication between all partners, the overall project implementation and supervision might have been more effective and cost efficient with a single GEF implementing agency.

The Bank should be realistic regarding project implementation planning, the time it takes to complete a project of this challenging nature, and the outcome targets to be achieved. There is a need for realism in operations challenged by Recipients' low capacity and unclear commitment, multiple players, and difficult operational conditions. Project design should take into account the implementation capacity of the Borrower, and the potential technical and logistic problems with project implementation particularly in a region with frequent civil strife and severe limitations in its operational conditions. One or two years of delay in project implementation are frequent in this kind of projects. Project documents have no provision to compensate delays and don't include them among the project risks. Standard Bank budgets for supervision of relatively small regional GEF operations in this and similar regions are inadequate.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies

Refer to Annex 7 for the draft ICR of the Recipient (as received in May 27, 2009).

(b) Co-financiers

The draft ICR was submitted for review to LCBC, UNDP and UNOPS. Comments were received from UNOPS and UNDP.

Received comments are included in the project files, and are partially incorporated in this document.

(c) Other partners and stakeholders (e.g. NGOs/private sector/civil society).

Not applicable.

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in US\$ million equivalent), as on December 31, 2008⁴

Components	Appraisal Estimate	Latest Estimate	Percentage Appraisal
Bank funded	2.900	2.899	100%
2. Enhanced regional policies and institutional mechanisms	1.081	1.323	122%
5. Demonstration projects with micro-grants	1.457	1.349	93%
6. SAP development and donor coordination	0.362	0.223	62%
UNDP funded	6.700	6.499	97%
1. Establishment and operation of PMU and Coordinating mechanisms	2.338	2.700	115%
3. Strengthened community level participation and education	1.227	1.077	88%
4. Completed TDA and modeling framework for basin management	2.055	1.896	92%
5. Pilot projects	1.080	0.826	77%
Total Baseline Cost	9.60	9.398	98%
Physical Contingencies			
Price Contingencies			
Total Project Costs	9.60	9.398	98%
Project Preparation Facility (PPF)	0.69	0.69	100%
Front-end fee (IBRD only)			
Total Financing Required	10.29	10.088	98%

(b) Financing

Source of Funds	Type of Financing	Appraisal Estimate	Latest Estimate (US\$ million) ⁵	Percentage Appraisal

⁴ The UNDP budget is expected to be completely disbursed at the time of closure of the UNDP project in 2009.

⁵ Information on co-financing and in-kind contributions is not available.

		(US\$ million)		
Recipient	In-kind	0.41	0.41	100%
GEF		10.29	10.09	98%
Member countries	In-kind	1.75		
DFID – UK (JEWEL project)	Co-financing	4.69		
DGIS – Netherlands (IUCN)	Co-financing	1.97		
World Wildlife Fund	Co-financing	0.16	0.16	100%
UNDP	Co-financing	0.35	0.35	100%
Total		19.62		

Annex 2. Outputs by Component (achievements versus targets in PAD and Prodoc⁶)

Component 1 – Established project mechanisms, PMU and national Lead Agencies to ensure inter-sectoral coordination (UNDP managed) Rating: <i>Moderately satisfactory</i> ; Disbursed: 115%	
Planned activities as per project design	Outputs at the time of project completion
Create and organize the Program Co-ordination Unit (PMU) to facilitate and co-ordinate the work program of the project, efficiently deliver project outputs, give technical assistance and manage program activities.	Partially achieved. The PMU was established with substantial delays, but was seriously understaffed (by design and due to the lack of participation of LCBC staff) and displayed significant shortcomings in project management, resulting into significant delays and inefficiency in project implementation.
Create and make provision for the conduct of meetings of the co-implementation Task Force, and interact effectively with related regional GEF-IW projects.	Achieved. A coordination network with other initiatives and donors active in the Basin was maintained. A website www.lakechadbasin.net was developed to support coordination and information sharing with all stakeholders and other IW-projects.
Inter-Ministerial Committees (IMCs) in each country, a Project Steering Committee (PSC) and Technical Task Teams (TTT) established.	Achieved. The PSC was established, conducted regular meetings and fostered regional cooperation in the management of the basin. The IMCs were created in each member country and the TTTs contributed to the NAPs, TDA and SAP.
Support a Lead Agency for each participating country and a NC to lead national project activities and represent the participating country in PSC meetings.	Achieved. Five National Coordination Units, directed by a National Coordinator (NC), were established to manage and coordinate all national components of the project.
Component 2: Enhanced regional policy initiatives and institutional mechanisms to address transboundary issues (WB managed) Rating: <i>Moderately Unsatisfactory</i> ; Disbursed: 122%	
Planned activities as per project design	Outputs at the time of project completion
The adoption of new or updated	Partially achieved. NAPs, aimed at the

⁶ Summarized from Annex 1 (Project Design Summary) of the PAD and the descriptions of Project Outputs, Rationale and Activities and Annex 2 (Logical Framework Analysis) of the Prodoc.

national water policies in each country, which take into account transboundary water issues and encourage environmental protection, and are incorporated into National Action Plans (NAP).	integration of transboundary water and environmental management policies into national development plans, were completed and endorsed by all IMCs, but they are not anchored in national programs. The development of new national water policies has not yet been initiated.
Assess existing national legal frameworks and provide specific recommendations for incentives and harmonised legal frameworks to enable an integrated regional approach towards long-term sustainable basin management.	Achieved. Comprehensive national and regional diagnostic reports on the legal, institutional, economic and financial aspects of integrated transboundary management of the shared land and water resources of the LCB have been prepared, with the ultimate objective to harmonize the relevant national legal frameworks, regulations and approaches. The studies were endorsed by the PSC in Dec. 2008. The harmonization of legal and institutional frameworks is yet to be initiated.
Develop, endorse and implement a specific proposal for the institutional reform of LCBC, to create a more effective LCBC with an improved capacity for IWRM.	Partially achieved. The Institutional Assessment (IA) has been completed and was endorsed by an Extraordinary COM in June 2008, but implementation of this crucial project is not completed. Thus, the project was not able to support LCBC's crucial reform and provide capacity building. GTZ is supporting the implementation of the IA.
Adopt regional agreements to improve transboundary management of power generation, irrigation, fisheries, water quality and effluent standards, diversions and consumptive uses, and the creation of economic instruments.	Not achieved, but a Protocol on data exchange has been endorsed by the COM, and a draft water sharing agreement (funded by FAO) is under negotiations.
Component 3: Strengthened engagement of stakeholders (UNDP managed)	
Rating: <i>Moderately Satisfactory</i> ; Disbursed: 88%	
Planned activities as per project design	Outputs at the time of project completion
Support for 15 local participatory planning initiatives for community level stakeholders, to establish their sustainable development plans in line with sub-basin planning frameworks.	Partially achieved. The Project supported 12 local planning initiatives for community level stakeholders; selected initiatives in the Upper Chari sub-basin in CAR could not be implemented due to civil unrest; 49 NGOs, CBOs and local authorities partnered with the Project. More than 800 people benefitted from training provided.
Prepare a report, including recommendations based on lessons	Partially achieved. The Regional Stakeholder Analysis for the LCB was completed and

