

Document of
The World Bank

Report No: ICR00001457

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(TF-28408)

ON A

GRANT

IN THE AMOUNT OF SDR 7.831 MILLION
(US\$ 10.08 MILLION EQUIVALENT)

TO THE

GOVERNMENT OF THE ISLAMIC REPUBLIC OF PAKISTAN

FOR A

GEF-PROTECTED AREAS MANAGEMENT PROJECT

June 8, 2010

Environment, Water Resources, and Climate Change Sector
Sustainable Development Department
South Asia Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective February 28, 2001)

Currency Unit = Pakistani Rupee (Rs.)
US\$ 1.00 = 57.58

FISCAL YEAR
July 1 – June 30

ABBREVIATIONS AND ACRONYMS

AJK	Azad Jammu and Kashmir
CAS	Country Assistance Strategy
CBO	Community based organization
FMR	Financial Monitoring Report
FPA	Fund Protected Area
FY	Fiscal Year
GA	Grant Agreement
GDP	Gross Domestic Product
GEF	Global Environment Facility
GEO	Global Environmental Objective
GOP	Government of the Islamic Republic of Pakistan
ICR	Implementation Completion Report
IP	Indigenous Peoples
IPDP	Indigenous Peoples Development Plan
ISR	Implementation Status Report
LAC	Local Advisory Committee
MELGRD	Ministry of Environment, Local Government and Rural Development
M&E	Monitoring and evaluation
MOE	Ministry of Environment (formerly MELGRD, Ministry of Environment, Local Government and Rural Development)
MTR	Mid-term review
NGO	Non-government organization
NWFP	North West Frontier Province
OD	Operational Directive
OP	Operational Policy
PA	Protected Area
PAMP	Protected Areas Management Project
PAD	Project Appraisal Document
PDO	Project Development Objective
VCC	Village Conservation Committee
WVCC	Women's Village Conservation Committee

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Country Director: John Wall
Sector Manager: Gajanand Pathmanathan
Project Team Leader: Malcolm A. B. Jansen
ICR Team Leader: Valerie Hickey

ISLAMIC REPUBLIC OF PAKISTAN
Protected Areas Management Project

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MAP: IBRD 31282	

A. Basic Information			
Country:	Pakistan	Project Name:	Protected Areas Management Project
Project ID:	P035823	L/C/TF Number(s):	TF-28408
ICR Date:	06/08/2010	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	GOP
Original Total Commitment:	USD 10.1M	Disbursed Amount:	USD 9.4M
Revised Amount:	USD 10.1M		
Environmental Category: B		Global Focal Area: B	
Implementing Agencies:			
Ministry of Environment			
Department of Tourism, Wildlife, Archaeology and Fisheries			
Department of Wildlife			
Environment, Livestock, Wildlife, Forests and Tourism Department			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	10/17/1994	Effectiveness:	11/19/2002	10/25/2002
Appraisal:	12/01/1997	Restructuring(s):		07/13/2006
Approval:	04/24/2001	Mid-term Review:	07/22/2005	09/01/2005
		Closing:	12/31/2007	12/31/2009

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

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

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):	No	Quality of Supervision (QSA):	Satisfactory
GEO rating before Closing/Inactive status	Moderately Satisfactory		

D. Sector and Theme Codes		
	Original	Actual
Sector Code (as % of total Bank financing)		
General agriculture, fishing and forestry sector	56	60
General public administration sector	5	10
General transportation sector	7	
General water, sanitation and flood protection sector	7	5
Other social services	25	25
Theme Code (as % of total Bank financing)		
Biodiversity	20	40
Environmental policies and institutions	20	20
Export development and competitiveness	20	
Participation and civic engagement	20	20
Rural policies and institutions	20	20

E. Bank Staff		
Positions	At ICR	At Approval
Vice President:	Isabel M. Guerrero	Mieko Nishimizu
Country Director:	Asif Faiz	John W. Wall
Sector Manager:	Gajanand Pathmanathan	Ridwan Ali
Project Team Leader:	Malcolm A. B. Jansen	Najib Murtaza
ICR Team Leader:	Valerie Hickey	
ICR Primary Author:	Valerie Hickey	

F. Results Framework Analysis

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

The development objective of the project is to achieve the sustainable conservation of globally and nationally significant habitat and species within three protected areas (Chitral Gol National Park in NWFP, Hingol National Park in Balochistan and Machiara National Park in AJK) in Pakistan by the active involvement of local communities. This objective is to be specifically achieved through the following interventions: (i) Protected Area Biodiversity Conservation Management, which includes the following sub-components: (a) integration of custodial committees in park management and conservation; (b) preparation and implementation of park management plans; (c) improvement of park infrastructure; (d) improvement of park operations; (e) baseline resource inventory, research, habitat improvement and wildlife enrichment; and (f) public awareness and outreach; (ii) Sustainability of park management; (iii) Human resource development; and (iv) Project coordination and monitoring.

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 :	Reduction in loss of species and vegetation in the three protected areas by end of project period (i) improvement in cover density (ii) selective single species numbers increased			
Value (quantitative or Qualitative)		(i) Increase in cover density;(ii) markhor population in Chitral; musk deer, grey goral, western tragopan and monal pheasant populations in Machiara; and Ibex,Urial and Chinkara population in Hingol stable at end of project,		(i) CHITRAL - markhor population from 370 to 800 (ii) MACHIARA - musk deer (35 to 72), Grey Goral (100 to 384), Western Tragopan (75 to 122) and monal pheasant (238 to 436);(iii) Hingol- Ibex (1400 to 2000),Urial (350 to 500) and Chinkara (150 to 200).
Date achieved		11/01/2001		10/15/2009
Comments (incl. % achievement)	Cover density was considered difficult to measure and attribute to a project of relatively short duration. Changes in population numbers were measured as these provided a more direct and useful means to measure the impact of the project.			

(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 :	Reduction of unregulated grazing and timber/fuelwood collection within core zones of protected areas by 20% by mid-term and 40% by end of project			
Value (quantitative or Qualitative)		Reduction of unregulated grazing and timber/fuelwood collection within core zones of protected areas by 20% by mid-term and 40% by end of project		CHITRAL: 90% grazing reduction ;90% fuelwood reduction and 100% reduction in timber collection HINGOL: 45% livestock reduction (26,000) MACHIARA - 61 % of pasture lands under controlled grazing regimes; and 40% reduction in fuelwood use
Date achieved		11/01/2001		10/15/2009
Comments (incl. % achievement)	All targets for threat reduction were exceeded during the life of the project.			
Indicator 2 :	Reduction in poaching by 30% by mid-term and 60% by end of project			
Value (quantitative or Qualitative)		Reduction in poaching by 30% by mid-term and 60% by end of project		Based on sample site assessment poaching reduced by 95% in Chitral; 100% reduction in Machiara and 60% reduction in Hingol
Date achieved		11/01/2001		10/15/2009
Comments (incl. % achievement)	Reduction of poaching targets was exceeded.			
Indicator 3 :	Number of village conservation committees effectively implementing conservation related outcomes			
Value (quantitative or Qualitative)		57 village committees and cluster community organizations functioning in all		51 village conservation committees effectively implementing

		three national parks		conservation activities and cluster community organizations established in Chitral, Machiara and Hingol
Date achieved		11/01/2001		10/15/2009
Comments (incl. % achievement)	a few villages were clustered for implementation simplification but all households were covered through the 51 VCCs			
Indicator 4 :	Changes in incomes of households affected by restrictions in resource use			
Value (quantitative or Qualitative)		10% change in households incomes		Based on sample site assessment incomes increased between 0-20% of sampled VCC members
Date achieved		11/01/2001		10/15/2009
Comments (incl. % achievement)				
Indicator 5 :	Additional non-project resources channeled to Village Committees in project area for conservation and development activities			
Value (quantitative or Qualitative)		none		i) MACHIARA - PKRs. 525.09 million for community activities (irrigation, health, skills devt); (ii) HINGOL - PKRs 20 million for community activity; and (iii) CHITRAL - PKRs 4.3 million for sewerage systems, irrigation channel rehab. etc
Date achieved		11/01/2001		10/15/2009
Comments (incl. % achievement)	This was an indicator added during the project to reflect the effectiveness and usefulness of VCCs beyond the project.			

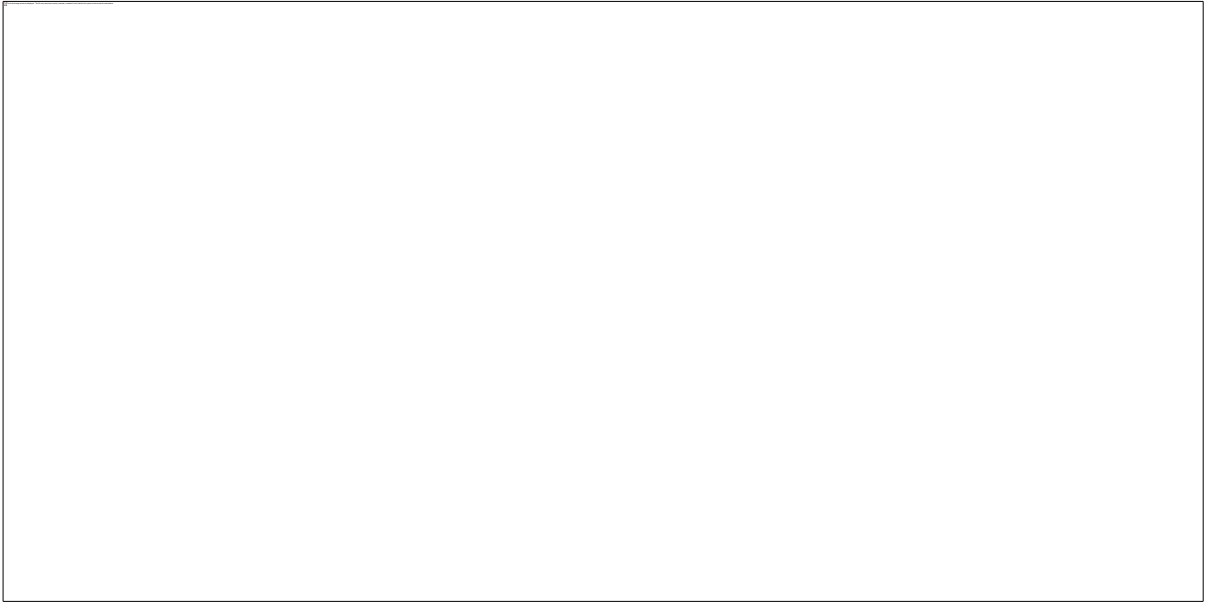
G. Ratings of Project Performance in ISRs

