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## **Mainstreaming Sustainable Land Management in Rangeland Areas of Ngamiland District Landscapes for Improved Livelihoods**

**UNDP PIMS: 4629 / GEF project ID: 00088298**

### **Mid-Term Review**

**Mid-Term Review (MTR) time frame:** 5 September – 25 November 2016

**Date of MTR Report:** 30 November 2016

**Project Country:** Botswana

**GEF Operational Focal Area/Strategic Program:** Land Degradation

**Executing Agency/Implementing Partner and other project partners:** Department of Forestry and Range Resources (DFRR) under the Ministry of Wildlife, Environment and Tourism (MEWT) [renamed Ministry of Environment, Natural Resources Conservation and Tourism (MENRCT)] supported by the Department of Animal Production (DAP) under the Ministry of Agriculture (MoA)

**MTR consultant:** Anne C. Woodfine

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**Male Hill, Tsodilo<sup>1</sup>**

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## Contents

|  |    |
|--|----|
| Acronyms and Abbreviations.....  | 3  |
| 1. Executive Summary .....   | 5  |
| 2. Introduction .....  | 10 |
| 3. Project Description and Background Context .....                            | 13 |
| 4. Findings.....   | 24 |
| 4.1 Project Strategy.....  | 24 |
| 4.2 Progress Towards Results .....   | 32 |
| 4.3 Project Implementation and Adaptive Management .....                       | 38 |
| 4.4 Sustainability .....   | 50 |
| 5. Conclusions and Recommendations .....                                       | 55 |
| 5.1 Conclusions.....   | 55 |
| 5.2 Recommendations .....  | 56 |
| Annex 1: UNDP-GEF Midterm Review Terms of Reference .....                      | 58 |
| Annex 2: MTR evaluative matrix .....   | 66 |
| Annex 3: Interview Guide Used for Collection of Information .....              | 68 |
| Annex 4: Ratings Scales .....  | 69 |
| Annex 5: MTR Mission Itinerary.....  | 70 |
| Annex 6: List of persons interviewed.....                                      | 70 |
| Annex 7: List of documents reviewed.....                                       | 73 |
| Annex 8: Signed UNEG Code of Conduct form.....                                 | 74 |
| Annex 9: Signed MTR final report clearance form .....                          | 75 |
| Annex 10: Audit trail from received comments on draft MTR report .....         | 75 |
| Annex 11: Management responses to recommendations.....                         | 76 |
| Annex 12: Relevant midterm tracking tools (PMAT) .....                         | 80 |
| Annex 13: MTR Recommendations on Outcomes “Not on Target to be Achieved” ..... | 80 |

## Acronyms and Abbreviations

|        |   |
|--------|---|
| APR    | Annual Performance Report   |
| BCA    | Botswana College of Agriculture   |
| BMC    | Botswana Meat Commission  |
| BNSPR  | Botswana National Strategy for Poverty Reduction  |
| CA     | conservation agriculture  |
| CBNRM  | Community Based Natural Resource Management   |
| CBPP   | Contagious Bovine Pleuro-Pneumonia  |
| CDR    | Combined Delivery Report  |
| CEDA   | Citizen Empowerment Development Agency  |
| CHA    | Controlled Hunting Areas  |
| CKGR   | Central Kalahari Game Reserve   |
| CO     | Country Office (of UNDP)  |
| CPAP   | Country Programme Action Plan   |
| DAP    | Department of Animal Production (of the Ministry of Agriculture)                                  |
| DAR    | Department of Agricultural Research   |
| DC     | District Commissioner   |
| DCP    | Department of Crop Production   |
| DEA    | Department of Environmental Affairs (of the Ministry of Wildlife, Environment and Tourism)        |
| DFRR   | Department of Forestry and Range Resources (of the Ministry of Wildlife, Environment and Tourism) |
| DLUPU  | District Land Use Planning Unit   |
| DOD    | District Officer - Development  |
| DVS    | Department of Veterinary Services   |
| DWNP   | Department of Wildlife and National Parks (of the Ministry of Wildlife, Environment and Tourism)  |
| EIA    | Environmental Impact Assessment   |
| ESA    | Ecosystems Solutions for Africa (consultants who undertook the Integrated Rangeland Assessment)   |
| EU     | European Union  |
| FA     | focal area (category of GEF project – e.g. land degradation)                                      |
| FACE   | Fund Authorization and Certificate of Expenditures  |
| FAO    | Finance and Administration Officer  |
|        | Food and Agriculture Organisation   |
| FFS    | farmer field school   |
| FMD    | foot and mouth disease  |
| GEF    | Global Environment Facility   |
| HACT   | Harmonized Approach to Cash Transfers   |
| HQ     | Headquarters  |
| HR     | Human Resources   |
| ID     | Identification  |
| IR     | Inception Report  |
| IRA    | Integrated Rangeland Assessment   |
| LADA   | Land Degradation Assessment in Drylands   |
| LD     | Land Degradation (focal area of the GEF)  |
| LEA    | Local Enterprise Authority  |
| MENRCT | Ministry of Environment, Natural Resources Conservation and Tourism                               |
| MEWT   | Ministry of Environment, Wildlife and Tourism – renamed MENRCT                                    |
| MOMS   | Management Oriented Monitoring Systems  |
| MTR    | Midterm Review  |
| NAMA   | Nhabe Agriculture Management Association)   |
| NAP    | National Action Plan (for Combating Land Degradation)   |
| NCONGO | Ngamiland Council of Non-Governmental Organizations   |
| NDB    | National Development Bank   |
| NDVI   | Normalized Difference Vegetation Index  |
| NEX    | National Execution (modality of UNDP)   |
| NG     | Ngamiland   |

|        |   |
|--------|---|
| NGO    | Non-Government Organization   |
| NPAD   | National Policy on Agricultural Development                                     |
| NPC    | National Project Coordinator  |
| NPO    | National Project Officer  |
| NR     | Natural Resource  |
| NRM    | Natural Resource Management   |
| NWDC   | North West District Council   |
| OAG    | Office of the Auditor General   |
| ODMP   | Okavango Delta Management Plan  |
| ORI    | Okavango Research Institute (of the University of Botswana)                     |
| OWMC   | Okavango Wetland Management Committee   |
| PAC    | Project Appraisal Committee (Meeting of UNDP)                                   |
| PEB    | Project Executive Board   |
| PEBM   | Project Executive Board Meeting   |
| PIF    | Project Identification Form (of the GEF)  |
| PILUP  | participatory integrated land use planning                                      |
| PIMS   | Project Information Management System (of UNDP)                                 |
| PIR    | Project Implementation Review   |
| PMAT   | Portfolio Monitoring and Assessment Tool (for LD FA projects of the GEF)        |
| PMIS   | Project Management Information System (of GEF)                                  |
| PMU    | Project Management Unit   |
| PPG    | Project Preparation Grant   |
| PRAIS  | Performance Review and Assessment of Implementation (portal of the UNCCD)       |
| ProDoc | Project Document (sometimes referred to as the PAD: Project Appraisal Document) |
| PSC    | Project Steering Committee  |
| REDD   | Reducing Emissions from Deforestation and Forest Degradation                    |
| SADC   | Southern Africa Development Community   |
| SAREP  | Southern Africa Regional Environment Programme (of USAID)                       |
| SGP    | Small Grants Programme (of UNDP – GEF-funded)                                   |
| SLM    | sustainable land management   |
| SWOT   | strengths, weaknesses, opportunities and threats                                |
| TAC    | Technical Advisory Committee  |
| TGLP   | Tribal Grazing Land Policy  |
| TOCADI | Trust of Okavango Cultural and Development Initiative                           |
| TRG    | Technical Reference Group   |
| UNCCD  | United Nations Convention to Combat Desertification                             |
| UNDAF  | United Nations Development Assistance Framework                                 |
| UNDP   | United Nations Development Programme  |
| US     | United States   |
| USAID  | United States Agency for International Development                              |
| WMA    | Wildlife Management Areas   |
| WOCAT  | World Overview of Conservation Approaches and Technologies                      |

## 1. Executive Summary

### Project Information Table

|   |  |
|---|--|
| <b>Project Title:</b>   | Mainstreaming SLM in rangeland areas of Ngamiland district landscapes for improved livelihoods |
| <b>UNDAF Outcomes:</b> By 2016 the rural poor, especially women, are deriving greater benefits from environment and natural ecosystems<br><b>UNDP Strategic Plan Environment and Sustainable Development <u>Primary Outcome</u>:</b> -<br><b>UNDP Strategic Plan <u>Secondary Outcome</u>:</b> -            |  |
| <b>Expected Country Programme (CPAP) Outcome(s):</b> Strengthened national capacity and improved policy and institutional framework for environmental management and sustainable development; and Enhanced capacity of communities for natural resources and ecosystem, management and benefit distribution |  |
| <b>Expected CPAP Output(s):</b> Evidence-based responsive policies, legislation, programmes and projects formulated by government to accelerate progress towards Vision 2016 goals  |  |
| <b>CPAP Output (s)/Indicator (s):</b> No. of community-based organizations with capacity to develop and implement plans in natural resources and ecosystem management and benefit distribution  |  |
| <b>Executing Entity/Implementing Partner:</b> Department of Forestry and Range Resources under the Ministry of Environment, Wildlife and Tourism, supported by the Department of Animal Production under the Ministry of Agriculture  |  |

|                         |            |
|-------------------------|------------|
| Programme Period:       | 2010-2014  |
| Atlas Award ID:         | 0077645    |
| Atlas Project ID:       | 00088298   |
| PIMS #:                 | 4629       |
| Start date:             | March 2014 |
| End Date:               | March 2019 |
| Management Arrangements | NEX        |
| PAC Meeting Date        | 6 Dec 2013 |

| Details  | Amount (US \$s)   |
|--|-------------------|
| Grants allocated to UNDP in this ProDoc:             |                   |
| • Regular (UNDP TRAC)                                | 1,000,000         |
| • GEF  | 3,081,800         |
| Government:  |                   |
| • Department of Environmental Affairs                | 1,300,000         |
| • North West District Council                        | 3,500,000         |
| • Department of Forestry and Range Resources         | 2,675,000         |
| • Department of Animal Production                    | 3,000,000         |
| NGOs:  |                   |
| • Southern African Regional Environment Programme    | 50,000            |
| • Tlhare Segolo Foundation                           | 250,000           |
| • Kalahari Conservation Society                      | 630,000           |
| Other:   |                   |
| University of Botswana (Okavango Research Institute) | 2,061,000         |
| Botswana Meat Commission                             | 14,183,000        |
| <b>Total planned resources</b>                       | <b>31,730,800</b> |

## **Project Description**

Prevalent land and livestock management processes in Ngamiland are compromising the continued flow of ecosystem goods and services from the savannah ecosystem that are necessary to sustain the national economy, livelihoods and the rich fauna and flora diversity. The long-term solution proposed by the project is to mainstream sustainable land management (SLM) principles into the livestock production sector, specifically in areas adjacent to the Okavango Delta where rangeland degradation is most intense. Critically, local communities need to participate meaningfully in rangeland governance. However, inadequate knowledge and skills for adoption of SLM in livestock management and livelihood support systems, and policy and market distortions that provide disincentives for adopting SLM (particularly sustainable range management principles) in the livestock production sector are significant barriers.

*Outcome 1: Effective range management improves range condition and flow of ecosystem services to support livelihoods of local communities in Ngamiland* – is to put in place systems and capacities for applying improved range management principles over one million hectares of rangelands. Activities are being piloted in three different areas within Ngamiland.