learned from the coordination between local, national and regional initiatives, to assist governments and LCBC with implementation of key results from the mini-agenda 21 exercises.	approved by the member countries; 3 reports were prepared on lessons derived from the K-Y and W-L pilot demonstration projects. With WWF a documentary to promote partnership and cooperation between stakeholders was produced, distributed to stakeholders and partly shown on CNN.
Develop a regional based methodology for conducting environmental impact assessments, ensuring provision of multi-level stakeholder participation and the communication of results to stakeholders.	Not addressed/achieved.
Component 4: A completed Transboundary Diagnostic Analysis (TDA) and a synthetic framework for concerted management of the Basin (UNDP managed) Rating: <i>Moderately Satisfactory</i> ; Disbursed: 92%	
Planned activities as per project design	Outputs at the time of project completion
Prepare country reports on existing relevant data, and collect and synthesize information.	Partially achieved. Country reports were prepared with information on the environmental conditions in the LCB.
Perform a data gap analysis and define a basin-wide monitoring network; incorporate results into the TDA, with involvement of national technical and academic entities.	Partially achieved. A database and GIS with historic data relevant to IWRM was prepared, and capability for the analysis of remote sensing data was developed. Future requirements for LCBC's knowledge management system were assessed. The COM adopted a <i>Protocol of Agreement on Data Exchange between Member States of LCBC</i> , but the LCB Observatory has yet to be initiated.
Examine the basin-wide conditions and issues relevant to transboundary IWRM, determine the linkages between environmental and socio-economic systems and their transboundary impacts, identify and assess environmental hot spots and prepare, validate and publish the TDA	Achieved. National and regional TDAs have been prepared and were endorsed through a participatory process, as input for SAP development. The regional TDA identified seven priority regional environmental concerns, and highlights the need for institutional reform of LCBC as the bedrock for arresting the degradation trends in the Basin. The TDA process contributed considerably to capacity building in the region.
Support for the development of key water resource measures such as upgrading of hydrological monitoring stations and water quality measurements.	Not achieved/addressed. These activities will be executed by other donor-funded projects, namely EU, and GTZ.

Assemble a basin-wide synthetic framework for surface/groundwater interaction within the Lake Chad Basin, to pre-identify long term consequences of development alternatives. Develop water resources models for the Basin.	Not achieved. The project did not produce substantial new knowledge and models on the water resources of the Basin, which could help in better designing investments in the Basin's resources. This will be executed through projects implemented by GTZ, BGR (groundwater) and the EU.
Component 5: Demonstration projects to test methodologies, secure stakeholder involvement and develop implementation modalities (WB and UNDP managed)	
Rating: <i>Moderately Satisfactory</i> ; Disbursed: 86%	
Planned activities as per project design	Outputs at the time of project completion
Develop and adopt a regional program to improve existing and define new Protected Areas.	Achieved. A Bio-diversity study and a Regional Protected Area Strategy were prepared, approved by stakeholders and adopted by the member countries.
Develop a regional program and Catchment Management Plans (CMP) to protect immediately threatened aquatic ecosystems, including six pilot demonstration sites.	Partially achieved. CMPs were developed and adopted for the Chari-Logone and Komadugu-Yobe Basins, Lake Fitri and Lake Chad & Northern Diagnostic Basin. Local priorities were supported through micro-grants (WB: 16 and UNDP: 25), which aimed to demonstrate environmentally sustainable approaches for the reversal of land and water degradation. Some achievements contributed to local level ownership of sustainable natural resources management. Implementation of local initiatives in the Lake Fitri and Upper Chari pilot areas was terminated due to prevailing security conditions. Progress and efficiency were hampered by delays in the transfer of micro-grants to beneficiaries and in the contracting of consultants.
Develop and test regional mechanisms for integrated basin approaches in the K-Y and Chari-Logone sub-basins; prepare basin management plans for maintaining the integrity of sensitive wetlands systems and promoting sustainable development.	Partially achieved. CMPs were developed for the Chari-Logone and K-Y Basins. The K-Y pilot contributed to the development of a Water Charter for water sharing between 6 riparian States of the K-Y Basin and the establishment of a US\$13 million Trust Fund for implementation of the KYB-CMP.
Develop a regional program for reducing growing water demands and future pollution, with an emphasis on identified hotspots and building capacity to prevent pollution.	Not addressed/achieved.
Incorporate lessons learned regarding	Partially achieved. There is no strong evidence

good land and water management practices in the NAPs and SAP.	that the CMPs and pilot projects contributed directly to the preparation of the TDA and the SAP. The M&E process of micro-projects was inadequate.
Component 6: Strategic Action Program and Investment Plan designed and endorsed, with donor support and funding committed (WB managed) Rating: <i>Moderately Unsatisfactory</i> ; Disbursed: 62%	
Planned activities as per project design	Outputs at the time of project completion
Develop and finalize the SAP through the IMCs and LCBC, with support of national and regional specialists, stakeholders and authorities.	Mostly achieved. Based on the TDA and through a regional consultation process, the SAP was completed as a regional policy framework for the LCB. CMPs, NAPs and experiences from micro-projects fed into the SAP development process. The SAP addresses seven major regional environmental concerns identified in the TDA, and defines a set of targets and interventions to meet regionally agreed Ecosystem Quality and Water Resource Objectives. The SAP was endorsed by the member states of LCBC during the Extraordinary COM of June 2008. The NAPs, TDA and SAP are not yet anchored in the planning processes of the member countries, and there is no clear strategy for NAP/SAP implementation at national and regional levels.
Implement a plan for continuing donor contact, develop a strategy and Investment Plan (IP) for ongoing financing of SAP implementation, and generate increased funding for SAP implementation through the organization of two donor conferences.	Not achieved. The Investment Plan, strategy and financing mechanism for SAP implementation were not prepared; thus the donor conference for generating funds for SAP implementation could not be held. SAP implementation will initially be supported by the AfDB-funded (approx.) US\$ 45 million LCB Sustainable Development Program (PRODEBALT).

Annex 3. Economic and Financial Analysis

Not applicable for GEF projects.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending/Supervision ICR			
Tracy Hart	Sr. Environment Specialist	ENV	
Franklin Cardy	Principal Water Res. Mgmt. Specialist		
Ousmane Dione	Lead Water Resources Specialist	SASDI	
Undala Alam	Water Resources Specialist		
Marie-Adele Tchakounte Sitchet	Language Program Assistant	AFTU2	
Marjorie Kingston	Team Assistant	SARVP	
Robert Robelus	Sr. Env. Assessment Specialist	AFTTR	
Kristine Ivarsdottar	Sr. Soc. Dev. Specialist/Anthropologist		
Karen Hudes	Senior Counsel		
Magaye Gaye	Financial Management Specialist	AFTFM	
Agnes Albert-Loth	Sr. Financial Management Specialist	EAPCO	
Tesfaalem Iyesus	Lead Procurement Specialist	SARPS	
Samuel Redji Mobeal	Resource Management Analyst	AFTRM	
Jeff Lecksell	Cartographer	GSDPG	
Alessandro Palmieri	Lead Dam Specialist	OPCQC	
Christophe Crepin	AFR GEF Coordinator/AFR Peer Reviewer	AFTEN	
William Leeds Lane	Sr. Env. Spec./AFR Peer Reviewer	AFTEN	
Rune Castberg	ECA Peer Reviewer		
Willem Zijp	AFR Quality Assurance Advisor		
Richard Verspyck	Lead Economist	AFTU2	
IJsbrand H. de Jong	Sr. Water Resources Specialist	AFTWR	
Johan Grijzen	Sr. Water Resources Specialist	AFTU2	
Hugues Agossou	Sr. Auditor	IADDR	
Stefanie U.S. Brackmann	Consultant	AFTEN	
Ningayo Charles Donang	Sr. Procurement Specialist	AFTPC	