No.	Date ISR Archived	GEO	IP	Actual Disbursements (USD millions)
1	10/19/2001	Satisfactory	Unsatisfactory	0.00
2	05/10/2002	Satisfactory	Unsatisfactory	0.00
3	10/30/2002	Satisfactory	Satisfactory	0.00
4	01/21/2003	Satisfactory	Satisfactory	0.10
5	06/11/2003	Satisfactory	Satisfactory	0.20
6	12/22/2003	Satisfactory	Satisfactory	0.46
7	06/17/2004	Satisfactory	Satisfactory	0.65
8	12/06/2004	Satisfactory	Satisfactory	0.81
9	06/06/2005	Unsatisfactory	Moderately Satisfactory	1.22
10	11/19/2005	Unsatisfactory	Moderately Satisfactory	1.88
11	05/05/2006	Satisfactory	Satisfactory	2.23
12	08/01/2006	Satisfactory	Satisfactory	2.86
13	03/09/2007	Satisfactory	Satisfactory	3.65
14	08/14/2007	Satisfactory	Satisfactory	4.27
15	04/02/2008	Satisfactory	Moderately Satisfactory	4.90
16	11/28/2008	Moderately Satisfactory	Moderately Satisfactory	5.49
17	03/19/2009	Moderately Satisfactory	Moderately Satisfactory	7.72
18	09/29/2009	Moderately Satisfactory	Moderately Satisfactory	8.30

H. Restructuring (if any)

Restructuring Date(s)	Board Approved GEO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring in USD millions	Reason for Restructuring & Key Changes Made
		GEO	IP		
07/13/2006			S	2.73	To reallocate funds from existing unutilized funds available in the Ministry of Environment (MOE) and Balochistan budget line items to consolidate ongoing activities and provide additional funds to AJK.

I. Disbursement Profile



1. Project Context, Global Environment Objectives and Design

1.1 Context at Appraisal

a. Country Background. With its dramatic geological history, broad latitudinal spread and immense altitudinal range, Pakistan spans a remarkable number of the world's broad ecological regions. These range from the coastal mangrove forests of the Arabian Sea to the spectacular mountain tops where the western Himalayas, Hindu Kush and Karakoram ranges meet. This variety of habitats also supports a rich variety of different species which contributes to the overall biological diversity (biodiversity) of the country.

The project context was determined by the principal role that natural resources play in driving Pakistan's rural economy and in providing livelihoods to a majority of its population. The Government of Pakistan (GOP) was aware that the pursuit of rapid, decentralized economic growth, as was then happening, might occasion the loss of natural resources on which economic development ultimately depended. As such, they acknowledged the need to marry better resource stewardship to the execution of its development strategy. In the absence of environmental sustainability, economic policies would further widen inequalities and force rural people and others to exploit biodiversity at rates that would not be sustainable. As a result, processes such as deforestation, overgrazing, soil erosion, and salinity would escalate and have increasing and immediate implications for the nation's development in general and for the survival of rural communities in particular.

b. Sector Background. Natural resources – land, forests, fisheries, mineral wealth and tourism potential – featured prominently in Pakistan's development prospects. At the same time, government capacity to sustainably manage these resources was limited. Deforestation threatened the forests and was the primary environmental issue of the day. The resource conservation that did exist was chiefly donor-executed, uncoordinated, unaccountable to the Ministry of Environment, Local Government and Rural Development (MELGRD) and often implemented with the provincial governments playing only minor supporting roles. MELGRD was restructured during the project period to become the Ministry of Environment (MOE), but it retained oversight for the project throughout its lifespan.

The primary issues in the sector involved the rapid loss of quantity and quality of natural habitat leading to the depletion of species, populations and genetic diversity. Habitat loss, fragmentation and degradation – caused by deforestation for commercial and agricultural purposes, grazing of rapidly increasing livestock populations, fodder collection and soil erosion – resulted in a high rate of extinction. Deforestation had reduced natural forests (coniferous, riverine and mangrove) to just 4% of the land area, and remaining woody biomass was declining at a rate of 4-6% annually.

Species were also adversely affected by poaching and other factors that reduce population viability. Hunting, for which there continues to be a strong tradition in

Pakistan, had seriously affected several charismatic species, including threatened bird populations, such as the Houbara Bustard. Over-fishing and rampant and unregulated by-catch problems were underlying causes of species loss in the marine environment.

Although the GOP had established environmental agencies at both national and provincial levels, these were relatively new, lacked clarity over implementation responsibilities, faced a severe shortage of properly trained personnel and had little enforcement capacity. The protected area (PA) system, in particular, was an apt example of these weaknesses. Of the 189 PAs in Pakistan at that time, most existed only on paper. Management plans were few and far between, and where they did exist they were almost invariably technically deficient. Further, management of PAs was widely seen as a policing matter with little or no active participation of local communities. Physical demands on existing staff and equipment levels were also high – for example, the ratio of area conserved per staff member reached up to 7,537 ha per ranger in Balochistan.

The lack of adequate baseline information on natural resources in PAs was another factor that hindered biodiversity conservation. No inventories of plant and animal species had been undertaken. This restricted an accurate analysis of populations of key species, which meant that it was impossible to capture changes in their numbers over a period of time or to understand the effect of conservation initiatives. Awareness building mechanisms for increasing public support toward conservation issues were minor. They were mostly driven by non-government organizations (NGOs) who targeted narrow audiences in ad hoc manners.

c. Existing Government Initiatives. GOP's strategy on conservation of biodiversity had largely been defined by the establishment of an institutional framework, development of legal and policy infrastructure, and the establishment of a PA system.

The institutional framework was divided into two parts. **At the federal level, the Government, specifically the Ministry of Environment (MOE), was responsible for overall policy and planning, inter-provincial and territorial coordination and international liaison for environmental concerns.** Wildlife and Protected Areas issues are coordinated through its National Council for Conservation of Wildlife, established in 1974. Its office of the Inspector General of Forests conducts all policy, coordination and liaison matters related to forests, rangeland and wildlife management.

Actual conservation and management of biodiversity remained the responsibility of the provincial administrations. Institutions at this level varied in terms of structure, budgets and implementation capacity. In North-West Frontier Province (NWFP), Balochistan and Northern Areas, wildlife continues to be administered through the Forestry Department's Wildlife Division. In Azad Jammu and Kashmir (AJK), this responsibility falls to the Department of Tourism, Wildlife, Archaeology and Fisheries. In Sindh, the Wildlife Conservation Board oversaw all wildlife management and conservation issues. After Punjab, Sindh had the highest budget for wildlife management (Rs.29 million in FY 1998), followed by NWFP (Rs.21 million).

The federal government's principal policy instrument on biodiversity conservation is the National Conservation Strategy, developed in 1992, which called for (i) developing a national policy on wildlife management; (ii) strengthening the protected area system; and (iii) improving the legal and policy architecture to promote conservation. This built on the updated Forestry and Wildlife Policy of 1991 that had emphasized the need to reduce deforestation, conserve forests and biological diversity, promote social forestry and contain environmental degradation in watersheds and catchment areas. In 1999, the Government completed its first Biodiversity Strategy and Action Plan that set out a strategy for action under thirteen main components which corresponded to the Articles of the CBD: planning and policies, legislation, identification and monitoring, *in-situ* conservation, *ex-situ* conservation, sustainable use, incentive measures, research and training, public education and awareness, environmental impact assessment, access issues, exchange of information, and financial resources.

This policy framework was operationalized in legislation enacted at the provincial level, including through the Sindh Wildlife Protection Ordinance (1972), the Punjab Wildlife Act (1974), the Balochistan Wildlife Protection Act (1974), the NWFP Wildlife Act (1975), the Northern Areas Wildlife Protection Act (1975), the Azad Jammu and Kashmir Wildlife Preservation Act (1975), and the Islamabad Wildlife Ordinance (1979).

Pakistan's protected area system consisted of ten national parks, 82 wildlife sanctuaries, 83 game reserves and 14 private unclassified reserves. In FY1998, all provincial governments combined planned to spend Rs. 170 m managing their respective PAs. Often, these budgets were considered fungible and the first to be reduced in the face of economic stresses.

d. Country Assistance Strategy. The Country Assistance Strategy (CAS, 1999) identified the deterioration of Pakistan's natural resources as a key concern, and rough estimates attributed partial costs of environmental damage and pollution to the economy at about 3% of GDP per year. The conservation of Pakistan's natural resources, including biological diversity, was named an urgent priority. The Protected Areas Management Project (PAMP) was fully consistent with the CAS and indeed complemented it by filling an important niche in the existing program of activities, particularly in the natural resources sector.

e. Rationale for Bank Assistance. Endangered species and threatened critical habitats were most likely to continue to decline in the absence of the project. GOP lacked the resources to invest in biodiversity conservation despite its professed stake in conserving natural resources because of their key role in sustaining rural livelihoods and driving national economic opportunities. Staff skills would remain weak, and communities would remain excluded from decision making about the very natural habitats that formed the source of their livelihoods.

Moreover, the World Bank had a long-standing and productive partnership with Pakistan since the early 1990s, mainly through supporting programs aimed at

stewarding natural resources through improved land and water management. Based on this, the Bank's involvement was a logical continuation of such partnership, and was instrumental to the decision to pilot this ambitious conservation project in three provinces to serve as a catalyst to mobilize and reorient the Government's conservation programs towards co-management with local communities who were most immediately at risk should these resources disappear.

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

The project development objective (PDO) of the project was to achieve the sustainable conservation of globally and nationally significant habitat and species within three protected areas in Pakistan (Chitral GoI National Park in NWFP, Hingol National Park in Balochistan and Machiara National Park in AJK) through the active involvement of local communities.