*Outcome 2: Effective resource governance frameworks and markets provide incentives for livestock off-take and compliance with SLM* – is to facilitate the conditions necessary for development and successful implementation of the local integrated land use plans and replication of the pilot activities developed under Outcome 1. These conditions relate to improved capacity for local resource governance catalysed through GEF resources, removing barriers to small-scale, non-beef, livestock product-based enterprises catalysed through GEF resources and improved access to markets for Ngamiland meat catalysed through cofinancing.

## **Project Progress Summary**

Although the project has catalysed Okavango Wetland Management Committee (OWMC) to include sustainable land management (SLM) issues in its mandate and assume the role of multi-stakeholder forum and Botswana Meat Commission (BMC) has increased the slaughter capacity of the Maun abattoir (both Outputs of Component 2), the project has made very little progress on the ground - Component 1.

A range of factors have constrained progress, including: a slow start-up, staffing problems [initially the NPC was part-time and based in Gaborone, the first NPC left after 12 months service and 12 months elapsed before a replacement was recruited thus the PMU was only fully staffed in Sept 2016], delays in procurement and lack of tangible co-financing.

A major achievement in Q3 of 2016 has been the completion of the project's integrated rangeland assessment across Ngamiland. This is a very detailed assessment, carried-out by a very experienced team of consultants who are based in Maun (including field surveys and focus group discussions), gathering information and data from a wide range of sources. The report finally provides the project with the required baseline data and guidance on where activities should be focused. The PSC, implementing partners and the PMU can now benefit from the vast wealth of data and recommendations for the remainder of the project and beyond the project's life-span, thus this has been a sound investment for the project and the future.

As part of Output 1.4, work on fire management began around the Tsodilo Hills prior to the MTR and the publication of the IRA. DFRR, with project support, has worked with the local community and following a 3 day workshop involving local people from Tsodilo village and the UNESCO site, a fire management strategy for the "Tsodilo enclave" was drafted (dated Oct 2015). The strategy includes a careful analysis of the problems and root causes, with a log framework analysis and workplan for a project. The PMU with DFRR initiated the establishment of community firefighting teams (they were

previously “inactive”) in July 2016. These committees will be provided with fire-fighting equipment in order to enable them to be able to extinguish fire during dry seasons”. At the time of the MRT, the project’s NPO and DFRR were beginning awareness raising / training with these communities and the firefighting equipment cited in the log framework is to be handed-over to Government for the use by these communities on 8 Nov 2016 to benefit the community rangelands and Tsodilo Hills, which are highly degraded due to over-frequent burning by land users. This work should be scaled-up with community groups elsewhere in NG2.

The project supported a study tour to Zimbabwe for 20 local participants to review leather working as an opportunity under “non-beef livestock products” but without clarity on the source of hides and feasibilities of local hide processing.

Work has still to begin on: land use planning with local communities; other improved rangeland management activities; improved access of farmers to markets for livestock products; processing plant in Ngamiland increases quantity and variety of locally processed beef products (allowing higher sales of livestock products and off-take); product placement secured in local and regional markets; and project monitoring.

#### MTR Ratings and Achievement Summary Table

**Table 1: MTR Ratings & Achievement Summary Table for Mainstreaming SLM in Rangeland Areas of Ngamiland District Landscapes for Improved Livelihoods Project**

| Measure                         | MTR Rating   | Achievement Description  |
|---------------------------------|--|--|
| <b>Project Strategy</b>         | N/A  |  |
| <b>Progress Towards Results</b> | <b>Objective: <i>To mainstream SLM in rangeland areas of Ngamiland District productive landscapes for improved livelihoods</i></b><br><b>Achievement Rating: highly unsatisfactory (HU)</b>              | Although the project has catalysed Okavango Wetland Management Committee to include SLM issues in its mandate and assume the role of multi-stakeholder forum and BMC has increased the slaughter capacity of the Maun abattoir, the project has had very little impact on the ground.  |
|                                 | <b>Outcome 1: <i>Effective range management improves range condition and flow of ecosystem services to support livelihoods of local communities</i></b><br><b>Achievement Rating: unsatisfactory (U)</b> | The only activity on the ground has been in fire management in the Tsodilo Hills area and an estimated 65ha reportedly under CA.<br><br>The integrated rangeland assessment, which was to form a baseline and guide site selection for activities, has only just been completed.<br><br>The project has not yet catalysed any improvement in livelihoods or economic returns per unit of land. |

|   |  |  |
|---|--|--|
|   | <b>Outcome 2: <i>Effective governance framework and markets provide incentives for livestock off-take and compliance with SLM</i></b><br><b>Achievement Rating: moderately satisfactory (MS)</b> | <p>Okavango Wetland Management Committee now includes SLM issues in its mandate and has agreed to assume the role of multi-stakeholder forum.</p> <p>BMC has increased the slaughter capacity of the Maun abattoir, but no new incentives have been catalysed to increase off-take.</p> <p>Project supporting study tour to Zimbabwe for participants to review leather working as an opportunity under “non-beef livestock products” but without clarity on the source of hides and feasibilities of local hide processing.</p> |
| <b>Project Implementation &amp; Adaptive Management</b> | <b>Highly unsatisfactory (HU) – but now with new leadership, good prospects to turn situation around</b>   | <p>Due to a combination of factors beyond the control of the PMU, the project has been poorly implemented and has not shown good practise in adaptive management. However, the project team finally attained it’s full staffing complement in Sept 2016 and the prospects seem good that the team will be able to regain momentum in the second half of the project period.</p>  |
| <b>Sustainability</b>                                   | <b>Moderately unlikely (MU)</b>  | <p>MU is based on the lack of progress on the ground to MTR – but providing the PMU team implement the MTR recommendations and their plans, the outlook is good that they will be able to rapidly turn-around this project, the rating is <b>moderately likely (ML)</b></p>  |

### Concise Summary of Conclusions

The project has been affected by a series of challenges from start-up to the MTR which have been very deleterious to its implementation. These have severely constrained the project’s ability to have impact on the ground.

#### Strengths:

- ✓ From Sept 2016, PMU benefits from a full complement of experienced and motivated staff;
- ✓ Continued interest of stakeholders, including on the PSC and TRG;
- ✓ A operational multi-stakeholder forum with a mandate for SLM (OWMC);
- ✓ UNDP support;
- ✓ BMC commitment to maintain higher slaughter rate (supporting cattle off-take);
- ✓ Opportunity to increase awareness and build capacity on SLM.

#### Weaknesses

- ✓ Women and youth not clearly beneficiaries;
- ✓ Sectors do not seem to appreciate synergies in SLM and perceive some decisions made by TRG as favoring other sectors in competition;
- ✓ Slow start-up;
- ✓ IRA delayed;
- ✓ Poor implementation from start-up to MTR leading to low enthusiasm among some potential partners and beneficiaries;
- ✓ Lack of involvement of co-financing partners;



- ✓ Distrust concerning involvement of commercial ranchers, particularly named individuals as beneficiaries;
- ✓ Lack of mention of CBNRM in ProDoc;
- ✓ Lack of mention of wildlife in ProDoc;
- ✓ Conservation agriculture being advocated as a “silver bullet” for croplands – DCP need to advocate in steps towards this using sound and proven approaches to help land users adopt new SLM technologies (also same with holistic grazing management) – but avoid “reinventing the wheel”;
- ✓ Lack of demonstrable achievements on the ground;
- ✓ Issues around local ownership and leadership;
- ✓ TRG too large to be effective and efficient.

#### Results

Lack of demonstrable achievements on the ground.

The following key recommendations are made following the MTR

**Table 2: Recommendations Summary Table**

| No.   | Recommendation  |
|---|---|
| <b><i>Corrective actions for the design, implementation, monitoring and evaluation of the project</i></b> |   |
| 1   | Reduce area of land to under improved management (from a baseline of zero) from 1,000,000 ha to a more realistic 200,000 ha   |
| 2   | The PMU and implementing partners need to work more closely together, which will increase ownership, facilitating post-project sustainability and scaling-up.   |
| 3   | The non-beef livestock products should be taken to include small-stock and work begun urgently to enable women to benefit from the project.   |
| 4   | The TRG should return to being the technical advisory system for the PSC, reducing the frequency of meetings and the number of members.   |
| 5   | PSC / TRG and others should review whether to continue project activities on cropland areas. If support is being continued, the emphasis should shift away from solely on conservation agriculture to a wider range of SLM technologies.  |
| 6   | PSC need to define missing targets in results framework now the IRA has been completed.   |
| 7   | The UNDP CO need to make concerted efforts to fully support the project.  |
| <b><i>Actions to follow up or reinforce initial benefits from the project</i></b>                         |   |
| 8   | With project support, BMC has increased the slaughter rate at the Maun abattoir. Now all project partners need to ensure that this is fully utilized to progressively reduce the cattle populations across Ngamiland.   |
| 9   | Based on the recommendations of the IRA on using fire for rangeland management (to reduce the frequency and extent of veld fires to a rate of one in 3-5 years and promote cool burns) the project team should catalyse DFRR to: <ul style="list-style-type: none"> <li>➤ Scale-up establishment (including training and education) of community based fire management teams – to maintain firebreaks and undertake pre-emptive burns.</li> <li>➤ Supervise and ensure on-going system of pre-emptive burns in the early dry season to fragment fuel loads across extensive rangeland areas.</li> <li>➤ Catalyse targeted ‘hot fires’ in areas of serious bush encroachment in order to rehabilitate these areas (e.g. around kraals and watering points on commercial ranches).</li> </ul> |
| 10  | The project should continue and scale-up using both the traditional as well as modern administrative / leadership systems to publicise project activities and the benefits of SLM.  |

|  |  |
|--|--|
| 11   | Project would have a long-lasting impact (legacy) if it focused more actions on awareness raising, training and education – using existing teaching resources (many available online – avoiding “reinventing the wheel”) on the key SLM technologies and the win-win-win (local, national and global) benefits of these (including for CC adaptation and mitigation, restoration of ecosystem services, biodiversity, food security and poverty reduction).  |
| <b>Proposals for future directions underlining main objectives</b> |  |
| 12   | The project’s main focus should be on benefiting local poor land users, thus the majority of project resources should be focused on community areas, including catalysing land use planning across manageable areas (using the landscape approach), supporting land users to work together not only in fire management, but wider community-based natural resource management, establishing principles of good governance of natural resources and strengthening local systems to include restoration of livestock mobility thereby reducing overgrazing and also over-resting . The achievements should be recorded using WOCAT (www.wocat.net), the now standard UNCCCD online system. |
| 13   | Promote exchange visits and study tours towards the end of the project to ensure future beneficiary communities can view successful implementation sites – based on the principle well-proven in other SLM projects that “seeing is believing”.  |
| 14   | Project staff and PSC members should advocate / lobby / promote efforts to ensure that SLM features prominently in next National Development Plan (2017-2022) to ensure these technologies are mainstreamed for the future as a lasting legacy of the project.   |

## 2. Introduction

### Purpose of the Midterm Review and Objectives

According to UNDP (2014), “*Midterm Reviews (MTRs) are primarily a monitoring tool to identify challenges and outline corrective actions to ensure that a project is on track to achieve maximum results by its completion. The primary output/deliverable of a MTR process is the MTR report*”.

As outlined in the GEF Monitoring and Evaluation Policy<sup>2</sup>, “*MTRs are a mandatory requirement for all GEF-financed full-sized projects (FSP)*” (of which the Ngamiland SLM project is one).

This MTR assesses progress towards the achievement of the project objectives and outcomes as specified in the Project Document, while assessing early signs of project success or failure with the goal of identifying the necessary changes to be made in order to set the project on-track to achieve its intended results. The MTR also reviews the project’s strategy and risks to its long-term sustainability.