Djibril Doucoure	Consultant	AFTEN
Pierre Jacques Lorillou	Jr. Professional Officer	AFTWR
Chloe Milner	Rural Development Specialist	AFMTD
Etienne NKoa	Sr. Financial Management Specialist	AFTFM
Africa Eshogba Olojoba	Sr. Environmental Specialist	AFTEN
Lucson Pierre-Charles	Program Assistant	AFTWR
Abdoul-Wahab Seyni	Social Development Specialist	AFTCS
Amal Talbi	Water Supply Specialist	AFTWR
Armele Vilceus	Language Program Assistant	AFTU2

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY00		71.13
FY01		65.14
FY02		77.64
FY03		38.99
FY04		0.00
FY05		0.00
FY06		0.00
FY07		0.00
FY08		0.00
Total:		252.90
Supervision/ICR		
FY00		0.00
FY01		0.00
FY02		0.00
FY03		2.68
FY04		77.76
FY05		115.52
FY06	7	152.23
FY07	1	40.53
FY08		94.90
Total:	8	483.62

Annex 5. Beneficiary Survey Results

Not applicable.

Annex 6. Stakeholder Workshop Report and Results

Not available.

**Annex 7. Summary of Borrower's ICR and/or Comments on
Draft ICR**

LAKE CHAD BASIN COMMISSION

**DRAFT BORROWER IMPLEMENTATION COMPLETION
REPORT
ON A
GLOBAL ENVIRONMENT FACILITY GRANT
IN THE AMOUNT OF US\$9.6 MILLION
TO THE
LAKE CHAD BASIN COMMISSION
FOR THE
REVERSAL OF LAND AND WATER DEGRADATION TRENDS IN
THE LAKE CHAD BASIN ECOSYSTEM**

**(P070252)
March, 2009**

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Preface

The preparation for the project “Reversal of Land and Water Degradation Trends in the Lake Chad Basin Ecosystem” were initiated by the need to hold a donor conference to finance the 1992 LCBC’s “Master Plan for the Development and Environmentally Sound Management of the Natural Resources of the Lake Chad Conventional Basin”. A number of resolutions of the LCBC’s Council of Ministers that reflected this wish include Resolution N°2 of the 43rd Session held in Garoua, 13th-14th March 1995, Resolution N°5 of the 44th Session held in N’djamena, 26-28 October 1996, Resolution N°9 of the 46th session held in Niamey, 25-26 January, 1999, and the Resolution N°3 of the 48th Session held in Bangui 27-28 March 2001.

The preparation and the consultative process engaging all basin stakeholders that culminated in the project document took 9 years to mature.

The project eventually commenced with the first Project Steering Committee Meeting held at Abuja on the 24th-25th June, 2004. As a sign of good fortune for the outputs of the project, some of the actors present at the 1st PSC meeting have now move ahead to higher positions of authority. The pioneer Project Manager Mr. Anada Tiega is now the Secretary General of the Ramsar Convention, a pioneer member of the PSC from Cameroon, Mr Yaouba Abdoulaye is now the Junior Minister of Planning and Territorial Administration in the Republic of Cameroon. In Nigeria one of the pioneer PSC members Engr. I. K. Musa is now the pioneer Director General of the Nigeria Integrated Water Resources Management Agency, an agency in the forefront of reforms in the management of land and water resources in Nigeria. A key member of the TDA and SAP team from Nigeria and also a co-author of the TDA document is now the Administrative Secretary of the HJKB Trust Fund in Nigeria. It is the hope of the LCBC, that these eminent personalities will continue to provide their wise contribution so that the long term objectives of the project articulated in the SAP will eventually be realized.

There were difficulties in the implementation of the project but I am glad to state that the LCBC has never been in a better position to lead the Member States in the reversal of land and water degradation trends in the Lake Chad Basin ecosystems. The LCBC is today in possession of 5 country prepared National Action Plans, a 25-year regional vision and Strategic Action Programme, Wetland level management plans for the Waza - Logone and the Komadugu - Yobe basins and the Lake Chad and Lake Fitri management plans. In addition, the capacity of an estimated 800 experts and stakeholders equipped with the latest knowledge and tools for sustainable environmental management and an action plan for a new focused LCBC is now available in the basin.

The LCBC wish to proffer its sincere appreciation of support to the GEF, WB, UNDP and the executing agency UNOPS. We also would like thank the government of Chad, Cameroun, RCA, Niger and Nigeria for providing the counterpart contribution during the execution of the project. We would also like to thank our co-funding partners GTZ, BGR and the EU and hope that we would continue to get their support as we transition to the implementation of the Lake Chad Basin Strategic Action Programme.

Mahaman Chaibou
Acting Executive Secretary
Lake Chad Basin Commission

I. PROJECT DESCRIPTION AND START UP

The long-term objective of the GEF project "Reversal of Land and Water Degradation Trends in the Lake Chad Basin Ecosystem" is to achieve global environmental benefits through concerted management of the naturally integrated land and water resources of the Lake Chad Basin. The specific purpose of the project is to overcome barriers to the concerted management of the basin through well-orchestrated and enhanced collaboration and capacity building among riparians and stakeholders.

The project is built upon the result of an earlier study conducted by the Member States of the Lake Chad Basin Commission. The project "The Diagnostic Study of Environmental Degradation in the Lake Chad Basin" had identified trans-boundary issues and had drawn up an LCBC Strategic Master Plan.

The LCBC GEF Project was therefore designed to complete a Trans-boundary Diagnostic Analysis (TDA) that will lead to the formulation of a GEF Strategic Action Programme (SAP). The SAP will include necessary baseline and additional actions to address the priority trans-boundary issues and provide an essential monitoring and evaluation tool for implementation. The project will also lead to the development and testing of set of institutional mechanisms and implementation methodologies, including pilot demonstrations, that explicitly link regional, national and local initiatives in land and water management. In addition, the project will institute a basin-wide framework in which trans-boundary priorities can be addressed and project interventions monitored.

The project implementation commenced in September 2003 with the assumption of duty of the Project Manager but became effective in January 2004. Project launch and the first Project Steering Committee(PSC) meeting was held in Abuja in August 2004.

II. PROJECT DESIGN, EXECUTION, IMPLEMENTATION, AND IMPACT

2-1 Evaluation of Project Design

The project document has clearly defined the objectives of the project. Long-term objectives has been separated with the immediate project's objectives. The link between the immediate project objectives and the long-term goals was also similarly defined. The long-term objective of the project is a combination of LCBC Member State's Vision, earlier consultations that led to the development of the LCB Strategic Action Plan together with the vision of Africa Integrated Land and Water Initiative of the GEF implementing agencies.

The project's long-term objective can be summarized as follows;

- To achieve global benefits through broad, basin wide participation in the development and implementation of measures that ensure that the integrity of the Lake Chad system is protected by concerted, integrated management of the basin's resources by the orchestration of both national and regional activities through a working system of basin governance.

The Project's specific objectives are;

1. To overcome barriers to the concerted management of the basin through enhanced collaboration and capacity building among riparians and stakeholders.

2. To complete a TDA and prepare a descriptive framework for the concerted water management across the basin.
3. To prepare a GEF SAP for long term implementation of priority actions to address trans-boundary issues.