This objective was to be specifically achieved through the following interventions: (a) integration of custodial committees in park management and conservation; (b) preparation and implementation of park management plans; (c) improvement of park infrastructure; (d) improvement of park operations; (e) baseline resource inventory, research, habitat improvement and wildlife enrichment; and (f) public awareness and outreach.

The Project Appraisal Document (PAD) included slightly inconsistent project performance indicators (one set in the main text and a less explicit one in the Project Design annex). This Implementation Completion and Results Report (ICR) uses the indicators as presented in the main text, since this version was agreed during negotiations and was subsequently used, with some modifications, for Implementation Status Reports (ISRs), a Global Environment Facility (GEF) evaluation and for overall assessment of the outcome of the project.

These key outcome indicators for measuring the achievement of the project development objective was presented as: Reduction in loss of species and vegetation in the three protected areas by the end of the project period, by showing (a) an improvement in cover density, and (b) an increase in numbers of an indicator species. Intermediate indicators included (i) Reduction of unregulated grazing and timber/fuelwood collection within core zones of protected areas by 20% by mid-term and 40% by end of project; (ii) Reduction in poaching by 30% by the project's mid-term and 60% by its end; (iii) Number of village conservation committees (VCCs) effectively implementing conservation related outcomes; (iv) Changes in incomes of households affected by restrictions in resource use; and (v) Additional non-project resources channeled to VCCs in the project area for conservation and development activities.

This final intermediate indicator was added, and subsequently monitored, only towards the end of the project period. In terms of the outcome indicator on improvement in cover density, this was subsequently considered to be too difficult to measure, and more

importantly, impossible to attribute to the project within its life span. As such, it was considered that monitoring the changes in selected species was a more accurate measure of the health and conservation status of the individual protected areas. As a result, this indicator (along with the intermediate indicators that monitored any reduction in timber/firewood collection, grazing and/or poaching) was considered sufficient to measure progress towards achievement of the project development objective.

The two additional indicators that appeared in the Annex of the PAD, namely (i) active Village Conservation Committees achieving reductions in wildlife and management conflicts within PAs and buffer zones; and (ii) local awareness of linkages between PA management, biodiversity conservation and community/household welfare were tracked using existing intermediary indicators, namely reductions in unregulated grazing and timber/fuelwood collection and reductions in poaching. These twin indicators provided a measurable and verifiable means of assessing the effectiveness of VCCs in the management of conflicts within PAs, and their understanding and appreciation of the explicit linkages between biodiversity conservation and local welfare.

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

The original objective was not modified and the associated outcome targets remained unchanged throughout the duration of the project. However, the Grant Agreement (GA) was amended following the Mid-term Review (MTR) to extend the closing date from December 31, 2007 to December 31, 2009. Additionally, on May 22, 2009, the GA was further amended in order to reallocate funds from existing unutilized funds available in the Ministry of Environment (MOE) and Balochistan budget line items to consolidate ongoing activities and provide additional funds to AJK. Additional details are provided in Section 2.2 (Implementation).

1.4 Main Beneficiaries

a. Primary target group. Primary stakeholders included affected communities that were resident in and around the PAs who made use of resources within core and buffer zones. In Machiara, these numbered around 2,800 households, in Chitral Gol about 1,900, and in Hingol around 750. Among this primary target group, women, poor households and indigenous people (e.g. the Kalash community in Rumboor valley, bordering Chitral Gol PA) were to be paid special attention to ensure that the project provided particular benefits to them due both to their dependence on resources in the parks and buffer zones, and their vulnerability.

b. Other key stakeholders. Other important stakeholder groups consisted of NGOs, community-based organizations (CBOs), governmental agencies, and the private sector. NGOs were an important stakeholder group, particularly in the Chitral Valley, because of their active involvement in biodiversity conservation and social mobilization. Other potential stakeholders included the private sector, particularly individuals and business concerns that had a direct or indirect interest in biodiversity conservation, nature tourism

and resource extraction. The benefit of involving private businesses and individuals, particularly with regard to ensuring sustainability, was a major reason for including them as important stakeholders. There were also foreign-funded development projects in the area, including the Chitral Area Development Program and the Environmental Rehabilitation Program, which were semi-governmental in nature, and with whose project implementation units PAMP engaged.

1.5 Original Components (as approved)

Component 1. Protected area biodiversity management. This component consisted of six sub-components, as follows:

- *Process framework for participation of custodial communities in park management and conservation.* Since the exact social impacts of village level investments were only be identified during project implementation, the Process Framework was to ensure that mitigation of any negative impacts deriving from restrictions on access by local communities to resources in the PAs would be based on participatory resource mapping involving the affected stakeholders, and on their consent regarding the scale of the restrictions and the type of mitigation measures to compensate any loss of income. This was to comply with the Bank OD 4.30 on Involuntary Resettlement (OP 4.12 today) and OD 4.20 on Indigenous Peoples (OP 4.10 today).
- *Formulation of detailed park management plan and strategy.* The project planned to strengthen park management through integrated activities leading to the development and implementation of a five-year detailed Management Plan and Strategy for the three parks. Since a draft management plan existed for Machiara, the entry point for project-related management support was at the updating stage, but other management planning actions such as training in park planning and management, data gathering, field surveys, research studies and community-based socioeconomic assessments and base-map preparation were still relevant and supported under the project.
- *Improvement of park infrastructure.* In order to improve the management of the PAs, the project was to provide limited support for the improvement of park infrastructure, including trails, bridges, trekking huts, camp sites with outdoor toilets, cooking facilities, wildlife observation posts, small road maintenance works and repairs, water and waste disposal facilities, signage and patrol huts. The type of infrastructure works would vary from PA to PA and would not include all of the above facilities in each.
- *Improvement of park operations.* Depletion of species populations by hunting and poaching represented the primary threat to biodiversity in all PAs. Toward this end, the project planned to support the installation of surveillance measures, increase law enforcement, improve monitoring of species, habitat conditions and disturbances as well as enhance community appreciation of biodiversity and participation in conservation.

- *Baseline resource inventory, research, habitat improvement and wildlife enrichment.* In order to achieve the project objectives, an understanding and appreciation of the underlying ecological and human systems and processes operating within and around each PA was required to carry out baseline resource inventory, research and other management activities. In all three project PAs, there was a paucity of information on the ecological and socioeconomic issues, making it necessary to mount a serious effort to generate critical baseline information required for PA management and results monitoring.
- *Public environmental awareness and outreach.* Biodiversity conservation can only be sustained if the will exists at all levels of society to act in a concerted and organized manner to ensure environmentally sensitive resource use and management. The project planned to implement an awareness campaign targeted at politicians, leaders of industry, foreign hunters, the military, the Pakistan Coast Guard, local schools and communities to build this will. Nearby urban centers also represented important elements in securing public support, as exemplified by the City of Karachi (the source of many hunters and fishermen who visited Hingol whether for legitimate or unlawful purposes). Environmental awareness and outreach programs needed to be very site-specific, so that the activities developed highlighted the special significance of the particular PA, its role in conserving global biodiversity and the importance of community-based management and conservation in achieving both short-term and long-term objectives and goals.

Component 2. Sustainability of park management. In order to ensure long-term sustainability beyond the life of this GEF grant, the project promoted public/private cooperation in the achievement of long-term biodiversity conservation by assisting with technical assistance and limited cost-sharing arrangements, private sector activities, income-generation activities (e.g., improved agricultural output activities, ecotourism, and user entrance fees) and nonprofit fund-raising activities. Given the limited tourist visitation levels for the foreseeable future given the security situation, the project proposed the establishment of a non-profit entity, the Park Association, to capitalize and manage a trust fund to complement efforts to strengthen institutional capacity, community participation and enforcement, surveillance and park management in order to ensure sustainability.

Component 3. Human resource development. The project was to support a strong training program to build capacity within the requisite wildlife departments for improved park management. Elements of the training program ranged from "on-the-job" training by international specialists to workshops and study tours covering a range of topics from legal and policy reform to tourism management. The Smithsonian Institution was to be requested to conduct a special 5-7 week training course in Conservation Biology and Wildlife Management based on the many workshops it had held in the region. The project was also to support diploma and certificate courses as well as Master's degree courses in Pakistan (2 slots per PA) and overseas (one slot).

Component 4. Project coordination and monitoring. Although the field-level execution of the project was to be the responsibility of the respective Provincial Governments through their wildlife or forestry departments, some level of coordination would be necessary at the federal level. The most important aspect of this coordination role was facilitating the development of policy and legislation relating to protected areas and ensuring that standardized systems were established at each level. The project was to provide support for a full-time Facilitator and short-term National Legal Specialist to provide guidance and advice on wildlife policy and legal reform. In addition, technical assistance services were to be available for the design of the Park Association and to conduct a Tourism Feasibility Study and Strategy for the three parks.

1.6 Revised Components

The components were not modified during implementation.

1.7 Other significant changes

Ongoing supervision missions, confirmed by the Mid-Term Review, revealed (a) a glut of savings in the Balochistan budget line item due to slow start up of activities that reduced spending on consultants, (b) the dearth of international consultants available to develop an ecotourism strategy at the federal level under the supervision of the MOE, and (c) the need to avoid community return to exploitation of PA natural resources in a post-earthquake situation and to re-affirm their continued engagement in conservation. As a consequence the following changes were made: (i) an extension of the closing date until December 31, 2009; and (ii) a reallocation of funds from the MOE and Balochistan budget line items mainly to consolidate activities in AJK related to community revolving funds and rural micro-enterprises.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

Following the Millennium Summit of 2000 and the 2002 World Summit on Sustainable Development, poverty reduction had become the overriding focus that guided international assistance to conservation. Accordingly, international support for biodiversity conservation was increasingly driven by social and economic objectives, and especially by its touted ability to contribute to poverty reduction. This project was premised on this model and was well prepared in light of the available information, at that time, on maximizing development and conservation gains.

a. Lessons learned and reflected in the project design.