### Scope and Methodology

The MTR has reviewed progress toward results, comparing the plans as set-out in the ProDoc with all available sources of information on project implementation, notably the report of the project’s Inception Workshop (found by the NPC after the MTR mission), project work plans, the GEF tracking tool (PMAT), minutes of Project Steering Committee (PSC) meetings, project implementation reports (PIRs), as well as the information provided by the range of stakeholders and beneficiaries in the course of the MTR mission one-to-one and group interviews, also focus group discussions. Interviews targeted a diverse array of stakeholders, including project beneficiaries, central and district government officers, civil society organizations (CSOs) and non-government organisations

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<sup>2</sup> <http://www.thegef.org/gef/Evaluation%20Policy%202010>

(NGOs), University of Botswana academics (specifically Okavango Research Institute – ORI), the private sector and national agency officials.

A key principle of the MTR was that it was conducted independently; the consultant is not a member of UNDP or GEF staff and was not involved in any part in the project design or implementation.

The approach which was crucial to the MTR was that there was an emphasis on a participatory and collaborative approach, to open opportunities for discussion. Although project staff made introductions and accompanied the field visits, they were not involved in the one-to-one and group interviews, or focus group discussions.

The main anticipated source of quantitative data was the midterm tracking tool (TT), which was to be compared with the data provided in the GEF TT submitted to the GEF at CEO endorsement. The trends were to be analysed to enable the figures to be used to determine the progress made or lack thereof, and make recommendations for the completion of the GEF TT at project closure. The NPC advised that due to lack of progress on the ground, no changes were made to the TT from the baseline.

The project reports, findings from meetings, field visits and interviews were used to provide ratings on the project's progress towards its objective and each outcome. This was done by populating Table 6 in Section 4.2 to summarize the progress towards the end-of-project targets for the project objective and each outcome.

Rather than use a formal evaluation questionnaire, the MTR adopted a more flexible approach to address the wider range of informants in the interviews and focus groups discussions, to cover the full range of topics required in the MTR in the section "Project Implementation and Adaptive Management" using the following key questions:

- \* From your perspective, what are the key SLM issues affecting Ngamiland?
- \* How is the GEF project contributing to addressing these issues?
- \* Were you involved in the design of the project and if so, how?
- \* How do you assess the effectiveness of the project so-far?
- \* How do you assess the appropriateness of the design in 2016 (it was designed in 2013)?
- \* Would you recommend that any aspect(s) of the project are changed to better address the current / emerging issues?

The use of multiple sources of information enabled the results to be triangulated from different sources, to help to verify the accuracy of the information upon which the findings are built, aiming to draw unbiased conclusions, make recommendations and draw lessons from the project.

The evaluation uses the standard evaluation ratings used in UNDP projects and programmes (see Annex 4).

These approaches have the following underlying assumptions, challenges, strengths and weaknesses:

Underlying assumptions:

- Informants are well-informed about the project;
- Informants feel free to provide open and honest information to the consultant.

Challenges:

- Availability of and changes in personnel – in some cases, the officers interviewed from district and central government departments who knew most about the project were unavailable and / or several different staff have attended different project steering

committee (PSC) and / or Technical Review Group (TRG) meetings, so none individually appeared to have a comprehensive understanding of the project's aims, objectives, or activities. [This raises the issue of how departments and other stakeholders share information internally.]

- Gaps in information - missing reports (Inception Workshop only found by new NPC after the MTR mission had been completed – during the mission, there was doubt one had been held) and GEF tracking tool.
- The MTR Inception Report included the following “As much time as possible will be spent during the mission on field visits for on-site observation of impacts on-the-ground, including transect walks inter alia Hainaveld and Toteng–Maun ranches, Lake Ngami and surrounding areas, in the northern and western areas of Ngamiland, including:
  - Project intervention areas
  - comparable areas which are not included as project intervention sites (control areas);
  - intervention sites of other projects (if time allows).”

However, as the project has not undertaken many activities on the ground, the consultant could only review areas where activities are planned. Furthermore, the extreme heat wave (temperatures to 46°C) during the MTR restricted the planned outdoor field visits.

#### Strengths:

- The MTR followed the recommendations in the UNDP 2014 guidance for project-level monitoring<sup>3</sup> and the GEF 2010 monitoring and evaluation policy<sup>4</sup>.
- An open, honest, collaborative and participatory approach was adopted, which ensured close engagement with the many stakeholders and beneficiaries.
- In accordance with ensuring complete independence and confidentiality of the review, the MTR consultant conducted the interviews without the presence of any UNDP staff from the UNDP Country Offices or regional offices to participate in the interviews or act as translators. Project Team members did introductions, but were not present during discussions.
- The MTR particularly aimed to assess progress towards results, to monitor the implementation and adaptive management to improve outcomes; for early identification of risks to sustainability and with an emphasis on providing supportive recommendations for the second half of the project to ensure it is on-track to meet the planned objectives / outcomes / targets and the impacts should be sustainable beyond the project's lifespan.
- There have not been any significant socio-economic and environmental changes since the completion of the ProDoc, the beginning of project implementation, or any other major external contributing factors.

#### Weaknesses:

- Limited time available.

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<sup>3</sup> Guidance for Conducting Midterm Reviews of UNDP-Supported, GEF-financed Projects (UNDP, 2014). Available from: [http://web.undp.org/evaluation/documents/guidance/GEF/mid-term/Guidance\\_Midterm%20Review%20\\_EN\\_2014.pdf](http://web.undp.org/evaluation/documents/guidance/GEF/mid-term/Guidance_Midterm%20Review%20_EN_2014.pdf).

<sup>4</sup> The GEF Monitoring and Evaluation Policy 2010 (GEF, 2010). Available from: [https://www.thegef.org/sites/default/files/documents/ME\\_Policy\\_2010\\_0.pdf](https://www.thegef.org/sites/default/files/documents/ME_Policy_2010_0.pdf)

- Unavailability of key informants for interview during the MTR, including for the wrap-up meeting (e.g. the UNDP Res. Rep., the GEF OFP, the head of the UNDP Environment Unit, the UNDP M & E Specialist and the Chairman of the PSC).

### **Structure of the MTR report**

This report has been designed to provide an initial concise overview of the results of the midterm review (MTR) in Section 1. Section 2 provides more comprehensive details on the MTR (purpose, objectives, scope and methodology), while Section 3 presents more comprehensive details on the project (description and background context). Section 4 provides details the findings of the MTR including achievements based on the Results Framework, also the land degradation focal area Portfolio Monitoring and Assessment Tool (PMAT) tracking tool. The final section of the report (Section 5) summarises the conclusions and recommendations. The Annexes to this report provide an array of background information (including: ToRs; mission itinerary; lists of the people met and documents reviewed) and also the MTR evaluation matrix, which provides the raw information on which the conclusions have been drawn (duly anonymized for confidentiality).

## **3. Project Description and Background Context**

### **Development context: environmental, socio-economic, institutional, and policy factors relevant to the project objective and scope**

#### ***Background Context<sup>5</sup>***

Environment: Lying in the semi-arid interior of southern Africa, Botswana's climate is typified by a mean annual rainfall varying from less than 200 mm per annum in the south-west to 650 mm per annum in the north-east, with an inter-annual variability of about 40%. Approximately 80% of the country is covered with Kalahari sand soils and savannah ecosystems that support both commercial and communal livestock systems, as well as national park and wildlife management areas. The vegetation of the region is influenced by the highly variable rainfall occurring mostly in the summer months (October to March), with a drought recurring roughly every 7 years. Most rainfall is in the form of thunderstorms, depositing 15-90 mm of rain within a few hours. Together with the widely varying temperatures, these seasonal storms have a marked regeneration effect on the vegetation, and highly influence the species composition. During the winter months (May to August) there is little or no rain and no surface water to sustain vegetation. The mean maximum winter temperature is between 27° and 30°C and the mean minimum temperature is between 9° and 12°C. In June and July, temperatures can drop below freezing, but in the summer months temperatures may exceed 40°C.

The Ngamiland District lies in the northwest of the country and covers an area of about 109,000 km<sup>2</sup> (10,900,000 ha) of richly endowed rangelands and wetlands. The district is home to the famous Okavango Delta, a wetland of international importance listed under the Ramsar Convention. Plant species composition in the delta comprises about 1,300 taxa. Use of the Rosenzweig (1995) formulae show that the Okavango Delta has a density of 210 species per km<sup>2</sup>, similar to the dryer and colder biomes in Southern Africa, and more than twice as high as those of the better watered and warmer grasslands and savannas in the eastern and northern parts of the sub-continent (Ramberg et al., 2006). The high species diversity is an artefact of the flood pulse system that drives the ecological dynamics of the Delta.

Although the flora of the district outside the Okavango Delta is not well researched or documented, it is largely in line with the semi-arid Kalahari *Acacia-Baikiaea*<sup>6</sup> woodlands that is the dominant

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<sup>5</sup> Source: project's ProDoc

savannah vegetation across the larger Kalahari basin. In its healthiest state, this vegetation is characterized by a balanced mixture of two life forms – trees and grasses – that make the savannah the most important ecosystem for livestock production in Africa. In the Ngamiland district, rangelands in good condition are dominated by open grasslands with scattered trees and bushes. The canopy is open allowing sufficient light to reach the ground and support an unbroken herbaceous layer consisting primarily of C4 grasses. The tree species are dominated by *Baikiaea plurijuga*, with varying proportions of *Colophospermum mopane* and *Burkea africana*. The grass layer is dominated by species such as *Aristida meridionalis*, *A. congesta*, *Eragrostis pallens*, and *E. lehmanniana*<sup>7</sup>. In addition to providing an excellent home to livestock, the whole district (including the delta) has a very rich and diverse fauna, including a variety of ungulates such as elephants, buffalos, and rhinos.

**Socio-economic:** Despite significant economic growth based largely on diamonds, 47% of Botswana's population still lives under the United Nation's two US dollars per day poverty line. Pastoral agriculture represents the chief source of livelihood for more than 40% of the nation's 1.8 million residents. Indeed, livestock represents an important source of status and well-being for the vast majority of Batswana, making the savannah rangelands a critical resource. However, degradation of the savannah ecosystem has emerged as a serious threat to the country's biodiversity and livestock-based economy. Reduced resilience of the rangeland ecosystem is increasing the vulnerability of pastoral communities to environmental change. This is particularly evident in the Ngamiland District.

The district accounts for about 8% of the national population. According to the population census of 2011, there are a total of 84 settlements (both gazetted and non-gazetted) with a total population of approximately 124,094. Population density is low, approximately 0.8 people/km<sup>2</sup>, compared to the national average of 3/km<sup>2</sup>. The population is ethnically diverse. Tribes in the district include Batawana, Bayei, Bakalanga, Bananjwa, Basubeya, Bahambukushu, Barotsi, Basarwa and Baherero. These tribes are scattered across the district with each tribe found predominately in specific settlements.

Land tenure and land use in the district is analogous to the rest of the country with the dominant land tenure being communal and state land. Pastoral/arable and residential land uses take up approximately 55% of the surface area of the district, followed by wildlife management areas at 30.1%. Wetland systems, mainly the Okavango Delta and Lake Ngamiland, comprise 15% of the district surface area. A rapid land use analysis indicates that between 1974 and 1995 there has been a decline of pastoral/arable/residential land uses from 92.3% to 55% while wildlife management areas have increased from zero % to 30.1%.

The economy of Ngamiland hinges on the district's vast and highly productive rangelands that are dominated by open grasslands, scattered trees, and bushes. The main economic sectors are tourism, agriculture (crop and livestock), mining, manufacturing, and wholesale and retail.