Output and Activities

The project design identified six principal outputs of the projects. The outputs were clearly defined and were adequate in establishing the mechanism for future basin governance. The projects outputs and activities which are also the main components of the projects are;

- | | |
|--------------|---|
| Output 1: | Project mechanisms: an established Program Co-ordination Unit (PMU) and nominated lead agencies to drive and co-ordinate TDA completion, pilot projects, policy initiatives and institutional linkages. |
| Activity 1.1 | Recruit the Project Manager, public participation and communications expertise, and requisite technical, administrative and secretarial support. |
| Activity 1.2 | Create and organise the PMU to facilitate and co-ordinate the work program of the project; |
| Activity 1.3 | Create and make provision for the conduct of meetings of the Co-implementation Project Steering Committee |
| Activity 1.4 | Promote, in co-operation with the participating countries and through the LCBC, country specific Inter-ministerial, and local co-ordinating committees, as necessary, and a scientific advisory committee to assist in the work specified in Activity 1.6 and Output 3; |
| Activity 1.5 | Support a Lead Agency for each participating country and a senior official to assume leadership of project activities and represent the participating country in meetings of the Project Steering Committee (PSC); |
| Output 2: | Enhanced regional policy initiatives and institutional mechanisms to address transboundary issues. |
| Activity 2.1 | Review the current functions and responsibilities of the LCBC with a view to strengthening and improving its functional capabilities, regional effectiveness, and ensuring a sufficient level of finance for its operations; |
| Activity 2.2 | Identify actors in water resource and related land and environmental policy implementation in each country |
| Activity 2.3 | Through the PMU and the LCBC co-ordinate activities with other related GEF projects, such as those in the Niger, Volta and Senegal River Basins, including technical exchanges and field visits as necessary. |

	Activity 2.4	Define and promote the integration of trans-boundary water and environmental policies into the National Development Plans;
	Activity 2.5	Undertake an assessment of current, relevant agreements, protocols, conventions statutes and other relevant legal frameworks in each country, including recommendations for incentives and harmonised legal frameworks to enable an integrated regional approach toward long-term management of the Basin's resources;
	Activity 2.6	Establish the necessary structural arrangements for participating countries to review, harmonise and co-ordinate frameworks, regulations and approaches for the improved trans-boundary management of issues such as power generation, irrigation, downstream riparian considerations, fisheries, water quality and effluent standards, diversions and consumptive uses, and the creation and use of economic
Output		Strengthened engagement of stakeholders.
	Activity 3.1	Create and provide resources for a Steering Committee for the engagement of stakeholders and key user groups at all levels
	Activity 3.2	Formulate, plan and execute 15 stakeholder group exercises (3 in each participating country);
	Activity 3.3	Support for 15 final workshop reports including recommendations for pilot projects in the SAP implementation phase of the GEF project; and
	Activity 3.4	Support for preparation of a final report, including recommendations, to assist governments and the LCBC to begin implementation of key results from the user group exercises
	Activity 3.5	Develop a regionally based methodology and mechanism for stakeholder participation at all levels including provision for environmental impact studies
Output 4:		A completed TDA and a synthetic framework for concerted management of the basin.
	Activity 4.1	Compile existing scientific, hydro-environmental and socio-economic data and information (including groundwater, aquatic ecosystems and water consumption). Prepare a descriptive basin framework and establish key processes and hot-spots. Data and descriptive models to be hosted by the LCBC.
	Activity 4.2	Undertake a gap analysis of existing data to define a basin-wide monitoring network;

- Activity 4.3 Support for the development of key water resource measures (e.g. the hydro stratigraphy in the Chad Formation, updating of rating curves of existing hydrological stations to determine low flow and flood conditions and specific water quality measurements) in order to refine the Lake and sub-basin water balances and complete the TDA.
- Activity 4.4 Establish key environmental indicators (process, stress reduction and environmental status) in the Lake Chad Basin to verify compliance with existing and future management plans and, ultimately, to assist in evaluating GEF SAP implementation;
- Activity 4.5 Develop risk analysis capability within the participating countries with the objective of, among other things, assessing regional-level hydro-environmental risk and identification of risk-management systems and approaches;
- Activity 4.6 Assemble a basin-wide synthetic framework for surface/groundwater interaction within the Lake Chad Basin to pre-identify long term consequences of development alternatives.
- Output 5: Demonstration projects to test and validate methodologies, stakeholder involvement and implementation modalities.
- Activity 5.1 Develop and begin implementation of a regional program to improve existing and define new protected areas, including the creation of corridors to link existing and new protected areas;
- Activity 5.2 Develop and begin implementation of a regional program, including establishment of five pilot demonstration sites, to protect immediately threatened aquatic ecosystems
- Activity 5.3 Develop a regional program aimed at reducing growing water demand with an emphasis on identified hot-spots identified in the LCB Strategic Plan;
- Activity 5.4 Support development of a regional mechanism to create and implement a regional program to anticipate future pollution threats, including those that may derive from increased oil exploration, drilling, production and transport, and build capacity to prevent their occurrence;
- Activity 5.5 Support a regional mechanism to develop integrated basin approaches (including floodplain management) in the Komadougou-Yobe and Chari- Logone sub-basins. Using with full stakeholder participation, design and initiate basin development and management plans, with supporting decision aid tools, to maintain the integrity of sensitive wetlands systems downstream and promote sustainable development.

Output 6:	<p>Activity 5.6 Feedback of demonstration results into SAP design through the PMU.</p> <p>GEF SAP designed and endorsed with implementation methodologies validated and donor support mobilised.</p> <p>Activity 6.1 Development and implementation of a plan for continuing donor contact</p> <p>Activity 6.2 Planning and implementation of 2 donor conferences, one shortly after GEF project approval and one immediately prior to SAP implementation</p> <p>Activity 6.3 Present the TDA and the GEF SAP to Inter-ministerial Co-ordinating Committees and the LCBC,; and formalise a regional agreement on the GEF SAP</p> <p>Activity 6.4 Development of donor conference reports and preparation of a strategy for ongoing project finance.</p>
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2-2 Main results obtained in each project component

COMPONENT 1 : An institutional and management system established and operational for the Project

Activities under this component were funded through the UNDP.

All activities in Component 1 of the project were successfully executed. There were initial delays in project implementation. Notably, the appointment and resignation of a new C.T.A. affected the smooth take-off of project activities. In the RCA, there was a delay in the setting-up of the National Coordination Unit due to the delay in the resolution of the conflict over the appointment of the lead national focal point for the project by the RCA government.

Inter-Ministerial Coordinating Committees were established in the Member States and have been the medium of providing input for policy decisions on the Lake Chad basin in each Member State.

Overall, the capacity of 800 estimated experts and local stakeholders have been strengthened through the implementation of project activities in the Lake Chad basin.

The PSC provided the following strengths and weakness in the implementation of component 1.

Strengths

1. Setting-up project management structures (PMU, NCU, PSC)
2. Setting-up of the IMC and the funding of their operation
3. Contributions of offices and equipment from some LCBC Member States

Weakness

1. Insufficient technical personnel in the PMU
2. Initial instability in the project management
3. Delay in the release of funds
4. Delay in the installation of the means of communication(Internet)

5. Difficulty in acquiring project office in some countries
6. Non-respect of commitments by Member States
7. Delays in the deployment of logistics

COMPONENT 2: Enhanced regional policy initiatives and institutional mechanisms to address transboundary issues during and beyond the life of the project

Activities under this component were funded through the WB.