Establishing clear linkages between economic benefits and resource conservation. The benefits of long-term sustained economic resource flows from conservation such as through tourism and employment in PA management were found to be essential to ensure sustainability in several conservation projects at the time, particularly in the India

Ecodevelopment Project. This project also highlighted that support for alternative livelihoods and provision of alternative means to meet benefits derived from PAs was contingent on cost sharing by local communities. This lesson was incorporated in the proposed project at the PDO level by focusing on community co-management and at the sub-component level by establishing reciprocal agreements with communities regarding continued limited resource use that provided them alternative financial flows to mitigate their loss of resource access in PAs.

Building understanding and consensus among stakeholders. A key lesson from other projects in the sector illustrated the need to build consensus among stakeholders on project objectives, activities and roles. In the proposed project, mechanisms for consensus building created at the preparation stage – such as the local advisory committees – were built upon and continued during the implementation phase.

Planning for long term sustainability. Providing start up funding, appropriate asset management arrangements and assessing the legal framework for the establishment of a trust fund were important lessons that had begun to appear in the sector. At the time of project preparation, conservation trust funds (such as the Bhutan Trust Fund for Environmental Conservation) were beginning to take shape internationally. Experience with these funds highlighted the value of having reliable funding available during the initial stages of a trust fund to begin investing in activities before investment income becomes available. PAMP planned its activities around the notion of establishing a Park Association early in the project that would be capitalized with \$2 m in seed funding. However, the Association was established late in the project and the opportunity to bridge its beginnings until it was flush with investment income was squandered.

b. Design flaws. Allocating equal budgets to each park – despite disparate political environments, level of apparent support and status and origin of threats to the resource base – did not provide the project with sufficient flexibility to meet the specific needs of each park. Similarly, the focus on establishing a trust fund as the key mechanism to ensure the financial sustainability of the community co-management architecture and the park infrastructure more broadly, coupled with the failure to operationalize this idea early in the project, burdened the project with a relatively unrealistic component from the very beginning. Moreover, the size of the trust fund, at US\$2 million, was a gross underestimation of what would be needed to earn the investment income that could realistically continue project activities in each park.

In addition, the monitoring framework developed at the appraisal stage of the project (Annex 1 of PAD) was vague and had to be modified during projects negotiations (revised monitoring framework in main text of PAD) and later in the project implementation to enable a more realistic assessment of implementation progress. The revised monitoring framework included a specific indicator “reduction in loss of selected threatened species in the three protected areas” that enabled a more realistic assessment of success of the project in the conservation of the globally important species (and indirectly their habitats) in the three protected areas. This replaced an earlier indicator on

forest cover. The monitoring of the revised indicators was regularly undertaken and reported.

c. **Risk assessment.** Risk identification was both comprehensive and objective, and resulted in an overall rating of Substantial. It covered generic risks from community participation and ownership to lack of financial resources in the long term, but also highlighted early on two risks that could have derailed the project. The project team worked with the responsible parties to affect policy change prior to the approval of the project to reduce the likelihood of these risks undermining the project, and continued to monitor the situation throughout the life of the project.

The first of these concerned a part of the Chitral Valley that was disputed by the ex-Mehtar (chief) of Chitral. To mitigate the risk, the project worked with the GOP to change the law gazetted Chitral National Park such that (i) private lands within the park boundaries remained under their current status, and (ii) without prejudice to the objective of biodiversity conservation, the rights of the owners of private lands within the Park would be fully respected under the laws of Pakistan. Until such time as these changes became law, this risk became a reality, slowed project activities and made community consensus all that much more difficult at the start-up of the project.

The second such risk concerned ongoing logging activities in Machiara National Park financed by an AJK parastatal – Azad Kashmir Logging and Sawmill Corporation. However, following a rapid review of the practice by the project team, the provincial government terminated all logging operations as of December 31, 1999, prior to the commencement of the project.

Notwithstanding the project's commendably frank assessment of risk, there was one glaring admission. While the Park Association trust fund was designed to mitigate the risk of a lack of available resources to sustain project outcomes and continue to engage local communities, it was poorly designed and the risk of it failing – given the potentially fragile political and financial environment in Pakistan and the lack of trust fund experience in similar environments – was never assessed.

2.2 Implementation

Key factors that affected implementation included:

The project's new approach to PA management, based on increased community consultation and participation, increased ownership and capacity building, but slowed implementation considerably as government staff took on new roles and engaged a larger number of stakeholders than they had traditionally.

The implementation of a significant portion of the project through provincial governments fostered (even required) more rapid capacity development than donor-executed conservation projects typically required in Pakistan, but their limited conservation and project management experience remained a constraint to

implementation at the initial stages of the project. However, with improved capacity building and training, implementation progressed rapidly in the second half of the project.

The implementation of a significant portion of the project through provincial governments vaccinated the federal authorities against learning lessons at the site-level that could have been applied more broadly to community co-management projects throughout Pakistan. The decision to move significant aspects of project implementation to the provincial governments was deliberate on account of the very weak capacity at the federal level and the understanding that overall responsibility for management of wildlife and forests rested with the provincial governments.

Provincial authorities in Balochistan were slow to buy into the objectives of the project, leading to slow start up of activities, a lag in disbursement, and a delay in consolidating village institutions.

The remote location and difficult field conditions, particularly related to security concerns, affected oversight and supervision. This also resulted in limited communications between the three parks and between each park and the federal government. These conditions also severely limited World Bank supervision and the recruitment of adequate technical assistance to guide activities.

The massive earthquake in AJK in 2005 resulted in a sudden shift in provincial and community priorities away from long term resource stewardship and towards more immediate survival concerns. However, the strong community institutions created by the project in the earthquake-affected areas enabled the effective and timely mobilization of post earthquake assistance and support to the affected communities and ensured that long-term conservation goals were not compromised.

The slow start to the project, partly based on issues arising from the proposed development of a hydropower facility in Hingol, affected staff morale and focused management attention on problems in some areas rather than on outputs and outcomes in others, resulting in some activities being delayed.

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

The outcome indicators in the Appraisal PAD (Annex 1) were relevant but not precise, and changed over the life of the project. The most precise indicators (in the main section of the PAD) were developed and agreed during project negotiations, and modified further during early project implementation to allow for more accurate tracking of effectiveness of conservation management, monitoring of village community institutions and improvements in household incomes. These indicators were then monitored regularly during the project period.

The most precise indicators relate to the reduction of external pressures and changes in population of selected species, based on a weak threat analysis and incomplete environmental baseline information. Other indicators particularly those relating to VCCs,

referred to unspecified levels of improvement, though they were backed by strong data on livelihoods.

M&E is rated as Moderately Satisfactory. Internal and external monitoring and reviews largely took place as scheduled based on the revised monitoring framework and indicators refined and developed during early project implementation. The quality of biodiversity and socio-anthropological M&E was raised to international standards with the assistance of a number of expert NGOs (e.g. WWF, IUCN). However the absence of a complete biodiversity baseline at the start of the project meant that considerable effort was needed to establish and refine baseline indicators during the early period of the project. Moreover, in order to reduce dependence on external TA for scientifically sound M&E, PA patrol and monitoring staff required considerably more field training than given to ensure accurate detection, analysis and estimation of species abundance. Nonetheless, the team was able to assess implementation progress by systematically tracking current numbers as part of supervision and they reported regularly on them through the Implementation Status Reports.

2.4 Safeguard and Fiduciary Compliance

a. Safeguards compliance. The project complied with World Bank safeguard policies indicated in the PAD: (i) Environmental Assessment (OP 4.01); (ii) Involuntary Resettlement (OP 4.12); and (iii) Indigenous Peoples (OP 4.10). Although the Forestry (OP 4.36) and Natural Habitats (OP 4.04) policies were not triggered at the time of approval, the project applied the principles of both safeguards.

Environmental Assessment. Though the project recognized that some of the community investments and park infrastructure activities may have environmental impacts, these were considered to be clearly small in scale and narrow in scope. While, there was no overriding framework with an assigned budget for environmental impacts' mitigation and management, the participatory framework for custodial communities in park management and conservation that was designed and implemented in the three protected areas ensured that park investments adequately identified and addressed such impacts.

Involuntary Resettlement. A Process Framework to mitigate against restricted access to resources in the three PAs was made a sub-component under component 1. As such it had clear budgetary and institutional arrangements, and was successfully prepared and implemented in each of the three parks. It was also included in the project's legal covenants.

Indigenous Peoples. As spelled out under OD 4.20, a separate Social Assessment was not mandated. Nonetheless, the project carried out a stakeholder assessment during project preparation to identify and engage potentially project affected peoples in and around the parks. However, despite the presence of indigenous peoples (IPs) in the project areas, an Indigenous Peoples Development Plan (IPDP) to prescribe demographic, institutional and legal framework for including IPs in the project was not prepared. The IPDP was necessary to comply with the OD (and OP 4.10 that supplanted the OD in March 2005).

Nonetheless, the project complied with the spirit of the policy, particularly by recognizing IP rights of access to parks and protected areas and their equitable participation in benefits from development of natural resources on lands owned, used or occupied by them. The project also worked to solicit broad community support for proposed activities and IP Village Conservation Committees (VCCs) had full access to, and decision-making power over, the natural resources they relied upon.

Natural Habitats and Forestry. Because the project affected – for the better – the management of natural habitats and natural forests (not commercial plantations), the spirit of these policies was applied in each of the three project sites. In addition, community investments were disqualified where they proposed conversion of critical natural habitat or commercial forestry.

b. Fiduciary compliance. The project mostly failed to comply with financial management requirements with the main weaknesses/noncompliance being in respect to (a) weak FM capacity with lack of/or quick turnaround of accounting staff; (b) poor maintenance of books of accounts/records, (c) delays in release of counterpart funds, and (d) failure to submit timely acceptable audited financial statements. The failure to submit audit reports in accordance with the required timeframes also resulted in temporary discontinuation of disbursements for Balochistan and AJK. Although it was initially designed that the project could potentially move to FMR (Financial Monitoring Reports) based disbursement after one year from inception of the project, this was not considered appropriate as most FMRs were still received late and contained deficiencies. These issues generally continued till the end of the project.

2.5 Post-completion Operation/Next Phase

Unfortunately, because the trust fund component of the project was not fully operational at the time of project closure, there remains a real urgency to identify additional co-financing for the trust to make it viable in the long term. While VCCs were largely dependent on park budgets (in a quid pro quo fashion where they participate in park management and engage in sustainable use practices in return for park support to village infrastructure and other activities) during the project period to refrain from returning to unsustainable resource use, each of the three parks require follow-on support to consolidate the very real gains made during the implementation of this project.