**Institutional:** Botswana has a two-tier government system – central and district. The central government is responsible for developing and overseeing implementation of national level policy and legislation. Agricultural matters (both arable and livestock) fall under the Ministry of Agriculture (MoA) and its Departments of Veterinary Services and Crop Production. The Ministry of Environment, Natural Resources Conservation and Tourism (MENRCT) [formerly the Ministry of Environment, Wildlife and Tourism (MEWT)] is the government body primarily responsible for

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<sup>6</sup> Hannelore Bendtsen and Thoralf Meyer, 2002: The Dynamics of the Land Use Systems in Ngamiland, Botswana: Changing Livelihood Options and Strategies (University of Botswana).

<sup>7</sup> The Botswana National Atlas, 2000: The Government of Botswana

regulating the tourism, wildlife, fisheries and veld products sectors. The MENRCT's DEA coordinates Botswana's National Conservation Strategy, and is also responsible for enforcing EIA legislation, while the Departments of Tourism, Wildlife and National Parks (incorporating the Fisheries Division), and Forestry and Range Resources administer the fields for which they are named.

District government is responsible for local level policy administration and service provision (under the Ministry of Local Government). Also at District level is the Tribal Administration which is responsible for administration of customary law, and functions through the Kgotla, a forum for village level discussion and participation. The District Council is an elected body with assigned responsibilities for the provision of social services (e.g. health, education). The Land Board is the primary agency responsible for resource management on tribal lands.

Policy: According to the ProDoc (p34) "Botswana's policy and legislative environment can be said to be saturated yet failing to effectively deliver. The key missing element is lack of multi-stakeholder involvement in the implementation of policies, which is critical for sustainable land management. Most importantly, community participation in resource governance is particularly weak. The most cost-effective way of ensuring that the existing policy environment is supportive of SLM, is to provide for multi-stakeholder dialogue and engagement. The project will focus on providing such a forum to lead district-level dialogue on mainstreaming SLM considerations in implementation of critical national and regional policies, plans and strategies. Furthermore, practical experience gained through the pilot activities of the project will inform this policy dialogue."

However, Table 2 of the ProDoc lists 14 policies and key legislation pertinent to SLM, many of which are dated [the Tribal land Act dates from 1968 (revised 1991 and amended 1993) and the Tribal Grazing Land policy dates from 1975]. None of these policies / legislation has been passed or revised since 2009.

#### **Problems that the project sought to address: threats and barriers targeted**

Threats: Despite the importance of both livestock and wildlife-based tourism to the economy, both of which rely on a healthy savannah, the integrity of the savannah ecosystem in the district has been declining steadily over several decades. This is having an impact on the ability of the savannah to continue supplying agro-ecosystem goods and services for sustaining the livelihoods of the Ngamiland people and the economy of Botswana. As stated in the National Action Program (2006), range degradation is mostly due to depletion of palatable grass species and in some cases severe soil erosion due to poor vegetative cover.

The productivity of the savannah ecosystem is at its best when supporting a healthy balance of grasslands and woody species. This mix evolved over millennia, influenced by ecological interactions between a set of biotic and abiotic conditions involving a mix of browsing and grazing herbivores, small and large herbivores (and other microbes), soil conditions, timing of fires and rainfall, and their positive and negative feedback pathways.

The natural interaction of these factors has been largely disrupted by livestock farmers, who have changed land management practices without taking into consideration the effects of the changes on the basic characteristics of the ecosystem. As a result, rangeland conditions have been deteriorating and there is widespread bush encroachment, wherein grassland with a relatively low cover of woody species is rapidly colonized by tree or shrub cover.

The main threats<sup>8</sup> to the integrity of the Ngamiland savannah ecosystem (and much of Botswana) are:

- overstocking and overgrazing of livestock;

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<sup>8</sup> Full details provided in the ProDoc

- fires;
- arable farming;
- unsustainable harvesting of savannah / veld products.

#### **Barriers:**

Barrier 1: Inadequate knowledge and skills for adoption of SLM in livestock management and livelihood support systems, in line with clear principles of range management.

Barrier 2: Policy and market distortions have provided disincentives for adopting SLM and sustainable range management principles in the livestock production sector.

#### **Project Description and Strategy**

Prevalent land and livestock management processes in Ngamiland are compromising the continued flow of ecosystem goods and services from the savannah ecosystem that are necessary to sustain the national economy, livelihoods and the rich fauna and flora diversity. The long-term solution proposed by the project is to mainstream SLM principles into the livestock production sector, specifically in areas adjacent to the Okavango Delta where rangeland degradation is most intense. Critically, local communities need to participate meaningfully in rangeland governance. However, inadequate knowledge and skills for adoption of SLM in livestock management and livelihood support systems, and policy and market distortions that provide disincentives for adopting SLM and sustainable range management principles in the livestock production sector are significant barriers.

***Objective: To mainstream SLM in rangeland areas of Ngamiland District productive landscapes for improved livelihoods***

***Outcome 1: Effective range management improves range condition and flow of ecosystem services to support livelihoods of local communities in Ngamiland.***

Under this outcome, the project will put in place systems and capacities for applying improved range management principles over one million hectares of rangelands, to deliver the following outcomes:

- Sustainable land management adopted in over 1 million ha, reducing land degradation from overstocking of cattle, goats and other livestock and enhancing ecosystem functions (water cycling, soil protection and biodiversity status);
- Bush encroachment reduced and perennial grasses increased to return over 0.5 million hectares of current bush invaded land into ecologically healthier “wooded grasslands” with consequent increase in rangeland condition and at least 40% increase in primary productivity;
- Capacity indicators for key land use decision making and extension support institutions increased as measured by the capacity score card.

The outcome will be delivered via the following outputs and sub-outputs.

*Output 1.1: Local level land use plans developed for each pilot area to support sustainable utilization of range resources.*

*Output 1.2: Improved range management and mixed livelihood systems are piloted in line with the land use plan.*

*Output 1.3: Bush-control program is piloted and provides financial incentives for controlled bush clearance*

*Output 1.4: Fire management strategy is piloted in Tsodilo in- line with the provisions of the land use plans.*

*Output 1.5: System for monitoring of range condition and productivity is in place.*



## ***Descriptions of field sites<sup>9</sup>***

### ***Hainaveld Ranches***

The Hainaveld ranches are situated between the Central Kalahari Game Reserve (CKGR) and the Okavango Delta, in an area that is characterised by a mixed mopane/acacia tree savannah. A broad contrast can be made between a dominantly *Terminalia prunioides/acacia* tree savannah in the north and a medium/high density bush savannah dominated by *Terminalia sericea* and *Lonchocarpus nelsii* as one moves towards the CKGR fence. *Catophractes alexandrii* characterises areas with shallow soils and calcrete outcrops, overlapping with species such as *Acacia mellifera* and *Dichrostachys cinerea* around mainly solar-powered boreholes due to heavy livestock grazing pressure. Several hundreds of metres to kilometres away from the boreholes on most Hainaveld ranches there is an abundance of grass, as the range is “over-rested” and thus prone to veld fires. *Cenchrus biflorus* is reportedly spreading at an alarming rate and damaging the grazing resource, as well as the health of their animals.

The Hainaveld ranching block was originally zoned for commercial ranch development under the Tribal Grazing Land Policy of 1975. Successive phases of ranch allocation have steadily increased the number of ranches over time, although quite how many have been allocated, occupied and operated is not known, with many from each wave of allocation still undeveloped due to the lack of accessible groundwater. Consequently, it is difficult to estimate the number of people residing in the Hainaveld as well as the numbers of domestic stock and game. DVS cattle crush data for 2013 provides an estimate of 32,550 and the DWNP (2012) aerial surveys show livestock to be concentrated in the westernmost and northern blocks of the Hainaveld.

The southern-most tier of the Hainaveld ranches (those adjacent to the CKGR fence) are dominated by game and now operate as game ranches.

### ***Tsodilo Hills and wider “NG2”***

The Tsodilo Hills, which rise abruptly from the otherwise flat landscape of “NG2” (apart from fossil dry river valleys) are a UNESCO World Heritage Site and a fire hotspot, reported in the IRA as a “relatively inaccessible” part of north-west Ngamiland, which does not feature prominently in past reports, partly as it has no biophysical, social/cultural or even land use justification to its boundaries.

The current situation in NG2 is that large areas of the dry Kalahari sandveld are burned too frequently (mostly bush fires are human ignited – a few result from electric storms) and do not contribute meaningfully to rural livelihoods, so exacerbating unsustainable land management practices in adjoining areas. The open cattleposts in NG2 suffer from human - elephant conflict and damage, losses due to Mogau (*Dichapetalum cymosum*)<sup>10</sup> and the limitations imposed by saline aquifers. The importance of the interface between the Okavango Delta system and the dry Kalahari, or the boundary between the Zambezan and Kalahari Highveld phytochoria, is identified as a critical component of wildlife management in NG2 at the landscape level.

The only settlement in NG2 is Nxaunxau village, which in 2001 had a population of 330 people and in 2011 an estimated population of 672 people (according to the project’s integrated rangeland assessment (IRA) – thus 1.034 in 2016 based on the country’s 0.9% / annum population growth rate.

Livestock keeping is based on the open cattlepost system and limited by available groundwater, which is typically saline, with shallow wells tapping into perched aquifers along the dry river valleys, together with some deeper drilled boreholes. Seasonal pans can hold water all the year round in good rainfall years and are used by cattle and wildlife. The poisonous plant Mogau occurs

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<sup>9</sup> Adapted from the project’s draft final Integrated Rangeland Assessment report (Sept 2016) and from MTR field observations.

<sup>10</sup> <http://tropical.theferns.info/viewtropical.php?id=Dichapetalum+cymosum>

throughout and is a major problem to livestock, with cattlepost farmers also reporting a problem with acute bovine respiratory disease (ABRD) in cattle and buffalo, caused by the bacteria *Pasturella multocida*<sup>11</sup>. Veld fires often sweep through NG2, with water dependent wildlife such as zebra and elephants moving between NG2 and the Okavango Delta, although this connectivity is increasingly threatened by settlement expansion along the Panhandle and western fringe of the Okavango Delta. There is one fenced game farm in the south-eastern portion of NG2 and there can be little doubt that the maintenance of perimeter fences following damage to them by elephants is a major problem.

The reason the area was selected is not clearly elaborated in the ProDoc – but may be presumed to be *“The importance of the interface between the Okavango Delta system and the dry Kalahari, or the boundary between the Zambezian and Kalahari Highveld phytocoria, is identified as a critical component of wildlife management in NG2 at the landscape level”* (IRA Report to project, Sept 2016).

The IRA succinctly concludes *“There are factors such as fire and key wildlife movements that need to be managed at a District or even Regional Scale, particularly if the impacts of climate change are to be mitigated effectively. Mobility of wildlife, and even livestock populations, is critical, with the key wild ungulates requiring connectivity with the Okavango Delta and ideally with the broader KAZA-TFCA. The boundaries of the latter have created a spatial mismatch between the red line fence in Namibia and the equivalent in Botswana, which has resulted in Khaudom National Park and the Nyae Nyae Conservancy in Namibia, standing in isolation, as well as the whole of western Ngamiland being an effective ‘island’. Owing to the lack of suitable groundwater in these areas and the abundance of mogau (*Dichapetalum cymosum*) they contain few livestock, while wildlife cannot get there due to the lack of connectivity because of disease control fences. Consequently, an ecosystem that was once driven by large herbivores is now driven by fire and contributes little or nothing to wildlife conservation and/or rural livelihoods.”*

#### **Lake Ngami and surrounding communal lands**

Lake Ngami is situated in NG38 and a portion of NG9 south of the main Maun to Ghanzi A3 road. The pilot site includes the community grazing land and villages around the lake (Toteng, Legothwana, Mogapelwa, Bothothogo, Bodibeng, Kareng and Sehithwa), also the villages further north-west (Tsau, Semboyo, Makakung / Kgakgae) and their grazing areas. Sehithwa is the main service centre followed by Toteng.