All activities under component 2 were successfully executed. LCBC restructuring Plan has been validated by the Council of Ministers and an action plan is in the progress of implementation by the GTZ and LCBC. The GTZ has appointed a year –long adviser located in the LCBC headquarters for this purpose.

LCBC Financial audit designed to provide advise for sound financial management and strengthening fiduciary capacity was completed for the period 2005 - 2007.

The National Action Plan for each of the LCBC Member States in accordance with the principles of Integrated Water Resources Management have been developed. The study on Institutional/Legal and economic/financial framework in each of the LCBC Member State has been completed and recommendations for regional harmonization has been provided. In Nigeria, reform implementation has been initiated by the discussion in the National Assembly of 3 bills. The bills are for establishing the National Water Development Commission, the National Integrated Water Resources Management Agency and the bill for restructuring the existing River Basin Development Authorities to be in line with the ecosystem approach.

The PSC provided the following strengths and weakness in the implementation of component 2.

Strengths

1. Draft and approval of the institutional Audit
2. Regional implementation of IWRM practices
3. Satisfactory financial audit of the LCBC
4. Completion of national and regional studies for the promotion of IWRM
5. Training of experts, decision makers and members of parliament in the implementation of IWRM
6. Use of national experts in conducting the IWRM study
7. Facilitation and use of common tools and methodologies in the IWRM studies

Weakness

1. Difficulty in conducting the Institutional Audit
2. Lack of means to implement the IWRM studies at the local level

COMPONENT 3. Strengthened engagement of stakeholders

Activities under this component were funded through the UNDP.

The project identified and mobilized the key stakeholders and launched the local initiative projects in 4 out of the 5 LCBC Member States. It was not possible to launch the local initiatives in the RCA because of the persistent insecurity in the country's portion of the Lake Chad basin. Fifteen micro-grants projects aimed at getting stakeholder participation were collectively identified, funded and executed in the Lake

Chad basin. Three are located in Nigeria, three in Cameroon, four in Niger and five in Chad.

The Hadejia – Jama'are Komadugu-Yobe Stakeholder Consultative forum a stakeholder forum for the Komadugu-Yobe has been established and is functioning in the basin.

In the total of six activities in this component, one could not be initiated due to the lost of time experienced at the beginning of project implementation. The activity that could not be initiated is;

- (I) Development of regional methodology for involvement in regional Environmental Impact Assessment.

This activity being very vital to successful environmental management has been included into the SAP.

One activity remains to be completed;

- (I) Selection of most successful local initiative projects for inclusion in the Investment Plan.

The PSC provided the following strengths and weakness in the implementation of component 3.

Strengths

1. Existence of the Stakeholders analysis reports
2. Project financing of local initiatives through the provision of small grant funds
3. Active participation of basic communities in the identification of projects, provision of matching grant and implementation of local initiatives

Weakness

1. Insufficiency of follow-up and monitoring of the pilot projects

COMPONENT 4. A completed TDA and a synthetic framework for concerted management of the basin

Activities under this component were funded through the UNDP.

The TDA has been completed and has identified seven priority trans-boundary problems. The TDA and the gap analysis form the basis for developing the Lake Chad Basin SAP. Key environmental indicators have been identified and forms part of the SAP document. Environmental and social risks have been identified and were communicated to the pilot demonstration teams and other stakeholders at the local levels.

Two out of the six activities under this component are receiving attention through complementary funding provided by the BMZ (German Federal Ministry of Economic Cooperation and Development) and the European Union. GTZ is providing assistance for surface water in Activity 4.1 and 4.2. while BGR is executing groundwater studies. The status of the activities are as follows;

1. Commitment for cooperation on data exchange among LCBC member countries have been signed by all Ministers in December 2005 / January 2006

2. Data exchange protocol has been endorsed by the resolution of the 54th Ordinary Session of the Council of Ministers of the Lake Chad Basin Commission in Abuja on 26th March 2008.
3. A data base of historic data has been implemented.
4. Training of LCBC and national experts in the application of the new data base system has been completed
5. A system for the cartographical presentation (GIS) of IWRM information is operational on LCBC computers
6. A methodology for the detection of surface water changes from remote sensing data has been developed for the satellite images procured by the LCBC GEF Project.
7. Procurement of IT hardware and software undertaken in 2006.
8. A study on the current situation and future requirements for the knowledge management system of LCBC has been completed in July 2007
9. The recommendations from the assessment of LCBC's knowledge management, including the upgrading of the documentation department has been completed.
10. Data collection on water resources, water demands and water management infrastructure (existing and planned) has been completed.
11. Historic hydrological information has been published on the MapServer (<http://www.wr-man.net/lcbc/>) and is available to the interested public.
12. The delineation of drainage network and sub-catchment boundaries has been carried out using up-to-date remote sensing data.
13. Recommendations from the UNDP master plan and its Hydro_Chad model (1993) have been reviewed
14. Groundwater contour lines for the Quaternary aquifer of the Lake Chad basin for the year 1984 has been determined and shows presence of three important hydraulic depressions. Subsequently groundwater flow direction has been determined.
15. Groundwater contour lines for the Lower Pliocene and the Continental Terminal aquifer of the Lake Chad basin and groundwater flow direction were determined.
16. Localisation, sampling and measurement of static water level in 136 water points to update the database and the determination of water quality was carried out in 2008.

The PSC provided the following strengths and weakness in the implementation of component 4.

Strengths

1. Completion and validation of the Lake Chad basin TDA
2. Full contribution of IMC to the formulation of the TDA

COMPONENT 5. Creation of regional programs and initiation of demonstration projects to test and validate methodologies, secure stakeholder involvement and develop implementation modalities

The activities under this component were both funded through UNDP and the WB. Pilot demonstration projects were successfully completed in the Komadougou-Yobe and the Waza-Logone sub-basins under WB financing. Management plans have been developed and validated by the stakeholders in the Komadougou-Yobe and the Waza-Logone. In the Komadougou-Yobe basin, a Water Charter has been negotiated among the riparians States in Nigeria and a trust fund has been established in addition. Eight micro-grants projects were executed by the local communities in the Komadougou-Yobe basin. In the Waza –Logone pilot demonstration project, eight micro-grants projects were also executed by the local communities. The Lake Fitri pilot demonstration project also financed by the WB has produced a management plan and has been validated but local initiatives projects could not be implemented due to insecurity in the area. Similarly, the Lake Chad Shoreline and Northern Diagnostic Basin pilot demonstration project has produced a management plan while 21 micro-grants projects were executed by local communities under UNDP financing. The Upper Chari Water Course pilot demonstration project which was supposed to be financed by the UNDP in the CAR could not be initiated due to insecurity in the area. The PSC provided the following strengths and weakness in the implementation of component 5.

Strengths

1. Formulation of management plans for Waza-Logone, Komadougou-Yobe and the Lake Chad shoreline

Weakness

1. Inability to formulate a management plan for the Upper Chari water course.

COMPONENT 6: GEF SAP designed and endorsed with donor support mobilized Activities under this component were funded through the WB.

The SAP has been developed and was endorsed by the Council of Ministers. Other activities relating to the donor conference could not be completed. The uncompleted activities include;

- (I) Develop and implement strategy for donor support
- (II) Plan and implement donor conferences
- (III) Strategy for SAP implementation

The PSC provided the following strengths and weakness in the implementation of component 6.