Some follow-on support has already been secured from the provincial governments. For example, in both NWFP and AJK, project activities have been extended beyond the project closing date until June 30, 2010. In addition, the provinces have prepared PC1s (project proposals) and submitted them to the MOE to support a consolidated project proposal that would enhance federal funding to the three project PAs. MOE is in discussion with the Ministry of Planning about securing this funding. This funding would support the technical assistance necessary for continued engagement of park authorities with the VCCs, which is particularly important given that significant funds remaining in the revolving accounts of the VCCs that could provide a valuable resource to sustain community interest and participation in conservation into the future.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

Project development and global objectives remain relevant in Pakistan, regionally and globally. The threats to Pakistan's biodiversity remain high and natural resources continue to play an essential role in the country's growth-oriented economic strategy. The Bank's proposed CAS (2010-2013) focuses on, among other things, providing support that strengthens the environmental and social sustainability of development, particularly to support pro-poor growth. This builds on the approach taken by the project in protecting the resource base on which rural communities depended for their livelihoods and for opportunities to attract investment.

The relevance of the project's objectives was high. The objectives comply with the GEF Operational Strategy in the following respects: (i) priorities were country driven and the selection of sites followed a participatory evaluation process to determine biodiversity value of PAs according to biogeographic representation, socio-economic considerations, degree of threat and feasibility of intervention; (ii) the project aimed to leverage long term financing through the establishment of an endowment fund; and (iii) the project targeted nationally, regionally and globally important biodiversity contained with forest, semi-arid, mountain and marine ecosystems.

The relevance of project design was high with respect to: (a) protecting the three national parks; (b) strengthening voice and customary rights of neighboring communities; (c) strengthening provincial capacity to steward natural resources and manage conflict with local communities; and (d) transferring international conservation practices to Pakistan.

The relevance of project implementation was high, though it suffered from inflexible sequencing which meant that the short timeframe of the project, especially when taking account of the difficulties of social mobilization and institutionalization, meant that the VCCs were not fully mature enough in at least one of the parks to be self-sustaining at the end of the project, particularly since the suite of microfinance activities intended to nurture the VCCs were not introduced until late in the project.

3.2 Achievement of Global Environmental Objectives

Project objectives were achieved to a large extent. Being of a clear innovative nature, outcomes of the project provided useful lessons, particularly in the area of local institutional development and community co-management. The handling of unexpected situations, particularly the failure of Balochistan to engage with the project, the earthquake in AJK and the larger security situation, were managed in a positive way that ensured that the project's GEO was met.

More specifically, the project made significant contributions towards achievement of the project objectives in the following areas:

- Protection of key forest areas in the three parks. For example, in (i) Chitral Gol, there was a 90% reduction in grazing and fuelwood reduction and a 100% reduction in timber collection; (ii) in Hingol, there was a 45% reduction in livestock grazing in the park; and (iii) in Machiara, 61 % of pasture lands were successfully put under controlled grazing regimes and there was a 40% reduction in fuelwood use.
- A significant increase in selected threatened species. For example, in (i) Chitral Gol – the markhor (*Capra falconeri*) population increased from 370 individuals at the start of the project to more than 800 individuals, a significant increase in an endangered species; (ii) Machiara – the number of Musk deer (*Moschus chrysogaster*), grey goral (*Naemorhedus goral bedfordi*), western tragopan (*Tragopan melanocephalus*) and monal pheasant (*Lophophorus impeyanus*) individuals increased from 35 to 72, 100 to 384, 75 to 122 and 238 to 436 individuals respectively, well above the baseline; and, (iii) Hingol – the Ibex (*Capra sibirica hemalayanus*) population increased from 1400 to 2000 individuals, the Urial (*Ovis orientalis vignei*) from 350 to 500, and the Chinkara (*Gazella bennettii*) from 150 to 200. This was helped by a significant improvement of the existing biodiversity monitoring systems with participation of the local communities. It was also complemented by a reduction in poaching by 95% in Chitral Gol, 100% in Machiara and 60% in Hingol.
- Increased support for protected areas in the project area, especially among local communities who hitherto only consumed resources from the park. At the end of the project, 51 village conservation committees were effectively implementing conservation activities in Chitral Gol, Machiara and Hingol. Their support was based in part on the increased emphasis on environmental education and capacity building of local communities regarding biodiversity conservation and sustainable use of natural resources, and in part on the up to 20% improvement in village incomes based on park support. The VCC institutional structures have been effective and useful beyond park management activities, as has been demonstrated by their ability to secure significant additional resources (equivalent of US\$7.3 million) from other donors and NGOs for community development. It also resulted from the successful implementation of an integrated approach to management, biodiversity conservation and sustainable use of protected areas that includes collaboration and complementary work between conservation and consumption agendas, in close interaction with local communities and stakeholders;
- Successful implementation of research and management projects, coupled with demonstration plots, aimed at key management needs. Each park has developed community-based monitoring guidelines that could enable the continued and regular monitoring of selected species populations, reductions in pressures on PA resources, as well as other proxies for community participation. In addition, the project has resulted in the development of performance indicators for the management of PAs in Pakistan, indicators that can be used more extensively in the country.

3.3 Efficiency

As required for a full-sized GEF project, an incremental cost analysis was done during the project preparation. **No formal economic analysis was completed for project implementation.** However, the cost-effectiveness of park management under the project was comparable with that elsewhere in the region. (See Annex 3 for details.)

3.4 Justification of Overall Outcome Rating

Rating: Moderately Satisfactory

The overall PDO/GEO outcomes are rated moderately satisfactory. The PDO/GEO remains highly relevant. Most planned outputs and additional relevant outputs added during implementation were delivered efficiently and cost effectively, at least in two of the three provinces. Government counterparts (initially in AJK and NWFP, and later in Balochistan) have demonstrated and maintained commitment supported by continuity in project management staff. The consultation process supporting community ownership has been effective, indicated by the strong and functional community structures that have been established in the three parks. Institutional capacity development and staffing has been positive, with a renewed commitment by two of the three provincial governments to maintain park staff numbers beyond the life of the project. Awareness creation has been exemplary with policy makers, clergy, media, school children, and local communities having a good understanding of the linkages between conservation and the sustainable maintenance of local agriculture and ecological systems. The management of the three parks have been substantially improved, which is manifested by the substantial (in most cases over two fold) increases in populations of key and threatened species in these areas. Over 750,000 hectares of biodiversity rich habitat is being effectively managed in the three parks, with enhanced management interventions, surveillance and community participation. The shortcomings rest in the mixed success achieved at the federal level with engaging MOE, and in the delay of the project to activate the proposed mechanism to ensure long term financial sustainability of the protected areas.

3.5 Overarching Themes, Other Outcomes and Impacts

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

The project specifically targeted women in each park, and provided support for the establishment of Women Village Conservation Councils (WVCCs) to meet cultural needs and promote women's empowerment.

(b) Institutional Change/Strengthening

Government agencies engaged with the local community at all levels. The project established local infrastructure to give local communities and non-government actors a voice in decision-making over natural resources in and around each park. This institutional interface is invaluable for continued conservation. Moreover, the

infrastructure has reduced park-people conflict as a result of the move towards participatory management of park resources.

(c) Other Unintended Outcomes and Impacts

There were no other significant outcomes or impacts.

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

There was no formal beneficiary survey or stakeholder workshop held.

4. Assessment of Risk to Development Outcome

Rating: Moderate

The risk that the PDO and GEO outcomes will not be sustained is assessed as moderate. Few PAs in the world are self-financing, and park funding generally relies on a mix of sources. Government budgetary support to PA management in general and to the three parks in particular was insufficient in the past and recent improvements in their management has relied heavily on resources provided through the project. Since continued international support to the parks is threatened by the recent destabilization in security in these provinces, mechanisms for sustaining the PDO and GEO have to be supported within the existing institutional and financial constraints that operate in these provinces. To this end, the provinces have made specific efforts to ensure that project gains are sustained. Two of the provinces have extended the project period by six months with their own financial resources and committed efforts are underway to obtain federal funding to continue to provide oversight and technical support to the parks to build on, and consolidate achievements made under the project.

Specific risks to development outcomes are linked to the following factors:

The sustainability of this project rests on the trade-off between local income enhancement opportunities and the costs and effort incurred in restricting their own use of natural resources in the PAs. Communities admit that this trade-off is fragile, and its sustainability is predicated on some level of continued investments flowing to communities to compensate them for restricted access. While the proposed mechanism – the Park Association trust fund – to sustain project interventions is not operational as of present, the community assets created under the project and the substantial financial resources available in the VCC revolving accounts, can continue to provide supplemental incomes to local communities and ensure their active participation in conservation of the park environment into the future.

Although limited, some attention was paid to the legal and policy base of participatory and co-management processes of PA decision-making. Though legislation was recently passed in AJK which allows for sustainable use of resources within PAs by custodian communities, and legislation now recognizes the participation of

communities in Chitral Gol and Hingol national parks, their empowerment and continued involvement cannot be taken for granted. Nonetheless, all three Project Directors are very confident that conservation activities in their respective parks will continue despite the closure of the project because of the strong and functioning community structures that are in place and the strong commitment within the respective wildlife departments to continue to engage communities in conservation of the park resources into the future. Moreover, the VCC infrastructure has been found useful beyond park management activities (e.g. in the case of the aftermath of the 2005 earthquake) in being able to manage and oversee significant additional financial resources from other donors. As a result, the VCCs will likely remain in existence in the medium to long term.

Staff positions have been regularized in two of the three parks, providing some level of comfort that capacity of provincial authorities to manage the parks will not disintegrate after project closure. In NWFP, about 80% of the project staff positions have been approved by the Government and discussions are ongoing in AJK to do the same. In the third park, Hingol, all thirty nine project contracted staff positions have been approved by Government and are in position. An additional 20 new staff positions in the field are anticipated to be approved in the next fiscal year. The presence of sufficient staff in the parks is a critical factor in ensuring that the GEO and PDO are sustained.