Lake Ngami is a remarkable feature and testament to the spatial and temporal variability of ecosystem functioning in semi-arid savannahs and the need for management to be adaptive, cross-sectoral and integrated. In the early 1980s, Lake Ngami was a dustbowl with boreholes and cattle kraals concentrated in the bush thickened dry lake bed and domestic stock foraging outwards into the surrounding savannah. After nearly thirty years of being dry, the lake began to receive inflows from the Kunyere and Nhabe Rivers in 2009 and filled to such an extent that the majority of tall *Acacia tortilis* trees within it have died (see Figure 1). Kraals now ring the dry shorelines up to several kilometres away from the surface water, with domestic stock now foraging towards the lake. The lake bed itself is infested with *Xanthium strumarium* (Common Cocklebur) and the surrounding pastures heavily grazed and trampled. The invasive annual *Cenchrus biflorus* occurs in the area.

The return of water to the lake following inflows over the last five years has served to provide an abundance of fresh water for people and livestock, as well as opportunities relating to fishing and tourism, but has also restricted access between villages and led to the proliferation of kraals and overgrazing. The latter has on the one hand also being accentuated by the erection of the veterinary

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<sup>11</sup> <http://www.moredun.org.uk/research/research-@-moredun/respiratory-diseases/pasteurella>

cordon fence between Makalambedi and Kuke, which has reduced the overall grazing area, but on the other effectively removed the problem of dual grazing rights by preventing the movement of cattle from the Hainaveld farms to the lake. The area suffers from livestock overstocking and high mortality in the late dry season.

The wildlife linkages that existed in the past with the western Gcwihaba Wildlife Management Area (WMA) and the broader Okavango Delta are likely to be increasingly tenuous, due to the high density of kraals and residences around the lake. No wild ungulates were seen during the field survey in Lake Ngami in stark contrast to the mid-1990s when springbok and wildebeest could readily be seen and counted. It is a tragic indictment of the failure of communal range management around Lake Ngami that a positive development such as the lake re-filling should result in unparalleled overgrazing and range degradation, bans on fishing due to environmentally unsustainable practices and the absence of previously abundant wild ungulates, probably due to poaching. There are carcasses of dead cattle scattered throughout the lake bed due to the crash in livestock in each late dry season due to an absolute lack of forage.

The IRA recent reported *“The potential of the recently formed Lake Ngami Trust to deal with the various management issues is welcomed although doubts surrounding its legitimacy and capacity were also expressed. The need to link socio-economic and ecological systems via an integrated and holistic natural resource management approach in and around resource rich Lake Ngami has never been greater.”*

**Outcome 2: Effective resource governance frameworks and markets provide incentives for livestock off-take and compliance with SLM**

Under this outcome, the project has to facilitate the conditions necessary for development and successful implementation of the local integrated land use plans and replication of the pilot activities developed under Outcome 1. These conditions relate to improved capacity for local resource governance catalysed through GEF resources (Outputs 2.1, 2.2), removing barriers to small-scale, non-meat, livestock product-based enterprises catalysed through GEF resources (Output 2.3), and improved access to markets for Ngamiland meat catalysed through cofinancing (Outputs 2.4 and 2.5).

*Output 2.1:* A regional multi-stakeholder forum for facilitating a dialogue on SLM and mainstreaming SLM into regional and national policy programs and processes is created and empowered.

*Output 2.2:* Improved access of farmers to markets for livestock products.

*Output 2.3:* Processing plant in Ngamiland increases quantity and variety of locally processed beef products, allowing higher sales of livestock products and off-take (supported through BMC cofinancing).

*Output 2.4:* Product placement secured in local and regional markets (supported through BMC cofinancing).

**Table 3: Comparison of baseline with GEF alternative and associated global benefits<sup>12</sup>**

| Baseline Situation  | Alternative to be put in place by the project   | Selected benefits  |
|---|---|--|
| Livestock management practices are not in line with SLM or improved range | 3 local land use plans will be produced.<br>Development of the land use plans will be led by the Tawana Land Board and DLUPU with the active participation of | Rangeland restoration and sustainable use in line with SLM principles:<br>Improvements in vegetative cover over 1 million ha of rangelands (with |

<sup>12</sup> ProDoc Table 4

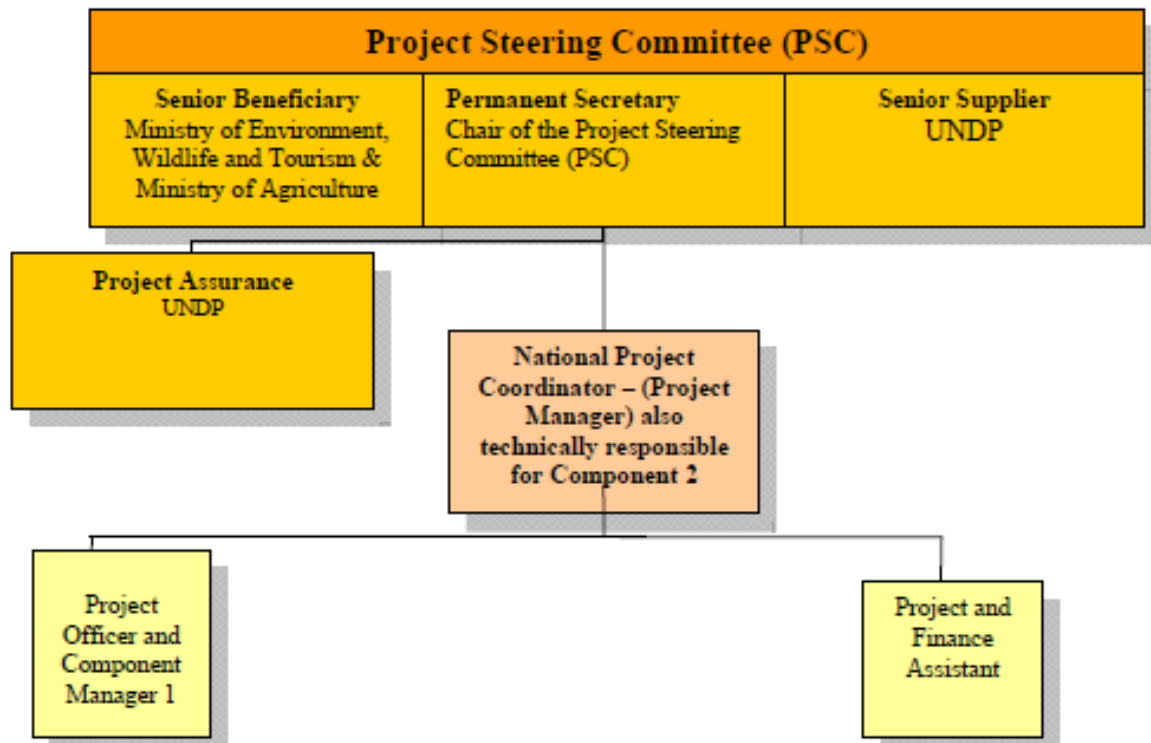
|   |   |   |
|---|---|---|
| management principles and ignore range carrying capacities and stocking principles.                         | <p>communities, other government and non-government stakeholders. The multi-stakeholder forum to be established by the project under Output 2.1 will provide the mechanism for eliciting participation of these different stakeholders in the formulation of the land use plans.</p> <p>Piloting of improved range management system on commercial ranches and communal rangelands, and promotion of a multiple livelihood system on the latter.</p> <p>Multi-stakeholder mechanism established to lead district-level dialogue on mainstreaming SLM considerations in implementation of critical national and regional policies, plans and strategies. This includes policies on livestock production and marketing, and agricultural land use (Tribal Grazing Land Policy, National Policy on Agricultural Development). Particular emphasis will be placed on ensuring community participation in this forum as this has been identified as a weakness in resource governance.</p> <p>Local natural resource management/ community-based management institutions such as community trusts, farmers' committees, village development committees, and Bogosi will be empowered, through a clear mandate and financial and technical resources, to lead the design and implementation of range management principles envisioned in SLM at the local level</p> | <p>the potential</p> <p>for replication to 4.5 million ha)</p> <p>Improvements in livestock productivity (one calf per cow per annum)</p> <p>Increase of 1 ton/ ha in the expected per annum total tons of crops to be produced from the piloting of conservation agriculture</p> <p>Improved livelihoods of farmers (baseline to be determined during range assessment studies;</p> <p>target is to double farm generated income of farmers involved in improved herd management and conservation agriculture (CA)</p> <p>Reduced pressure on biodiversity in the core Okavango Delta, which forms part of the Kavango-Zambezi Trans frontier Conservation Area (an initiative of the 5 riparian states of the Okavango and Zambezi River systems). The conservation of the Okavango Delta contributes directly to regional cooperation and joint management which is a key principle of SADC.</p> |
| Bush encroachment and loss of grass/forage is reducing ecological health and productivity of the rangelands | Bush encroachment reduced through mechanical and labour intensive removal linked to alternative livelihoods such as charcoal production and firewood harvesting (elaborated below under the outcomes) to return current bush-encroached land into an ecologically healthier "wooded grasslands" with consequent increase in rangeland condition, carrying capacity and productivity.  | <p>Bush reduction will lead to improvement in the ecological integrity of the wooded grassland savannah vegetation, increasing functionality and cover of dryland woodlands:</p> <p>Reduction in area affected by bush encroachment by 50% (baseline is estimated at 100,000 ha)</p>  |
| Extensive and severe bush fires leading to a process of savannization in north western Ngamiland.           | Pilot the effective use of fire as a savannah vegetation management tool to reduce uncontrolled fires from yearly to once every three years. This will be piloted in the Tsodilo Hills areas, which is  | <p>By reducing the frequency of fires, quality of grazing improves and rangeland carrying capacity increases:</p> <p>Fire-affected area reduced by 50% most of the years and by 100% in two</p>   |

|   |   |   |
|---|---|---|
|   | a hot spot in the district for annual fires.  | out of the five years of the project (affected area in baseline is estimated at 10,000 ha)  |
| Farmers lack access to markets for non-beef livestock products (including small stock )   | Improved enabling environment for establishment of small-scale, community-based enterprises related to processing and marketing of livestock products such as leather, horn, and bones, from both cattle and other small stock. | Greater economic incentives for integrating SLM principles in livestock sector that leads to improved condition of the range and related ecosystem services:<br><br>Increased revenue from non-beef livestock products (baseline and target to be determined during feasibility studies for setting up processing and marketing facilities for non-beef livestock products) |
| Prevalence of CBPP and FMD has led to prolonged quarantines, reducing livestock trade and off-take, impounding overstocking and degradation of rangelands | Through BMC cofinancing, slaughter capacity will be increased, capacity to produce a broader range of meat products will be increased, and a broader range of markets for Ngamiland beef will be tapped.                        | Greater livestock off-take contributes to reducing grazing pressure, hence supporting the delivery (and sustainability) of the GEBs delivered through the GEF financed components described above:<br><br>Increase in off-take rate for cattle (baseline and target to be determined during range assessment studies at project inception)                                  |

**Project Implementation Arrangements: short description of the Project Board, key implementing partner arrangements, etc.**

The project is being executed by the Government of Botswana, under the UNDP National Execution (NEX) modality following NEX guidelines and requirements that are set out in the UNDP Programming Manual. Oversight of project activities are be the responsibility of the Project Steering Committee (PSC), chaired by the Permanent Secretary of MENRCT (or his/her nominee). Day-to-day operational oversight is being ensured by UNDP, through the UNDP Office in Gaborone, and strategic oversight by the UNDP SLM Regional Technical Advisor responsible for the project (Dr Phemo Kgomo, formerly of UNDP Botswana, now based in Addis Ababa). The UNDP Country Office in Botswana is the responsible institution. The Executing Agency is the MENRCT through the Department of Forestry and Range Resources (DFRR) in partnership with the Ministry of Agriculture (Department of Animal Production – DAP) as lead agencies. Project activities are to be undertaken by relevant governmental, nongovernmental, parastatal, private sector and community based entities. The executing agency remains accountable to UNDP for the delivery of agreed outputs, and for financial management, including the cost-effectiveness of project activities.