Strengths

1. Formulation and the adoption of the SAP

Weakness

1. None execution of the Investment Plan.

2. None execution of the Donors' Conference.

2-3 Project Coordination and Management

Project management and coordination was centred in the PMU located in the headquarters of the LCBC in Ndjamena. The PMU provided the coordination and management structure that implemented the project activities in the member states of the LCBC.

Problems that affected the smooth implementation of project activities are related to the peculiar setting of the location of the PMU at Ndjamena. The host country Chad do not have the facilities to support modern communication and therefore the project was hampered in implementing an effective communication platform until towards the end of the project.

During the course of project implementation, the PMU had to be relocated to Cameroon in 2006 and 2008 due to deterioration in the security situation in Ndjamena. This insecurity situation in Chad and the Central African Republic also affected the implementation of pilot demonstration projects in those countries.

Another aspect affecting smooth implementation of project activities include the use of two different implementing agencies procedures for some activities.

Overall the delays experienced in project coordination and management can be explained by the initial change in management, lack of clarity in the application of procedures, difficulties in communication and periods of insecurity in Ndjamena.

2.4 Project Impact on the regional agenda

The project has a great impact on the regional agenda of the Member States of the Lake Chad Basin Commission. The project has succeeded in bringing the Member States of the LCBC together to develop a SAP addressing the priority transboundary issues affecting successful management of the land and water resources of the Lake Chad Basin. Capacity of the national institutions in working together has been enhanced through the TDA and the SAP development process. In addition the capacity of national institutions to address local problems and developed National Action Plans to address them has created the foundation for implementing basin-wide IWRM in the Lake Chad basin.

For the first time, regional management plans have been developed for key wetlands in the Lake Chad basin ecosystem while the needs of local stakeholders have been integrated in finding solutions in a participatory manner.

The project intervention in Member States of the LCBC and the international need for a new system of water governance has elevated the issue of reforms in the management of land and water resources to the top of legislative agenda.

III. ASSESSMENT OF THE ACTIVITIES OF THE WORLD BANK AND GOVERNMENT

3.1 Assessment of the Activities of the World Bank During Project Execution

The World Bank has provided sufficient support and satisfactory performance in the implementation of the project.

3.2 Assessment of the LCBC s Activities During the Course of Project Execution

The LCBC performance during project implementation was satisfactory despite the tremendous stress due to insufficient technical staff to participate fully in the pilot demonstration projects.

3.3 Evaluation of the Effectiveness and Quality of Relations between the World Bank and the LCBC during Project Execution

The effectiveness and the quality of the relationship between World Bank and the Lake Chad Basin Commission during project execution has been satisfactory. The project has established new partnership between the LCBC and the World Bank in facing the environmental and developmental challenge facing the Lake Chad basin region.

3.4 Evaluation of the Performance of the Various Institutions, Consulting Firms and Consultants who Participated in Project Activities

All consultants, consulting firms and institutions that participated in project activities performed satisfactorily with the exception of the following;

Institution	Reason
ONG Rayuwa , Maine Soroa, Diffa province in Niger Republic	ONG Rayuwa received an initial disbursement of XAF 1,222,721 out of a total grant of XAF 8,151,470 from UNDP funds but fail to mobilize to the site for the local initiative project.
GIC ALMAHANA	Unsatisfactory results in the execution of UNDP funded Lake Chad Shoreline local initiative “Création d'une ceinture verte dans le village TAGAWA I & II Arrondissement de Waza Département du Logone et Chari” in the Waza prefecture of Far North region of Cameroon.

IV. OUTLOOK FOR THE FUTURE WITH RESPECT TO THE SUSTAINABILITY OF PROGRESS ACHIEVED

The Lake Chad region now has all the elements needed to assure sustainability of the results achieved by the project's impact. The SAP document and the future implementation framework articulated in Institutional Strengthening Study prepared by the project were both backed by resolutions of the regional Council of Ministers.

The regional institutional network built by the project has however not been incorporated into the institutional mechanism of the Lake Chad Basin Commission and this will require further donor intervention to support SAP implementation.

4.1 Sustainability of process

The prospect for the sustainability of the process is good due to the increased in the capacity of actors in terms of new knowledge, techniques and tools that were generated during project execution. It is however important that processes and lessons learnt be incorporated into procedures of the Lake Chad Basin Commission. This could be achieved through further consolidation of the results of the project in a second phase through institutional strengthening and focus on water governance.

4.2 Sustainability of impact

The project impacts are felt in some portions of the Lake Chad Basin more than in other portions. In the Komadugu-Yobe basin, it has been reported that for the first time in ten years, the water flow arrived at the Lake Chad early in July 2008 as a result of the interventions in the Komadugu-Yobe pilot demonstration project and the subsequent expansion of the local initiatives to clear the blocked water channels by the HJKYB Trust fund.

The success in the Komadugu-Yobe pilot demonstration project is also speeding the process towards institutional and legal reforms within the water sector in Nigeria. The EU and DFID has given further support to the government of Nigeria for reforming the water governance system. In the forefront of the advocacy and legislative lobbying for this reform process are the stakeholders and partners of the LCBC GEF Project who have benefitted from the projects capacity build effort. The HJKYB Coalition Partners made up of IUCN-KYB project, HJKYB Trust fund, Joint State IWRM committees, LCBC, KYB-WDI, C4C-NNWGI(successor to DFID JWL project) objective is to advocate for legislative reforms and institutionalization of IWRM practices in the land and water sector. The results of the Komadugu-Yobe pilot demonstration project is the main tool use in showcasing the benefit of IWRM to livelihood and the environment. The coalition partners are in the third year of implementing a 5-Year action plan. A draft water resources bill that endorsed the successful arrangement of basin management through the Water Charter initiated by the States in the Hadejia-Jama'are-Komadugu-Yobe Basin is currently in its third revision in the Nigerian National Assembly.

There are probably more of such impacts of the project in the Lake Chad Basin but it will need more time for them to be sufficiently large to be noticed.

The success of the Komadugu-Yobe pilot demonstration project both in terms of institutional, legislative, financial and environmental impacts points to the fact that the result of the project could be replicated in the whole Lake Chad basin provided donors continue to provide incremental cost support to the Member States of the Lake Chad Basin Commission. Donor support for the implementation of the Lake Chad Basin Strategic Action Programme is therefore imperative in ensuring sustainability of project result.

V- LESSONS LEARNED

5.1 General Lessons⁷

1. The pilot demonstration projects implementation has been very good. The lessons derived from joint fact finding, articulating proposals for solving local problems has been judged to be most beneficial to the stakeholders.
2. The TDA/SAP process is the best attempt at regional planning in a cooperative manner in the Lake Chad Basin. It creates a platform for competing sectors to appraise and agree on common problems and seek common solutions both in the national and regional level.
3. The project did not give enough attention to gender and youth involvement.
4. Project implementation using two different agencies and implementing different procedures has been cumbersome.
5. Capacity building of CBOs on problem identification, project proposals and implementation has been beneficial.
6. The methodology of engagement of stakeholders as a result of implementation of the project is different from what obtains in the LCBC and should be incorporated into the organization's work procedures.
7. The small grant from a donor and a matching grant from the communities has proved successful in getting the communities to work together in solving their own problems.
8. The project provided an opportunity for stakeholder groups to form partnerships, collaborate and develop synergies that reduce cost and bring about efficiency.
9. The use of MOU to form partnerships and develop synergies with strong stakeholder groups in solving complex problems at the wetlands level should be incorporated into the work procedures of the LCBC.
10. There used to be different plans within each country but the NAP process provides an opportunity to bring existing plans together and introduce the use of common tools and methodology in implementing IWRM in the Member States.