Nevertheless, the real biodiversity outcomes achieved provide more stable populations within each park that will help absorb some of the expected increase in resource use without endangering the GEO. The significant build up of populations of key animal species within the three parks, the solid co-management architecture that is in place, the substantial funds available in VCC revolving accounts in support of their continued engagement in conservation, and strengthened institutional management capacity of project staff is likely to be adequate to sustain the GEO and PDO over the medium to long term.

5. Assessment of Bank and Borrower Performance

5.1 Bank

(a) Bank Performance in Ensuring Quality at Entry

Rating: Moderately Satisfactory

The project was designed according to best practice at the time, but the Bank effort to ensure quality at entry was mixed and had significant shortcomings. Strengths included facilitating the selection of highly relevant objectives, encouraging a leading role for local communities and resource users and supporting active provincial government involvement. The revolutionary nature of the project may also have led to inadequate attention being paid to sustainability at the time of project preparation. Significant shortcomings in assessing sustainability continued to hamper implementation during the life of the project. The quality of monitoring framework at project approval and lack of a

comprehensive baseline prevented a full assessment of the impact of the project. Shortcomings in realistically assessing project readiness for implementation, leading to flawed site-selection, was a very real shortcoming, especially in Balochistan province where no buy-in to the project existed, but there were ongoing land tenure conflicts. The team's failure to adequately deal with problems identified prior to effectiveness, in particular land rights in Chitral Gol – meant that implementation got off to a rocky start and these problems reoccurred during the early life of the project.

(b) Quality of Supervision

Rating: Satisfactory

Actions taken by the Bank during supervision were mostly appropriate, timely and adequate, with some areas of notable achievement. Critical risks – such as with the lack of progress in Balochistan or the earthquake in AJK or threats to the integrity of the park in Balochistan – were appropriately flagged and addressed in a timely manner through relevant channels, even if resolution was not always immediately forthcoming. The task team made routine visits (when security permitted) to Chitral Gol, Machiara and Hingol and to the Ministry of the Environment offices and successfully followed each visit with detailed aide-memoires that flagged actions for follow-up. The team was also ready to engage the relevant expertise (e.g. legal) when problems arose that required such expertise. The team effectively raised issues affecting the project to management's attention and management responded actively and speedily to issues raised. These interventions had succeeded in effectively addressing problems that arose.

The team's ratings of GEO and IP were based on realistic assessment of the ground situation. The team was very proactive in resolving implementation lapses in the project, as was the case in helping move the project from “unsatisfactory” to “satisfactory” status in 2005/2006, through a very structured action plan to deal with the serious shortcomings of the Balochistan component, and then actively following up to ensure that these were resolved in a timely and comprehensive manner. The downgrading of the GEO to “marginally satisfactory” status in 2008 was based on a realistic assessment of the potential for the Fund for Protected Areas (FPA) becoming an effective and timely instrument for financing of the three protected areas at the closure of the project, on account of the delay of GOP to mobilize adequate co-financing for the FPA.

The team adopted the monitoring indicators to allow for more accurate tracking of impacts on species and reduction of threats on the three protected areas to compensate for the weak monitoring framework at design. The mid-term review (MTR) was well-timed and addressed key issues with quality inputs, particularly in its frank assessment of the failure of activities in Balochistan. In addition, the country team was involved in the project despite its relative small size in the overall country portfolio. Nonetheless, the task team did continue to rely on the poorly designed idea of the trust fund to ensure financial sustainability and continued community engagement.

(c) Justification of Rating for Overall Bank Performance

Rating: Satisfactory

Except for project activities in Balochistan and the failure of the project's proposed mechanism to ensure long term financial sustainability through the Park Association, the Bank made considerable implementation progress in a very difficult environment, where security concerns, remoteness of locations and difficult terrain were impediments to providing effective supervision and oversight. This was particularly true at the park level, though less so at the central level where project activities were given less weight than the park activities.

5.2 Borrower

(a) Government Performance

Rating: Moderately Satisfactory

At the beginning, federal level coordination through MOE was very weak. In the first few years of the project, high staff turnover led to loss of institutional memory, ineffective management and inconsistent commitment to the project. Upon transfer of responsibilities to the Inspector General of Forests, this coordination role improved significantly, though too late to fully implement some of the activities that were housed at this level (e.g. the ecotourism study and the Park Association trust fund). However, the government was slow to absorb lessons from the pilot sites and apply them to the protected area system more broadly.

Moreover, weak financial management continued throughout the project, despite using the Government's own financial and accounting systems, and despite moving to an FMR-based disbursement system after 2007. FMRs were still received late and contained deficiencies.

(b) Implementing Agency or Agencies Performance

Rating: Moderately Satisfactory

MOE, originally tasked with implementing the other three components, showed a reluctance to implement project activities in a timely fashion. As a result, and given MOE's continued intransigence, the attention paid to the activities under Component 1 in the three provinces began to predominate.

Borrower commitment to field activities varied sharply between the various provincial institutions involved in implementing Component 1. In two Provinces – AJK and NWFP – the authorities displayed strong commitment from the beginning. Activities occurred early and by the end of the project, park infrastructure and co-management architecture

was very solid. However, in the third, Balochistan, key stakeholders lacked commitment and successive supervision missions had to exert substantial pressure for change to even kick-start project activities. Nonetheless, by project end, co-management models were up and running in Hingol though the park hugely underspent its original budget, some of which was transferred to other budget line items.

(c) Justification of Rating for Overall Borrower Performance

Rating: Moderately Satisfactory.

Given the failure of the government in Balochistan to engage in a timely manner with park activities coupled with the reluctance of MOE to coordinate the project in a consistent manner or implement their own-managed activities in the early stages of project implementation, the borrower performance rating is only saved by the excellent commitment and actions of the NWFP and AJK governments. In addition, when the federal government responsibilities were transferred from MOE to the Inspector General of Forests, these activities finally began to take shape and improve towards the end of the project.

6. Lessons Learned

An effort should be made to ensure that key stakeholders share the vision of park management and protection before project effectiveness and throughout project implementation. Decisions about PA management often elicit strong opinions from a range of stakeholders. To build and maintain a common understanding across national, provincial and local levels, PA managers must engage stakeholders in discussions of key goals and strategies before project effectiveness. Otherwise stakeholder support is often just congealing at the end of the project when investments and resources dry up too soon to cement the new support. In AJK the park's commitment to building local awareness of project activities, the importance of biodiversity to local and national economies, and the role of communities in co-management established the groundwork for a very successful project (this was not guaranteed; during the Bank's first supervision mission, local communities in AJK prevented the mission from visiting the park) and for the government to extend project activities beyond the Bank's involvement.

Projects which aim to move away from a conflictual model of PA management to a co-management model must take action from an early stage to ensure the realistic design and early activation of mechanisms to secure financial sustainability of the improved environmental management model to maintain faith with community co-managers who are not in a position to give up resource use without compensation in some form (e.g. through the VCC investments).

Co-management models must be housed within larger entities that can provide technical assistance and support. The VCCs were confederated at each park and linked to local government, NGOs and related rural support agencies through Local Advisory Committees (LACs) that provided village members with comfort that their actions were

consistent with agreed principals, and ensured a more holistic co-management approach rather than a village-based piecemeal approach.

More attention must be paid to M&E. **Adequate attention to M&E design, implementation and utilization is important for every operation, but is essential for a project that proposes to test a new modality for park management that would serve as the model for other parks.** Capturing baselines against which to measure progress and test effectiveness are a critical part of project preparation, and should not be left until later in the project, when this could delay measuring success and cause the project to capture an inflated baseline rather than the without-project scenario.

Safeguard policies should be applied proactively. Applicable safeguard policies must be triggered and applied in all projects, including those whose explicit objectives aim to protect people and the environment.

A five-year project lifespan is not appropriate. PA projects in remote areas with weak institutions, inconsistent community support, a fragile financial base, poor communities who depend on PA resources for their livelihoods and uncertain political support need to be recognized as long-term engagements.

Flexibility is important in a dynamic context. One of the important challenges in Pakistan during the life of the project was the rapidly changing political and security environment. Flexibility in project design can make implementation more robust by allowing projects to take advantage of opportunities as they arise and to modify the structure and nature of project elements if needed. Moreover, task teams need to be prepared and empowered to take actions necessary to address inadequate project design.

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

(a) Borrower/implementing agencies

(b) Cofinanciers

There were no cofinanciers for this project

(c) Other partners and stakeholders

(e.g. NGOs/private sector/civil society)

No comments received from civil society partners

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in US\$ Million equivalent)

Components	Appraisal Estimate (US\$ millions)	Actual/Latest Estimate (US\$ millions)	Percentage of Appraisal
PROTECTED AREA BIODIVERSITY MANAGEMENT	7.05	6.93	98%
SUSTAINABILITY OF PARK MANAGEMENT	2.13	2.01	94%
HUMAN RESOURCE DEVELOPMENT	0.36	0.26	73%
PROJECT COORDINATION AND MONITORING	0.46	1.01	219%
Total Baseline Cost	10.00	10.21	102%
Physical Contingencies	0.27		
Price Contingencies	0.48		
Total Project Costs	10.75		
Project Preparation Facility (PPF)	0.00		
Front-end fee IBRD	0.00		
Total Financing Required	10.75		

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (US\$ millions)	Actual/Latest Estimate (US\$ millions)	Percentage of Appraisal
Borrower		0.67	1.08	161%
Global Environment Facility (GEF)		10.08	9.13	91%

Annex 2. Outputs by Component

The following components were envisaged at appraisal: (A) Protected Area Biodiversity Management; (B) Sustainability of Park Management; (C) Human Resource Development and (D) Project Coordination and Monitoring. The outputs by each of the above components are discussed in detail below:

Component A. Protected Area Biodiversity Management

Process framework for participation of custodial communities in park management and conservation: The main achievement in this component has been the establishment of a robust consultative framework to involve local communities in decision making on protected area management and community investments in the three protected areas. Over 5,000 families living in, and around the three protected areas have participated in the consultative process and project related activities. The consultation process supporting community ownership was effective as indicated in the strong community structures that seem to be functioning well at the three parks. Specific guidelines and rules were developed and used for community mobilization, mapping of community resource utilization, formation of VCCs, development of PA resource management strategies and mitigation, and participatory monitoring. The individual provinces intend to use these tested guidelines for enhancing community participation in other PAs within their respective areas.