The project's organisational structure as depicted in the ProDoc is presented in Figure 3



**Figure 3: Project organizational structure**

According to the ProDoc:

*“Since the project is fairly large and will involve substantial coordination of different stakeholders from a variety of land-use sectors in Ngamiland, a small Project Management Unit (PMU) will be set up to coordinate the implementation of the project on a day-to-day basis. The PMU will be composed of a National Project Coordinator (NPC) who will function as the Project Manager and also be technically responsible for outputs 1.2, 1.3 and 2.1.*

*Support staff will include a Project Officer who will also function as Component Manager for output 2.2, and a Project and Finance Assistant who will also play a coordination role for administrative and M&E activities of the project. In addition to their technical contribution, the PMU will be responsible for overall project coordination, implementation and routine reporting. Project staff will be based in Maun and will report to UNDP and the Project Steering Committee (PSC).”*

The main duties of the PSC are to receive project reports and documents, make recommendations and approve budgets and work plans. The PSC is responsible for making executive decisions for the project and provide guidance as required by the NPC.

DFRR and DAP have each nominated counterparts to work with this team - Kabelo Magobadi for DFRR and Moses Ikula for DAP.

In addition to the structures in Figure 3, the project’s implementation has recently begun to receive more regular guidance from the Technical Review Groups (TRG) [which is akin to a Technical Advisory Committee (TAC) of most GEF projects] and although not mentioned in the ProDoc is included in the projects organogram at the time of the first PSC (Jan 2015). The TRG first met sometime between April and August 2015. (During the MTR, It was also mentioned that an original TRG was set-up during the PPG and that as many of those members should be included in the implementation TRG “for continuity”). However, the TRG must have ceased meeting in 2015, as the 15 March 2016 PSC meeting minutes states *“The resuscitation of TRG will also assist in guiding*

achieving other outputs as the TAC has now been adopted as the project TRG". The 14 June 2016 PSC meeting minutes noted TRG meeting quarterly but by Oct 2016 it was meeting fortnightly to boost project performance.

### Project timing and milestones

Table 4 summaries key dates in the project implementation.

**Table 4: Key dates during the project**

| Date                            | Event   |
|---------------------------------|---|
| 11 and 12 March 2014            | ProDoc signed in Botswana   |
| end March 2014                  | Official project start-date   |
| 14-15 May 2014                  | Inception Workshop <sup>13</sup>  |
| 1 September 2014                | National Project Coordinator I started work (transferred to Gaborone to begin role on project, as also leading UNDP Environment Unit) |
| 15 September 2014               | Project Finance and Administrative Officer (FAO) started work (based in Gaborone)   |
| 3 Nov 2014                      | Project Finance and Administrative Officer (FAO) relocated to Maun  |
| 28 January 2015                 | First meeting of the PSC  |
| Feb 2015                        | National Project Coordinator I relocated to Maun and on-the-ground implementation began   |
| 14 June 2015                    | Official opening of project office in Maun by Helen Clark (Administrator of the United Nations Development Programme)                 |
| October 2015                    | National Project Officer started work (in Maun)   |
| October 2015                    | National Project Coordinator I dismissed from UNDP employment   |
| October 2015                    | Draft Tsodilo Enclave Wildland Fire Management Strategy and Action Plan (2016 – 2018) prepared  |
| Between Nov 2015 and March 2016 | Draft Conservation Agriculture Strategy prepared  |
| mid-September 2016              | National Project Coordinator II started work (based in Maun)  |
| 7 to 19 October 2016            | Mid-term Review mission   |
| 17 to 21 October                | Fire training at Tsodilo  |
| 8 Nov                           | Conservation agriculture and firefighting equipment scheduled to be handed over to DCP and DFRR                                       |
| March 2019                      | Project due to close  |

### Main stakeholders

- Subsistence livestock farmers
- Subsistence crop farmers
- Commercial ranchers
- Other NR users in the community – community trusts, fishers, gatherers
- Farmers' associations
- Department of Forestry and Range Resources (DFRR) of the Ministry of Environment, Natural Resources Conservation and Tourism (MENRCT) [formerly the Ministry of Wildlife, Environment and Tourism (MEWT)]
- Ngamiland District Land Use Planning Unit(DLUPU)

<sup>13</sup> report found by NPC after the MTR mission

- Tawana Land Board (TLB)
- Department of Environmental Affairs (DEA)
- Department of Wildlife and National Parks (DWNP) of the Ministry of Wildlife, Environment and Tourism (MEWT)
- Department of Crop Production (DCP)
- Department of Veterinary Services (DVS)
- Department of Animal Production (DAP) of the Ministry of Agriculture (MoA)
- Department of Tourism / Botswana Tourism Organisation
- Department of Water Affairs
- Okavango Research Institute (of University of Botswana)
- Tribal Administration
- North West District Council
- Botswana Meat Commission
- Range of local NGOs and CBOs

## 4. Findings

### 4.1 Project Strategy

#### **Project Design**

Extent to which lessons from other relevant projects were incorporated into the project design.

The design of the project follows a pattern which is common for GEF land degradation (and other) focal area projects, including one component comprising activities “on-the-ground” and a second to support the “enabling environment” for SLM. In many cases, projects which have such a design have been highly effective as the components are mutually reinforcing.

Specifically considering **Component 1**, the five outputs are:

*Output 1.1: Local level land use plans developed for each pilot area to support sustainable utilization of range resources.*

*Output 1.2: Improved range management and mixed livelihood systems are piloted in-line with the land use plan.*

*Output 1.3: Bush-control program is piloted and provides financial incentives for controlled bush clearance*

*Output 1.4: Fire management strategy is piloted in Tsodilo, in- line with the provisions of the land use plans.*

*Output 1.5: System for monitoring of range condition and productivity is in place.*

are appropriate to contribute to restoration of the highly degraded semi-arid ecosystems of Ngamiland.

Although not a specific output, within Output 1.1 the first step outlined in the ProDoc is that an integrated rangeland assessment (IRA) is to be completed. This is a prerequisite for all the Outputs of that Component, particularly for the project’s monitoring and evaluation, and arguably should have been entitled as a separate Output. The draft integrated rangeland assessment report was completed by a team of consultants on contract to the project – but only in September 2016.

According to ProDoc, Outputs 1.1 and 1.2 are to support the development of specifically three land use plans, using participatory approaches – with the ProDoc further recommending a system called “Participatory Integrated Land Use Management Plans (PILUMP)”, of which the MTR consultant is unfamiliar and so far has been unable to find any reports / documents relating to online. I agree that more local level land use planning is required, as the district of Ngamiland is vast (109,000 km<sup>2</sup> – 10.9 million ha), thus the district-level masterplan is necessarily very broad, but was concerned as it



seemed the project was to develop a plan for each of the three pilot areas – which themselves extend beyond the familiarity of individual land users. However, the NPC clarified that the three land use plans to be prepared are to be much more local: (1) around the Tsodilo Hills in NG2; (2) around a village near Lake Ngami; (3) some commercial ranches in Hainaveld as pilots / demonstrations.

Before using PILUMP, the project team and PSC should review the tools developed by FAO under the Land Degradation Assessment in Drylands (LADA) project, which seem particularly appropriate (these were piloted in 6 countries including South Africa). Notably, LADA includes on-the-ground analysis by multi-sectoral teams working alongside local land users, but results in a very high level of local ownership and understanding of how the plans were developed, thus supporting their adoption. LADA also uses an ecosystems / landscape approach<sup>14</sup> – which is now *de facto* standard practise in SLM and more widely in environmental management activities.

Output 1.2 in the ProDoc (paras 62 and 63), piloting of alternatives to the traditional cattle post system, which as described “herding their livestock as a pack”, holistic rangeland management. This output also includes supporting an existing community trust on the north-west (Trust of Okavango Cultural and Development Initiative - TOCADi) to set-up a community-based open game ranch. It is also to support conservation agriculture (CA), again for the north-west of the district (Gumare and Etsha villages). While CA is being advocated across Botswana by DCP, this is a radical change in cropland management, which takes time for land users to appreciate and accept (the Food and Agriculture Organisation notably have many years of experience advocating and supporting land users to convert to this system – see their resources available on the FAO website<sup>15</sup>) – usually through demonstration plots worked over one or more cropping seasons or via farmer field schools (FFS). I recommend that the project team together with involved stakeholders (e.g. DCP) review information on these and other complimentary SLM technologies [e.g. reduced tillage, increased use of composted vegetable materials and other sources of soil organic matter (e.g. composted manure) thus restoring soil agroecological systems / functioning (key aspects in climate smart agriculture), also step based approaches to promoting CA (see FAO, 2009)] on the WOCAT website [www.wocat.net](http://www.wocat.net) and WOCAT (2011)<sup>16</sup>.

Certain other aspects of the design of Output 1.2 in the ProDoc are unusual and have proved to be problematic. Based on my knowledge of over 50 GEF projects (including all the GEF-4 TerrAfrica SIP projects), it was surprising and from interviews in the MTR it remains contentious in Ngamiland that commercial land users (most of whom are absentee owners living in Maun or Gaborone, some expatriates), are to be beneficiaries of the project. Furthermore, according to the ProDoc, eight ranches are specified by the name of the owner as having been selected as project pilot areas. The ProDoc states “*discussions with the Chairman of the Hainaveld Farmers Association have established*

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<sup>14</sup> See <http://ecoagriculture.org/publication/reducing-risk-landscape-approaches-to-sustainable-sourcing-synthesis-report/>

<sup>15</sup> See <http://www.fao.org/ag/ca/index.html>

Also

FAO (2005) Manual for Farmers and Extension Workers in Africa available from <http://www.fao.org/ag/ca/AfricaTrainingManual.html>

And FAO (2009) Scaling-up Conservation Agriculture in Africa: Strategy and Approaches. Available from: <http://www.fao.org/ag/ca/doc/conservation.pdf>

<sup>16</sup> FAO (2009) Sustainable Land Management Practices of South Africa. Food and Agriculture Organisation, Rome, Italy. Available from:

[https://www.wocat.net/fileadmin/user\\_upload/documents/Books/Best\\_Practices\\_South\\_Africa.pdf](https://www.wocat.net/fileadmin/user_upload/documents/Books/Best_Practices_South_Africa.pdf)

WOCAT (2011) SLM in Practice – Guidelines and Best practices for Sub-Saharan Africa. WOCAT, Berne, Switzerland. Available from: <https://www.wocat.net/en/knowledge-base/documentation-analysis/global-regional-books.html>

*that the following ranches will provide a good illustration of how herd and range condition vary within the ranch block, so enabling a 'demonstration' or comparative approach to sustainable land management to be adopted. Because of variations in herd and range management strategies, by selecting ranches close to each other, differences in range condition can be attributed to different management strategies rather than variations in rainfall or vegetation and soil conditions. The ranches not only display the full spectrum of management approaches, but also have the advantage of being easily accessed from Maun. The specific nature of the pilot activities will be defined in consultation with the farmers, but will focus on a combination of mechanical and labour intensive bush clearing in conjunction with commercial development of firewood sales, improved stock rotation policy between paddocks and associated rangeland monitoring, and comparative assessments of range condition between game and cattle ranches."* A table then follows specifically naming the eight ranch owners.