⁷ The general lessons are generated by the PSC members during the final PSC meeting held in December 2008 at Abuja.

11. It was not possible for the executing agency the LCBC to exercise full ownership of the project because the implementing agency has a total control of both project and financial management. This has impinge on efficiency of project implementation.
12. The pilot projects has enable the local communities to recognize their potentials and capabilities and that of other levels of government at the regional, federal, state and local levels.
13. The methodologies of stakeholder engagement demonstrated and validated in the pilot demonstration project should be incorporated in LCBC work procedures.
14. The development of the TDA and SAP has solved the problem of future project in the Lake Chad Basin Commission.
15. Staffing pattern in the PMU was adequate to the task.
16. Future projects should be implemented within the framework of LCBC condition of service
17. LCBC seconded staff to the project should provide the linkage from the Phase I and Phase II and in the future should form the nucleus of the new LCBC project implementation arrangement.
18. The Institutional Assessment reforms, the NAP and SAP implementation should form the core the of phase II of the GEF project.
19. The phase II of the project should address the need of building a strong link between the transformation of technical decisions into policies and political actions at the highest level of the Member States.
20. The results of IMCC, recommendations of the IWRM Study and NAP development processes should be incorporated in the institutional arrangement of the LCBC.
21. The Phase II of the project should develop a basin-wide communication strategy that will focus on key stakeholder groups including regional parliamentary committee and the ambassadors of the Member States.
22. Monitoring and evaluation should provide for a joint supervisory mission made-up of donors, government and project personnel
23. There should be capacity building of focal points and strong implication of national focal points and experts in the execution of the next phase of the project.

5.2 Lessons Learned on Effective Grant Management⁸

5.2.1 Seeking Appropriate Grantees

1. Use nontraditional media outlets and outreach methods to connect with potential grantees.
2. Take risks on nascent NGOs and CBOs.
3. Bring-in local experts familiar with local conditions where the grant program is to take place
4. Prepare to announce several rounds of grant giving opportunities since most proposal funding needs are small in nature until the initial available grant budget is exhausted.

5.2.2 Proposal/Concept Paper Preparation

1. Accept short concept papers before or instead of a full-length proposal.
2. Provide guidance in thinking through linkages between objectives, outcomes, methods and M&E indicators
3. Use local experts in the selection panel to help the most promising potential grantees develop the full-length proposal

5.2.3 Grantee Capacity Strengthening

1. Arrange field visits to the extent feasible and ask questions.
2. Be flexible with timelines and sensitive to time constraints.
3. Provide training and workshops based on grantee needs.

5.2.4 Monitoring and Evaluation

- Introduce monitoring and evaluation into the project planning process.
- Provide guidelines, assistance, and rationale for baseline data collection.
- Facilitate grantee selection of simple, measurable, and useful indicators.
- Encourage the grantor/donor to participate in monitoring visit during grant implementation.

⁸ The lessons on effective grant management were developed from the presentation on lessons learned at 5th Meeting of the PSC held in Niamey in April 2008.

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

UNDP contracted consultant provided inputs at time of the ICR mission. UNOPS provided comments and The UNDP regional team leader provided comments below in addition to comments provided directly into the text.

Comments received from UNDP

My main comment is with regard to the ICR rating of "moderately unsatisfactory" which does not reflect well the challenging working conditions of the project and the actual degree of achievements. As indicated by the ICR section 3.2 on achievements (pages 20-21) two major outcomes (the institutional assessment, and the investment plan) were not achieved. However, the following outcomes were achieved to satisfactory levels: (i) efficiently carry out a successful TDA/SAP process, (ii) derive lessons learned from pilot projects, (iii) assess the legislative and institutional frameworks of the member countries, (iii) enhance LCBC's institutional capacity, (iv) develop a stakeholder Analysis, (v) develop a transboundary strategy for a functional network of protected areas. The ICR itself indicates that these achievements are commendable and achieved under difficult conditions.

Comments received from UNOPS

We have reviewed the report here and although we are of course disappointed that in the end the project could only attract a rating of "moderately unsatisfactory" there is well reasoned explanations provided by the evaluator, the key finding of which is that the original project design was overly ambitious. The report does mention the achievements that the project had despite the difficult circumstances and mentions that the independent evaluation gave it a rating of "moderately satisfactory". So overall, as it is put in this report, it is to a large extent a matter of perspective - is the glass half-full or half-empty. As far as UNOPS is concerned, the report gives credit to our achievement where it is due and points out our weaknesses, which we acknowledge and have indeed identified during the course of implementation and taken the necessary steps to remedy these.

Annex 9. List of Supporting Documents

1. WB: LCB-GEF Project Appraisal Document; January 2003.
2. WB: LCB-GEF Trust Fund Grant Agreement; April 2003.
3. WB: Project Status (PSR) and Implementation Status Results Reports (ISR); 2003-2008.
4. WB: Aide-Memoires and BTOs of Supervision Missions; 2002-2008.
5. WB: Quality of Supervision Assessment (QSA6); August 2004
6. WB: Environmental Safeguard Audit for Komadugu-Yobe Pilot Project; June 2008.
7. WB: Environmental Safeguard Audit for Waza-Logone, Transboundary Desertification Control and Lake Chad Shorelines Pilot Projects; July 2008.
8. WB: Environmental Assessments and Resettlement Framework; 2002
9. WB: Country Assistance Strategies (CAS) for Cameroon (2003), CAR (2003), Chad (2003), Niger (2003 and 2008) and Nigeria (2005).
10. UNDP: Project Document RAF/00/G31/A/1G/31; September 2002.
11. UNDP: Mid Term Review; April 2007
12. UNDP: Annual Performance Reports and Project Implementation Reviews (APR/PIR); FY2004 - FY2008.
13. UNDP: Project Final Evaluation, April 2009
14. UNOPS: Audit reports for the years 2005, 2006 and 2007; October 2008
15. PMU: Institutional Assessment of LCBC, Final Report; June 2008
16. PMU: Assessment of the Capacity-Strengthening Needs of the LCBC; March 2006
17. PMU: Transboundary Diagnostic Analysis of the Lake Chad Basin; May 2007.
18. PMU: Strategic Action Program for the Lake Chad Basin; June 2008
19. PMU: National Action Plans for the 5 member countries; 2008.
20. Country (5) reports on Promotion of IWRM in the Lake Chad Basin countries: (a) Diagnostic économique et financier du secteur de l'eau, and (b) Diagnostic juridique et institutionnel de la gestion de l'eau et des terres; January 2008.
21. Report on Promotion of IWRM in the Lake Chad Basin countries: Diagnostic régional des aspects juridiques, institutionnels, économiques et financiers de la gestion de l'eau et des terres du bassin du lac Tchad; July 2008.
22. PMU: Project Implementation Manual; 2003
23. Poverty Reduction Strategy and equivalent Papers (PRSP) for Cameroon (2003), CAR (2006), Chad (2003), Niger (2008) and Nigeria (2004).
24. AfDB: Project Appraisal Report for the Lake Chad Basin Sustainable Development Program (PRODEBALT); October 2008.
25. PMU: Catchment Management Plans for Komadugu-Yobe (May 2006), Waza-Logone (November 2007), Lake Fitri (October 2007) and Lake Chad Shoreline & Northern Diagnostic Basin (May 2007) Pilot Projects.
26. PMU: LCB – Stakeholder Analysis.