Formulation of detailed park management plan and strategy: PA Management planning has undergone a fundamental shift during the project with participatory processes now mainstreamed in the management strategy. All three parks have new or updated management plans that have been developed with the engagement of the wider community and focuses not only on enforcement, but also management interventions that engage and benefit local communities. There is enhanced capacity in the three PAs to prepare and update their management plans. In each park, revised legislation now recognizes the participation of communities in park management and sustainable use of resources within the parks.

Improvement of park infrastructure: Park infrastructure has improved noticeably through the project. New and strategically useful infrastructure such as park staff housing, administrative buildings, trail networks, water supply schemes and patrol tents have been established under the project, and have helped improve park management and surveillance. The project created park administration facilities in Machiara and Chitral, and staff quarters in Hingol will enable the continued provision of management and administrative oversight for activities in the respective parks. In addition, a number of trail networks were created or improved in Machiara and Chitral and irrigation and water supply schemes developed in these two PAs. At the community level, the VCCs at all three PAs have been able to solicit new and improved community infrastructure in the form of water supply and irrigation systems, solar lighting, fuelwood distribution and

liquid propane gas outlets, local health dispensaries and health staff, housing improvements and trail upgrading from non-project funding sources.

Improvement of park operations: The purchase of equipment such as binoculars, communication and other field equipment has enhanced surveillance and enforcement at each park. Additionally, surveillance and enforcement capacity has also been enhanced with community participation. Communities have recognized the economic value of protecting their resources from exploitation from outsiders and developed and improved surveillance and management structures to manage them. Staff and community capacity to reduce illegal activities has greatly improved. Almost 700,000 hectares of biodiversity rich habitat is now more effectively managed in the three parks, with improved management intervention, surveillance and community participation.

Baseline resource inventory, research, habitat improvement and wildlife enrichment: Development of geographic information systems based topographic and ecological databases for all three parks that provided a valuable tool for protected area management planning. These databases provide information on distribution and habitat types within the parks and are helpful in monitoring wildlife changes through time. Baseline research on vegetation, ornithology, rangelands, socio-economic conditions and wildlife are helping park staff define interventions for improving management of park resources. Periodic monitoring of key wildlife species and their distribution has provided valuable information on the status of species and the health of the ecosystem. Each park has developed community based monitoring guidelines that will enable a continued and regular monitoring of the status of key species populations, PA management effectiveness, community participation and other related aspects.

Public environmental awareness and outreach: The project has made a remarkable contribution to public awareness by targeting communities, politicians and, importantly religious leaders. VCCs members have emphasized that they have learnt about the importance of conservation through the project. They seem to now have a strong sense of ownership and pride in the uniqueness of their natural resources. Signboards are widespread around the surroundings of the parks, newsletters in local language and leaflets are available, information about study and exposure visit and training workshops for staff and communities are widely circulated and a number of nature clubs for children are functioning.

Component B. Sustainability of Park Management

The sustainability of project interventions as outlined in the Appraisal PAD was to be achieved through: (i) a Fund for Protected Areas (Park Association, or FPA); (ii) establishment of VCCs, which would empower local communities to conserve biodiversity within PAs; (iii) improved capacity within provincial wildlife departments for effective management of PAs; and (iv) creating awareness of the importance of conservation. The FPA has been established with legal status, governed by a board of directors, with defined rules and regulations and financial procedures, and management and fund raising expertise. However, the FPA is not fully operational. To be fully

operational, it is expected to generate matching funds from in-country sources. MOE is in discussion with the government to solicit public funds to enable the FPA to become fully functional. In the meantime, a PC1 (project proposal) has been developed to seek federal government resources to continue some level of support (namely technical assistance and training) to the three PAs until such time as the FPA is functional and generates sufficient resources to support the PAs.

VCCs have been empowered and co-federated at the PA level into larger district or sub-district entities to give the VCCs a greater voice and status. The implementation of the VCC revolving funds and microfinance initiatives give reason to believe that some, if not all conservation activities will continue on the medium and longer term. Project staff positions have been regularized in two of the three PAs (and discussions are ongoing to do the same in the third park) that will provide the institutional capacity to continue to manage the PAs and engage the local communities. Awareness raising has had a very positive outcome and will no doubt contribute significantly to future conservation efforts.

Component C. Human Resource Development

The capacity of the staff in the three PAs has been substantially enhanced technically and physically and has helped facilitate and guide park management. Collaboration with TA teams and participation in courses at local and foreign universities has built technical capacity, and physical capacity has improved by purchase of equipment, vehicles and construction of park headquarters to help coordinate their activities. The increase in populations of selected key species and reduction in the number of illegal and unsustainable activities is indicative of the enhanced capacity of the staff to manage the parks as well as carry out monitoring and community development activities. The approval of 80% of project staff at Chitral and all of the project staff at Hingol will significantly help them to continue and sustain conservation activities. The Wildlife Departments of AJK and NWFP have shown interest in replicating the project participatory model in other protected areas in their respective provinces, and the enhanced capacity and experience developed through the project would be beneficial in this respect.

Component D. Project Coordination and Monitoring

Although the field level execution of the project was the responsibility of the respective provincial governments through their respective wildlife and forestry departments, some limited level of coordination was envisaged at the federal level. While, not fully successful, the MOE helped facilitate the development of legislation relating to PAs and management plans at the provincial level and ensuring that there was some standardization across each level. The MOE also helped organize regular technical meeting and site visits to enable the PA staff to share experiences and learning. Building on experiences in the three PAs, the MOE facilitated the development of performance indicators for PAs in Pakistan that can be used more widely throughout the country. MOE also facilitated an independent review and impact assessment of the project that assessed whether planned project outcomes and objectives have been met. However,

some studies such as the ecotourism study was not commissioned due to the non-availability of suitable local expertise. Further, the initial lethargy (subsequently rectified by the transfer of the project to the Inspector General of Forests) delayed the design and operationalization of the Park Association.

Annex 3. Economic and Financial Analysis

The project did not undertake an economic analysis. Instead, as required for a full-sized GEF project, an incremental cost analysis was prepared during project preparation, assessing the total cost of GEF alternative at US\$10.8 million. This was also the actual cost of the project. A rough assessment of cost-effectiveness is possible on the basis of comparing PA management cost per unit area with other countries. Considering the total project cost of US\$10.8 million and the total hectares managed under the project (619,043 ha in Hingol; 7,750 ha in Chitral Gol; and 37,147 in Machiara), the project provided a degree of park protection and management for eight years of its duration, which translates to about US\$2/ha/year (or US\$185 per km² per year). Correcting for the cost of the three components not focused solely on management activities, the annual cost of PA management was about \$1.5/ha/year.

This was broadly consistent with a mean budget of PA budgets from developing countries during 1990s, which was US\$1.57/ha/yr (James et al, 1999).

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Malcolm Jansen	Senior Environment Specialist	SASDI	TTL
Ethel Sennhauser	Sector Manager Agriculture	LCSAR	Past TTL
Najib Murtaza	Senior Natural Resource Specialist		Past TTL
Nadim Khouri	Senior Agriculturist		Past TTL
Zia Al Jalaly	Senior Social Development Specialist	SASDS	Social and participatory aspects
Anwar Ali Bhatti	Financial Analyst	SACPK	Disbursement
Kevin John Crockford	Senior Rural Development Specialist	SASDA	
Hasan Saqib	Sr. Financial Management Specialist	SARFM	Financial Management
Asif Ali	Sr. Procurement Specialist	SARPS	Procurement
Valerie Hickey	Environment Specialist	LCSDE	
Riaz Mahmood	Financial Management Analyst	SARFM	Disbursement
Tekola Dejene	Consultant	AFTAR	
Hasan Masood Mirza	Consultant	SARPS	Procurement
Naveed Saeed	Consultant	SARFM	Financial Management
Shabir Ahmed	Program Assistant	SASDO	
Ghulam Ali	Program Assistant	SASDO	
Shahnaz Meraj	Team Assistant	SASDO	
Cecilia Belita	Sr. Program Assistant	SASSD	

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	US\$ Thousands (including travel and consultant costs)
Lending		
FY94	n.a.	27.62
FY95	n.a.	27.33
FY96	n.a.	29.57
FY97	n.a.	106.47
FY98	n.a.	133.34

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	US\$ Thousands (including travel and consultant costs)
FY99	n.a.	76.15
FY00	17.22	43.91
FY01	39.82	71.00
FY02	.47	2.44
Total:		509.77
Supervision/ICR		
FY02	32.17	31.65
FY03	23.44	75.93
FY04	15.07	51.78
FY05	9.37	22.63
FY06	16.69	68.95
FY07	8.51	31.56
FY08	10.14	40.88
FY09	5.15	22.39
FY10	7.76	40.25
Total:	128.30	386.02

*n.a. – not available

Annex 5. Beneficiary Survey Results

Neither the project nor the ICR exercise carried out a formal beneficiary survey at the end of the project. However, an independent evaluation did interview individuals and families involved in two of the three PAs. The main feedback was that Village Conservation Committees (VCCs) were well received and their institutional development considered a real benefit of the project. However, Women's Village Conservation Committees (WVCCs) did not necessarily thrive and many women involved felt that they were still marginalized in decision-making, largely by the other VCCs. In addition, the VCCs related to the parks on a strict quid pro quo basis, supporting conservation outcomes when they were provided direct benefits in the form of micro-credit or alternative incomes.

Annex 6. Stakeholder Workshop Report and Results

A formal stakeholder workshop was not organized.

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

Background

Protected Areas Management Project (PAMP) was implemented in Pakistan between January 1, 2003 and December 31, 2009. The project was funded by Global Environment Facility (GEF) under a Trust Fund Grant Agreement (TFGA) through the World Bank (WB) with a cost of US\$10.750 million including a contribution of US\$0.670 million by a Government of Pakistan. It addressed conservation of globally important habitats and species of three Protected Areas (PAs) of the country including Hingol National Park (HNP) in Baluchistan Province, Chitral Gol National Park (CGNP) in the North West Frontier Province (NWFP) and Machiara National Park (MNP) in Azad Jammu & Kashmir (AJK). These Protected Areas represent marine, estuarine, arid range land, mountain and forest ecosystems and contain species of national, regional and global significance.