Clearly working on ranches can achieve benefits at scale in terms of hectares of land under improved land management (the project target is 1,000,000ha) thus global environmental benefits – but the social acceptability is debatable, given the context in which users of the communal land own much smaller numbers of poorer quality cattle and have much more limited resources with which to maintain their livelihoods thus capacity to improve their land management and livelihood status. Some informants during the MTR advised that some communities were not happy with the involvement of the commercial ranches and as a consequence not enthusiastic about the entire project.

Rather than completely halting work with the ranchers, which at this stage in the project could be highly detrimental, I would recommend the project continue working with the ranchers, but scale-back and support land use planning on a single ranch and rather endeavour to raise awareness / educate the ranchers on how they can improve the management of their ranches (e.g. holistic grazing management) – ideally removing fences and ranging across much wider areas of the Hainaveld – as recommended in the IRA report (which also proposed converting the game ranches for rhino conservation – pXV in 8 Sept 2016 draft report). Ranchers could be advised they could clear the encroached bush, which is a notable issue around kraals and waterholes using pre-emptive fire, or the project could catalyse provision of labour via the Govt poverty reduction programme, but at least part-funded by their own resources.

The Outputs 1.3 and 1.4 are addressing the key issues which are leading to degradation of the rangeland systems (invasive bush and over use of fire), including support for appropriate training and provision of equipment. Both these Outputs include a range of complimentary activities, including:

- ✓ Output 1.3 focuses on the Lake Ngami pilot area, proposing to use mechanical means of bush clearing and restoring the cleared land with reseedling. The description of the Output correctly identifies a potential limiting factor – the supply of good quality seed and includes an activity to support seed multiplication. A final activity is to process the wood into briquettes, with exchange visits, training and knowledge sharing. This is an ambitious activity, which if the bush clearing and improved range management are successful, will only be relevant short-term. A more straightforward activity would be to convert the timber to charcoal (for export – there is no local demand for charcoal in Botswana) – or selling as firewood.
- ✓ Output 1.4 focuses on the Tsodilo Hills area of the pilot area NG2 and surrounding villages' community lands. The initial focus has been on the fenced UNESCO World Heritage Site, which is clearly important and the site now benefits from a 30m wide firebreak.

DFRR, with project support, has worked with the local community and following a 3 day workshop involving local people from Tsodilo village and the UNESCO site, a fire management strategy for the “Tsodilo enclave” was drafted (dated Oct 2015 – at MTR still only a draft). The strategy includes a careful analysis of the problems and root causes, with a log framework analysis and workplan for a project. According to the June 2016 PIR “....the process of procuring of firefighting equipment at a cost of US\$33,150.00 is almost complete. PMU with DFRR will initiate the establishment of community firefighting teams (they were previously “inactive”) in July 2016. These committees will be provided with fire-fighting equipment in order to enable them to be able to extinguish fire during dry seasons”. At the time of the MRT, the project’s NPO and DFRR were beginning awareness raising / training with these communities and the firefighting equipment cited in the log framework is to be handed-over to Government for the use by these communities on 8 Nov 2016 to benefit the community rangelands and Tsodilo Hills, which are highly degraded due to over-frequent burning by land users. Notably however, this work has gone ahead prior to the completion of the IRA, although according to the ProDoc, the IRA was to guide where such activities were to take place.

Output 1.5 is a vital part of any GEF (or other) project, and appropriately includes both participatory monitoring and the establishment of monitoring plots by experts (from ORI, DFRR and DAP) to provide the necessary data on the project’s impacts (including the global environmental benefits).

The ProDoc states that information on the best practises from the project will be included via the PRAIS portal of the UNCCD, however, this has been superseded: “According to decision 15/COP.10, the secretariat was requested to transfer the existing sustainable land management (SLM) best practices in the PRAIS to the recommended database, once it is identified, and then to replace the existing PRAIS best practices with a link to the recommended database.”<sup>17</sup>. The new database nominated by UNCCD is World Overview of Conservation Approaches and Technologies (WOCAT) website ([www.wocat.net](http://www.wocat.net)). According to Monique Barbut, Executive secretary of UNCCD in April 2014, “the UNCCD’s official nomination of the World Overview of Conservation Approaches and Technologies (WOCAT) database – hosted by CDE – as the primary recommended database on best practice and technologies of sustainable land management (SLM). The secretariat hopes that this official recognition means that WOCAT can use its experience and skills to support Parties in recording their own SLM best practices and transferring this SLM knowledge to stakeholders worldwide – from land users to decision-makers – to improve local land management.”<sup>18</sup>

Considering **Component 2**, the planned Outputs are:

*Output 2.1: A regional<sup>19</sup> multi-stakeholder forum for facilitating a dialogue on SLM and mainstreaming SLM into regional and national policy programs and processes is created and empowered.*

*Output 2.2: Improved access of farmers to markets for livestock products.*

*Output 2.3: Processing plant in Ngamiland increases quantity and variety of locally processed beef products, allowing higher sales of livestock products and off-take (supported through BMC cofinancing).*

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<sup>17</sup> <http://prais2.unccd-prais.com/?q=node/188>

<sup>18</sup> <http://www.unccd.int/Lists/SiteDocumentLibrary/secretariat/2014/ES%20Statements/Switzerland%20April%202014.pdf> See also [www.wocat.net](http://www.wocat.net)

<sup>19</sup> To clarify, in this context a region means a part of Botswana

*Output 2.4: Product placement secured in local and regional markets (supported through BMC cofinancing).*

Output 2.1 is comparable to a regional level country strategic investment framework (CSIFs). Terrafrica has catalysed country-level CSIFs as SLM platforms in numerous sub-Saharan Africa countries<sup>20</sup>, (notably Uganda and Senegal). The plan for this project is a more bottom-up approach, by firstly establishing a platform at local level – which should serve as a catalyst to a national platform – which is likely to have the influence to mainstream SLM into the national policy programs and processes which this Output aims to do, but is likely to struggle to attain as it only covers Ngamiland. The Okavango Delta Wetland Management Committee has agreed to add SLM to its remit and will serve as this platform.

Outputs 2.2-2.4 follow the increasingly common trend to include aspects of developing / improving value chains to help land users to link into existing or new markets, particularly important in Ngamiland as it is a “red-zone” for beef exports due to FMD. There was doubt about how the project could begin to achieve these Outputs before and at the start of the MTR due to communication issues and staff changes in BMC. However, a very fruitful meeting was held between the NPC and the BMC Plant Manager, which the MTR Consultant attended as an interested party during the MTR mission (this was not strictly considered part of the MTR, as the BMC Manager knew nothing of the project, indeed BMC had not been involved to-date). This allayed concerns and verified that indeed BMC have increased their slaughter rate, a major target for the project.

As part of Component 2, the project sent 20 participants to Zimbabwe on a leather work “benchmarking” trip, which had sound aims, but seems to have been premature as it has increased interest and expectations of the project, yet the source of hides for such work has not been explored. Indeed the meeting held between the NPC II and BMC at the Maun abattoir during the MTR indicated that BMC Maun would not be a suitable supplier for limited numbers of hides for local artisan crafts, as they advertise and agree annual contracts for all their hides – usually with large companies in South African to supply car manufacturers.

*Extent to which the project addresses country priorities and is country-driven*

The project activities, outputs and components continue to address country priorities and based on the interviews with key staff in the various concerned Government Departments (at district and national levels), it remains country-driven.

However, repeatedly during the MTR informants did question why the project does not address the following priority issues:

- Human – wildlife conflict – considered an even more pressing issue than the SLM;
- Community-based natural resources management.

*Sustainability and viability of the project*

The project has not yet had significant impact on the ground, but the now complete PMU team appears highly capable, experienced and motivated to ensure the second half of the project rectifies this situation as far as possible in remaining 2.5 years. Providing the project achieves some of its objectives on the ground to act as demonstrations, also raising awareness, training, provision of some equipment and adds in exchange / study visits and increased publicity to raise awareness across Ngamiland / Botswana before project closure, the design is such that most aspects should be

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<sup>20</sup> CSIFs are “for the scaling up of successful SLWM technologies, approaches, and the implementation of institutional, policy and budget reforms. The CSIFs are being used by countries to support cross-sector efforts based on what already exists in the country. The formulation of CSIFs is an integral part of the NEPADs CAADP roundtable process and aims to bring substance to countries efforts to elaborate the CAADP pillar on land and water management.” (Source: <http://terrafrica.org/faq/> )

sustainable – and stakeholders in Government of Botswana are committed to continuing to support and scale-up these activities. However, there are a number of externalities which could have serious negative impacts, including:

Climate change (CC) – the ongoing progressive pattern of declining rainfall (delayed onset, shortened season and reduced amounts), together with rising temperatures, will without adaptation negatively impact on the status of the rangelands, livestock health and productivity, also crop growing. The livestock sector is not predicted to fare well under the predicted impacts of climate change (increased heat and water stress on grazing or browsing livestock is likely to result in decreased feed intake, milk production, and rates of reproduction and increased demand for water, due to increased temperatures, will increase the herbivore use intensity around water points and exacerbate land degradation). Increasing weather variability and climate change is also expected to increase fire frequencies, particularly in dry years and warm ENSO phases in the region. However, some of the project activities, notably conservation agriculture, should specifically enhance the resilience of crop growing to the negative impacts of drought (climate smart agriculture). Reduced livestock pressure on the rangelands should also reduce the negative impacts of CC on these fragile ecosystems.

Foot and mouth disease (FMD) – affects the whole livelihood situation and wider rangeland management / degradation status of Ngamiland. Should the district become FMD free, many of the current issues (cattle overstocking leading to bush encroachment etc.) will be more easily resolved (the market for beef would become more open). However, this seems unlikely due to the many host wild animals in the district and despite all efforts, the incomplete barriers between for example the CKGR and Hainaveld.

Human-wildlife conflict – particularly elephant damage is leading crop farmers to abandon this as a livelihood in places across the district, which would negate the benefits of project catalysed training in, for example, conservation agriculture. Ideally the project should work alongside other efforts to limit these conflicts.

*Thorough identification of environmental and social risks as identified through the UNDP Environmental and Social screening procedure and adequate mitigation and management measures outlined in the Project Document*

The original Environmental and Social Screening (Annex 8 of the ProDoc) was not available to the MTR. However, according to the 2016 PIR “there has been no environmental and social risks attributed to the implementation of the project which demonstrate a strong compatibility to environment and social concerns in the project area”.

*Decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, taken into account during project design processes?*

Some informants to the MTR confirmed they were involved during the project’s design phase, but many specifically felt the project was not designed in a participatory manner, is too complex (common in SLM projects which aim to be inter-sectoral) and focuses too much on supporting GoB staff (TRG members) through training etc. rather than having a emphasis on benefiting land users and on-the-ground impacts. Most informants felt that project should focus on-the-ground activities on communal lands (rangeland and croplands), rather than the Hainaveld ranches – many of which are owned by ex-patriates (*inter alia* based in South Africa and USA).