27. PMU: Designing a Regional Strategy of Protected Areas of the Lake Chad Basin; June 2007.
28. Water Charter for sustainable and equitable management of the Hadejia-Jama'are - Komadugu-Yobe Basin; February 2007.

Annex 10. Enhanced Results Framework Analysis, synthesized from PAD and Prodoc

While the PAD and Credit Agreement did not provide a Results Framework, the project had a Logframe which contained objectives, outputs and outcomes. Logframe was the norm at the time of project preparation and its design did not include information on baseline and end-of-project targets. Key performance indicators are the following:

Increased numbers of stakeholders involved in local and transboundary water resource management issues, with the ability to influence decision making processes;

- Increased awareness of the impact of national policies on shared water resources by constituency groups;
- Implementation support for three pilot projects;
- Completion and adoption of the Strategic Action Plan (SAP), with a framework, timeline and Financing Plan for implementation of priority activities; and
- Increased donor involvement in and support for the SAP and LCBC Plan implementation.

Annex 2 of UNDP's Prodoc provides a detailed log frame for the project, but also does not provide baseline and end-of-project target values for its indicators. The Prodoc acknowledged that the project's success cannot be measured against Environmental Status Indicators (ESI), since it was of catalytic nature and aimed at mobilizing a process of institutional and regulatory reform, with a focus on capacity building and regional policy initiatives to address transboundary issues. Thus, the Prodoc expected that most of the indicators employed to track implementation progress (and to be defined by the PMU in its first year) would be Process Indicators (PI) and some Stress Reduction Indicators (SRI) such as changes to regulations, harmonized approaches to land degradation issues, and improvements in the LCBC's capacity to effectively address its mandate.

In its APRs/PIRs, UNDP monitored progress towards achieving the project objective through the following outcome indicators:

- A co-operatively developed and approved framework and co-ordination mechanism for regional and national interventions on behalf of the participating countries.
- Improved national and regional capacities for the long-term sustainable development of the resources of the Lake Chad Basin.
- Increased donor interest in and support for the efforts of the participating countries and the LCBC to achieve a sustainable future for the Basin.
- Documented, substantial stakeholder participation in the work of the project

To create consistency and clarity in reporting, UNDP's APR/PIR and Prodoc outcome indicators have been integrated with the outcome indicators used in the Bank's ISRs, to provide the following Results Framework for improved presentation of project outcomes, consistent with subsequent ISRs and APRs/PIRs and as an alternative for the Results Framework provided in Section F.

Global Environmental Objective (from PAD): To build capacity within the LCBC and its national committees so that it can better achieve its mandate of managing land and water resources in the greater Conventional Basin of Lake Chad.

GEO Indicator

	Baseline Value	Target Values	Values Achieved at Completion
GEO Indicator:	Policy and management decisions for the long-term sustainable development of the land and water resources of the Lake Chad Basin take place, through a strengthened institutional framework and an approved policy framework and co-ordination mechanism for regional and national interventions.		
Value	Inadequate policy framework and regional coordination for sustainable development of land and water resources in the Basin; donors are not informed and involved.	National and regional stakeholders endorse the NAPs, TDA and SAP, as the basis of a sustainable development framework for the Basin; donor support mobilized; LCBC reformed.	The TDA, NAPs and SAP have been finalized and adopted, and the SAP was endorsed at an Extraordinary CoM (June 2008).
Date	01/21/2003	01/20/2008 ⁹	12/20/2008
Comments	Partial achievement (60 %) due to lack of time in the project to implement the Institutional Assessment and to prepare the Investment Plan for the SAP, and the subsequent related decision of the CoM Chairman to postpone the donors' conference. Institutional and legal frameworks are yet to be harmonized in the member countries.		

Intermediate Outcome Indicators

	Baseline Value	Target Values	Values Achieved at Completion
Indicator 1	LCBC has been reformed, is operating more effectively and its capacity to sustainably develop LCB resources has been strengthened according to an endorsed IA.		
Value	Regional, national and local institutions are not able to co-ordinate policies and actions for managing the vulnerable LCB's resources in a	Recommendations for institutional reform of LCBC have been implemented, and LCBC functions effectively and efficiently as the regional LCB management institution. Capacity exists to implement CBO- based	The Institutional Assessment (IA) has been endorsed in the Extraordinary CoM (June 2008). CBOs and local stakeholders proposed and implemented projects addressing local

⁹ Closing date as agreed upon at time of project effectiveness

	sustainable manner.	approaches for local interventions. National and regional capacities for the sustainable development of the LCB resources have improved.	concerns. National teams developed the National Action Plans for the implementation of IWRM.
Date	01/21/2003	01/20/2008	12/20/2008
Comments	Partial achievement (60% of target). On request of LCBC, GTZ has agreed to support implementation of the IA. Plans, TORs and the budget for the recruitment of new technical staff have been developed and are awaiting approval of the CoM (expected to be held May 2009). The project could not serve as a capacity building instrument for LCBC through IA implementation.		
Indicator 2	Pilot project activities provide opportunities for stakeholder involvement and lessons on land and water management practices for inclusion in NAPs and SAP.		
Value	Limited avenues for public involvement in the management of the Lake Chad Basin system.	All pilot project activities are completed with substantial involvement of stakeholders. Workshops to share lessons learned on pilot activities are conducted and lessons are incorporated in the NAPs and SAP.	Local micro-grant activities were implemented in most pilot projects, with involvement of stakeholders, albeit with large delays and below target budgets. Six riparian states and the Federal Government of Nigeria approved a catchment Water Charter for the KYB.
Date	01/21/2003	01/20/2008	12/20/2008
Comments	Partial achievement (60 %): the Upper-Chari Basin pilot was cancelled and the Lake Fitri pilot project was curtailed due to the prevailing security conditions.		
Indicator 3	The Transboundary Diagnostic Analysis (TDA) and an IWRM study have been completed and adopted by the PSC.		
Value	Regional synthesis of available water resources data and information on socio-economic and environmental impacts of the use of basin resources	Data gap analysis has been performed and results are incorporated in the TDA. TDA and IWRM study are adopted by the PSC.	The TDA was finalized and adopted by national Technical Experts in September 2006. The IWRM study was adopted by the PSC in December 2008.

	not available.		
Date	01/21/2003	01/20/2008	12/20/2008
Comments	Target fully achieved (100 %).		
Indicator 4	The SAP and Investment Plan (IP) are endorsed by riparian countries and donors have pledged increased support for future investments in the Basin.		
Value	Donors are not substantially involved in the sustainable development of land and water resources in the Lake Chad Basin.	The SAP has been endorsed by riparian countries, a donor conference has been held and donors have pledged future investments.	The SAP has been endorsed by the CoM in June 2008. A donors' conference is under preparation for 2009. AfDB has approved the LCB Sustainable Development Program, to support SAP implementation; other donor funding is confirmed (EU, BGR and GTZ).
Date	01/21/2003	01/20/2008	12/20/2008
Comments	Partial achievement (60 %) since the IP has not yet been prepared and the donor conference has been postponed beyond project closure.		