The Project was implemented by the Ministry of Environment, GoP (Grant Recipient), GoB, GoNWFP and GoAJK. The Project had 4 major components including Protected Area Biodiversity Management, Sustainability of park management, human resource development and project coordination and monitoring. Major interventions of the project included integration of custodian communities in the Park management and conservation; preparation of Park Management Plans for three Protected Areas; Development of Park infrastructure; improvement of Park operations; carrying out baseline inventories, research, habitat improvement and wildlife enrichment; Public environment awareness and Human resource development.

Overall assessment of Project Outcomes

PAMP implementation has rendered numerous useful outcomes. Integration of custodian communities in the Park management has resulted in emergence of community institutions at the grass root level. The process of community organization culminated in formation of Village Conservation Committees, Cluster Organizations, Local Support Organizations and District Conservation Committees. Park Management Teams came into being and Village Conservation & Development Plans were prepared through a participatory process. Village Conservation Funds were established for implementation of these plans. The capacity of community institutions and the staff of Park Administration was developed. Management Plans were prepared for Hingol, Chitral Gol and Machiara National Parks with the participation of custodian communities, the PMTs and other stakeholders. These plans are now available to the Park Managers to pursue the prescribed Park Management. The Management Plans not only provide management strategies but also form basis for future projects and readily provide data on Park resources. The improvement of Park infrastructure has resulted in a network of trails, mountain huts, Rangers stations, roads, bridges, office & residential buildings etc. This has ensured the presence of Park staff within the Park premises and has enhanced their mobility in the Protected Areas thus improving their surveillance against poaching and illegal exploitation Park resources. Improvement of Park infrastructure has also benefited the communities and has enhanced visitor's moment in the P.As thus promoting

ecotourism. Improvement of Park operations has benefited Park surveillance through improved communication between the field staff and Park headquarters. Establishment of Ranger Stations and field hut has facilitated staff accommodation in the far flung areas of the Park as a measure against poaching. Appointment of Community Wildlife Watchers has provided jobs to community members at the local level and has acted as an incentive for their participation in conservation. The reports and studies physical and biological resources of the Pars are now available for management planning, education and monitoring of trends. The programme of conservation education and awareness raising is in progress and the professional capacity of Park staff and communities has been enhanced. The institutions for P.A management are now in place with scientifically prepared management plans, supportive communities. Trained and well equipped staff with good park infrastructure and operational capacity.

Project Performance

The Project has been completed successfully. The overall performance of the project was satisfactory. The targets set for each of the three Protected Areas have been achieved. The objectives of community organization and integration of custodian communities into Park management was successfully achieved. The Park infrastructure in the project area was effectively improved and capacity of the Park staff was successfully improved for effectiveness of Park operations. Management Plans were prepared for Hingol, Chitral Gol and Machiara National Park and baseline inventories of the Park resources were conducted. The habitat improvement works, research studies and wildlife enrichment program was also carried out on schedule. The comprehensive program of Public environment awareness was addressed and mechanism for sustainability of Park Management was outlined. Human resource development was also carried out for building capacity of the Park staff and communities. All the project interventions were carried out despite belated start of the project, delayed release of funds due to procedural constraints, disastrous earthquake in Machiara National Park, heavy floods in Hingol National Park and lack of trained staff for project implementation. All the implementing agencies worked in complete harmony for a successful completion of PAMP.

Statement of expenditure

Expenditure incurred by Project implementing agencies on implementation of PAMP is shown in table below.

Implementing Agency	GEF – TFG Allocation (Million Rupees)			Local Component (Million Rupees)		
	Allocation	Expenditure	Difference	Allocation	Expenditure	Difference
MoE	22.494	24.281	+1.787	3.900	1.374	-2.526
Hingol National Park	220.918	180.170	40.748	25.730	30.438	+4.708
Chitral Gol National Park	193.805	208.950	+15.145	19.406	19.622	+0.216
Machiara National Park	207.434	257.931	+50.479	15.900	19.400	+0.500

Lesson Learned

The PAMP has been highly useful in conservation of biodiversity and P.A management in Pakistan and has been received by communities and implementing agencies with particular interest and enthusiasm. The Project was a demonstration of good team work of all the implementing agencies. Integration of communities into P.A management, there empowerment and provision of legal and financial incentives were key to successful participatory management of P.As. The process of community organization for participatory natural resource management is highly sensitive, complex and lengthy. It requires specially trained manpower to carry it out. All the implementing agencies therefore require capacity building of their staff for the purpose. The project implementation period of 5 years was too short for implementation of PAMP. Extension of the project period by 2 years was a blessing. The implementation of such a project should be preceded by a preparatory phase of 1-2 years to cater for the initial staff orientation courses, opening of special accounts and community organization. The planned project period was not enough for the maturity of community institutions which still require considerable time to get going. The custodian communities had high expectation about incentives in the form of jobs and village development program but the amount of VCF was quite limited. However the project has built capacity of communities to tap other sources for micro-enterprise development. Capacity building of the Park staff should be a continuous process. Emphasis should be placed on long term courses instead of several short term trainings. Rapid turns over in T.A Teams affected the project adversely. This situation needs to be overcome in future projects. A number of constraints and bottle necks were faced in project implementation. It has been experienced that dedication, team work and endurance by the implementing agencies can overcome all the hurdles. Apart from the field work, financial management of the project is highly important. The staff of the project needed through training in World Bank Accounting Procedures.

Assessment of Sustainability

Sustainability of P.A management in the post project period is of vital importance to take this unique model of participatory management to maturity and institutionalize it as a future practice. The prospects of sustainability of P.A management are encouraging. Financial sustainability of the program will be ensured partially through Fund for Protected Areas (FPA) an endowment established for this purpose. The amount of FPA needs to be enhanced by contribution of GoP share and fund raising from other sources. Windows of Provincial Development Programme are also open and the respective implementing agencies can tap these windows. Prospects of attracting other donors to this programme also exist. Replenishment of Village Conservation Fund (VCF) is also important for implementation VCDPs.

The sustainability of institutions including the Wildlife and Forestry Departments as well as community institutions will also determine the sustainability of P.A management. There is great likelihood that these institutions will live long. The GoNWFP and GoB have already regularized several positions in Chitral Gol and Hingol National Park

respectively and the Govt of AJK is expected to do in same these in June 2010. Support to community institutions by the Govt and other donors will ensure their sustainability. Technical Sustainability will be ensured by the respective Wildlife & Forest Departments who are fully capable of managing Protected Areas on the lines of PAMP. Since the Project Directors are still serving as heads of these institutions, technical support for the programme will be available. Maintenance of Park infrastructure is the responsibility of implementing agencies. The importance of this maintenance needs emphasis. Since the Park operations form a part of regular programme of the Wildlife Department and the heads of Park Administration in Baluchistan, NWFP and AJK are staunch advocates of P.A management, the sustainability of this programme is ensured.

Future Direction

The PAMP should be adapted as a model for P.A management. It should be replicated and extended to other Protected Areas in the country. The GEF, World Bank and the Ministry of Environment should seriously consider launching of a Phase-II of PAMP to stabilize the achievements of the concluded project, strengthen VCCs and other community institutions and make P.A management sustainable. This project should preferably be for a period of 7-10 years and should keep in view the lessons learnt in PAMP implementation. The MoE may expedite contribution of the share of GoP towards the FPA and make the fund operational. Funds may also be arranged for administrative expenses of FPA including hiring of a full time Chief Executive. The World Bank may also relax the condition of linking of operation of FPA to receipt of GoP contribution. The unspent amount of TFG may also be transferred to the FPA.

The community institutions should be strengthened. The Park Administration should keep constant liaison with the communities and help them in securing donor assistance for their micro enterprise development and Village Conservation and Development Plans.

All the project staff should be retained in their respective positions and kept mobile and busy with the same routine functions that they performed earlier. Community Wildlife Watchers must not be laid off and should continue performing their duties as in the project.

The Project Implementing Agencies should regularized the services of project staff for the post project period and place them on recurring expenditure. Special conservation and development projects should be prepared and launched in the three Protected Areas to implement Park Management Plans developed under the PAMP.

The other government departments and the NGOs should be encouraged to focus their conservation and development program on the villages in and around the Protected Areas; through custodian communities.

It is proposed that GEF/ World Bank may make arrangements to continue providing technical advice and coordination service to the Project Implementing Agencies of Hingol, Chitral Gol and Machiara National Park as a support to sustainability of PAMP achievements.

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

Not applicable

Annex 9. List of Supporting Documents

World Bank documents

- Project Appraisal Document
- Aide-memoires
- ISRs
- Quality Assurance Group Evaluation, 2006
- Audited financial reports

Other

- IUCN, 1996. Biodiversity Action Plan and Protected Areas Management Project Interim Report
- Dunira Strategy, 2009. Third Party Evaluation
- Management Plans for Machiara, Hingol and Chitral
- Community based monitoring reports for Machiara, Hingol and Chitral
- Revised Wildlife Protection Acts for Machiara, Hingol and Chitral
- Performance Indicators for Management of Protected Areas in Pakistan (2002)
- Proceedings of Media Workshop on Environmental Journalism (2004)
- Operational Manual of Community Participation (Machiara)
- Manual for Training in Fuel Efficient Stoves for Women (2004)
- Community Microplans
- Sustainability Plan for Chitral Gol
- Framework for Monitoring of Park Management Performance for Hingol (2006)
- Fund for Protected Areas: Baselines, Structure, Powers and Operational Manual
- James, A., Gaston, K., & Balmford, A. 1999. Balancing the earth's accounts. *Nature* 401: 323–324.

Project Progress and Completion Reports

- Machiara National Park (March 2003-December 2007; January 2008-December 2009)
- Hingol National Park (2005-2006; July 2008-March 2009)
- Chitral Gol National Park (MTR report)
- Machiara National Park (Project Completion Report)

MAP

I N S E R T

M A P

H E R E

AFTER APPROVAL BY COUNTRY DIRECTOR
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