Under the PPG phase, an institutional analysis was carried out to study mandates and assess the institutional capacities for SLM and make appropriate recommendations. Institutions studied include, the Land Board and the District Land use Planning Unit (DLUPU) (at the District level), and relevant sections of the Ministry of Wildlife, Environment and Tourism (DEA, DWNP and DFRR),

Minerals and Water Affairs (at central government level) as well as existing rangeland management institutions at community and civil society levels. Table 3 in the ProDoc claimed to summarise information on the responsibilities and capacities of key land resource management agencies, at the central and district levels, but regrettably the only farmers' association (FA) mentioned was the Hainaveld FA and the only NGO / CBO Tlhare Segolo Foundation.

After the MTR mission a copy of the project's Inception Report (IR) was located. The inception workshop was held in Maun in May 2014 before any project staff had been appointed. The Inception Workshop was well attended (52 named participants) – but was facilitated by BirdLife Botswana. However, the IR verifies that the project was thoroughly discussed at start-up – and the opening address highlighted that the project should *“ensure that they do not overly promote environmental conservation, with due attention to balancing this with the need for jobs, and especially in Ngamiland, the constraints faced by cattle owners; the need to balance the economic, social and environmental pillars of sustainable development were reiterated.”*

*Extent to which relevant gender issues were raised in the project design*

During the introduction to the Inception Workshop, “there was a call to ensure greater women involvement in SLM and environmental issues in the district, and nationally”.

However, gender was not well addressed in the ProDoc nor has it yet been prioritized during implementation. Paras 90 and 91 of the ProDoc include some of the few mentions of gender and relate specifically to Output 1.2, including:

*“Women play a critical role in livestock husbandry (particularly small stock) and natural resources management in Ngamiland, both as beneficiaries but often as victims of the effects of reduced productivity. In recognition of this fact, a **gender analysis** will underpin development and implementation of the alternative livelihoods promoted by the project, to ensure that critical issues related to access and control of land resources and other natural resources as they relate to women are identified and addressed. The aim is to promote a more effective targeting of initiatives, and provide disaggregated data for monitoring, in line with the UNDP gender marker. Thus, a number of project activities are expected to directly and indirectly contribute towards improving the condition of women. This would be through enhancing their capacity to participate in decision-making processes, and engaging in land use activities that have the potential to improve their economic situation. For instance, where there is collection of firewood and clearing of bush encroachment, pilot activities to generate income from the sale of such firewood will deliberately target women beneficiaries.”*

*“In addition, the project will actively empower women and other excluded groups, particularly those at high risk of suffering from the effects of rangeland degradation and climate change vulnerabilities. This will be achieved through social mobilization utilizing Women Self Help Groups (SHGs) and other such community based structures. These groups will benefit particularly from skill development (education/training), access to financial resources and markets for sustainably produced/harvested veld products.”*

The gender analysis has not yet been completed – but clearly the opportunity identified in Annex 3 *“Thus far emphasis has been solely on cattle while small stock (goats, sheep) has been neglected. Small stock presents an unexplored opportunity for expansion of the livestock sector within the district”* should particularly benefit women and this should thus be a project priority.

The project results framework does not include any gender disaggregated targets.

Given that the project was designed after the publication of the GEF Policy on Gender Mainstreaming (2012)<sup>21</sup>, which clearly states *“The GEF recognizes that gender equality is an important goal in the context of the projects that it finances because it advances both the GEF’s goals for attaining global environmental benefits and the goal of gender equity and social inclusion”*, the very limited attention given to how the project can benefit women and not further disadvantage them due to the focus on cattle rearing (a traditionally male occupation) in Ngamiland is concerning.

### **Results Framework**

The MTR of the project’s results framework has the following conclusions:

- table does not include any targets for mid-term;
- some targets are SMART (Specific, Measurable, Achievable, Relevant, Time-bound), including:
  - ✓ Objective – one million hectares by project end (in addition, it is expected that project lessons can be replicated to an additional 4.5 million hectares post-project);
  - ✓ Area of rangeland with improved grass and herbaceous species cover – baseline: 64,000 ha denuded in ranches – target: approx. 40% (25,600 ha) in 4 ranches rehabilitated by project end;
  - ✓ Area of riparian woodland preserved - baseline: 10,000 ha of riparian woodland lost around Lake Ngami – target: 200 meter buffer zone reclaimed by project end;
  - ✓ Area affected by bush Encroachment – baseline: 100,000 ha affected by overgrazing and bush encroachment – target: Decrease by 25% by the end of the project;
  - ✓ Capacity of key land management institutions for SLM – baseline: summary baseline capacity score 28% - target: raise to 50% and improving by the end of the project.
- some targets were not set in the ProDoc but to await the IRA or feasibility studies. Those dependent on the IRA have not yet been set by the project as the IRA has only recently been drafted and is not yet final (292 pages in length including some very dated data). This includes:
  - ✓ Stocking rates in line with the prevailing condition of the rangeland;
  - ✓ No. of farmers with improved livelihoods;
  - ✓ Economic returns per land unit.

The work on the non-beef livestock products etc. have not started, so no feasibility study exists on which to base and proposed targets.

The ProDoc included provision (but no baseline) for indicators of income generation but nothing on gender equality and women’s empowerment (see note above). Considering gender-disaggregated indicators, clearly as many of the indicators are areas of land they cannot be gender disaggregated. However, the targets of numbers of farmers practicing CA (including receiving training and extension support), trained in effective herd (for women small stock) management and with improved livelihoods should be disaggregated by gender. During the MTR wrap-up meeting in Gaborone on 19 October 2016, it was suggested such targets should be well over 50% women – one key informant suggested that 100% of those being trained in CA should be women – or in combination with youth.

I would advise that the project should revise downwards the overall target for the project objective, which remains “one million hectares of rangeland under improved management by the end of the project, leading to an additional 4.5 million post-project”. It is not clear from where this total was derived and adding the totals in the current RF gives a total of only 71,400ha (Table 5), which itself is

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<sup>21</sup> Available from: [https://www.thegef.org/sites/default/files/documents/Gender\\_Mainstreaming\\_Policy-2012\\_0.pdf](https://www.thegef.org/sites/default/files/documents/Gender_Mainstreaming_Policy-2012_0.pdf)

optimistic given that on the ground activities have only begun in conservation agriculture around Gumare – covering a mere 60-70ha. The MTR suggests a revised target of 200,00ha. This urgently should be considered by the TRG and the PSC, using data once the integrated rangeland assessment is finalized and the wider recommendations of this report (Section 5.4).

**Table 5: Land area targeted for project activities**

| Description  | Land area targeted (ha) |
|--|-------------------------|
| Denuded rangeland rehabilitated  | 25,600                  |
| Riparian buffer of Lake Ngami  | 800                     |
| Tsodilo Hills and surrounding village lands in NG2 <sup>22</sup> - bush fire reduction | 10,000                  |
| Other bush fire reduction  | 10,000                  |
| Reduced overgrazing and bush clearing  | 25,000                  |
| <b>Total</b>   | <b>71,400</b>           |

## 4.2 Progress Towards Results

### *Progress towards outcomes analysis*

**Table 6: Progress Towards Results Matrix**

| Project Strategy  | Indicator   | Baseline Level | Level in 1 <sup>st</sup> PIR (self-reported) | Midterm Target <sup>23</sup> | End-of-project Target | Midterm Level & Assessment <sup>24</sup> | Achievement Rating <sup>25</sup> | Justification for Rating   |
|---|---|----------------|--|------------------------------|-----------------------|--|----------------------------------|--|
| <b>Objective: To mainstream SLM in rangeland areas of Ngamiland District productive landscapes for improved livelihoods</b> | Indicator: Hectares of rangeland that are under improved management | Zero           |  |                              | 1,000,000 ha          | Tsodilo Hills area + ~ 65ha under CA     | HU                               | Only activity in Tsodilo Hills area and estimated 65ha reportedly under CA |

<sup>22</sup> Based on Tsodilo – actual boundary fence length 30km = and area of around 70km<sup>2</sup> = 7,000ha + village lands of perhaps 3,000ha – total 10,000ha

<sup>23</sup> None set in ProDoc

<sup>24</sup> Colour code this column only

<sup>25</sup> Progress Towards Results Rating Scale: Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), or Highly Unsatisfactory (HU)



|  |  |  |  |  |   |                |   |  |
|--|--|--|--|--|---|----------------|---|--|
| <b>Outcome1:</b><br>Effective range management improves range condition and flow of ecosystem services to support livelihoods of local communities | Indicator 1:<br>Area of rangeland with improved grass and herbaceous species cover | 64,000 ha denuded in ranches                             |  |  | Approx. 40% (25,600 ha) in 4 ranches rehabilitated by project end   | No change      | U | No activity  |
|  | Indicator 2:<br>Area of riparian woodland preserved                                | 10,000 ha of riparian woodland lost around Lake Ngami    |  |  | 200 metre buffer zone reclaimed by project end  | No restoration | U | Awaiting the guidance from the Environmental Management Plan which UNDP (but not the GEF project) contracted. Thus far, no activity  |
|  | Indicator 3:<br>Incidence of late dry season fires                                 | Fires burn annually at Tsodilo                           |  |  | Frequency reduced to every three years  | Likely         | S | Draft Tsodilo Hills fire management strategy in place, training taking place during MTR and equipment to be delivered to community in Nov 2016   |
|  | Indicator 4:<br>Extent of uncontrolled fires                                       | 10,000 ha affected by uncontrolled fires                 |  |  | Fire-affected area reduced by 50% most of the years and by 100% in two out of the five years of the project | No change      | U | Efforts have been made with Southern Africa Environmental Programme (SAREP) to ensure that the Tsodilo Enclave Fire Management is in also aligned with the District Bush Fire strategic management plan. |
|  | Indicator 5:<br>Area affected by bush encroachment                                 | 100,000 ha affected by overgrazing and bush encroachment |  |  | Decrease by 25% by the end of the project   | No change      | U | Awaiting integrated range assessment and land use plans – thus no activity   |

|  |   |   |  |  |  |   |   |  |
|--|---|---|--|--|--|---|---|--|
|  | Indicator 6:<br>No. of farmers practicing conservation agriculture                    | Zero  |  |  | 30 every other year, trained and given extension support   | 0 farmers trained<br>target very modest | U | Draft CA strategy produced<br><br>15 extension staff attended one day workshop and CA equipment to be handed over the DCP in Nov – thus will be available for use in the coming growing season   |
|  | Indicator 7:<br>No. of farmers practicing improved and effective herd management      | Zero  |  |  | 30 farmers enrolled for participation in the project (20 initially and 10 more added by project end) | 0 enrolled<br>target very modest        | U | Awaiting integrated range assessment and land use plans – thus no activity   |
|  | Indicator 8:<br>Stocking rates in line with the prevailing condition of the rangeland | Tbd during the range assessment studies of this project |  |  | Tbd during the project and implemented in 4 ranches by project end                                   | no change                               | U | No activity – June 2016 PIR notes “This continue to remain a challenge and a hindrance towards ensuring sustainable utilization of range resources due to lack of statutory instruments that can compel framers to adhere to proper stocking rates.” |

|  |  |  |  |  |  |                          |    |   |
|--|--|--|--|--|--|--------------------------|----|---|
|  | Indicator 9:<br>No. of farmers <sup>26</sup> with improved livelihoods | Tbd during range assessments which will cover farmer livelihoods as well   |  |  | Double farm generated income of farmers involved in improved herd management and CA by project end | No change                | HU | Awaiting integrated range assessment and land use plans – thus no activity.<br><br>Also unclear that IRA includes baseline                                  |
|  | Indicator 10:<br>Economic returns per land unit                        | Tbd during range assessments which will include establishment of economic returns from different land uses (ranches and communal rangelands) |  |  | Increase returns by a quarter of the baseline every year after the 2nd year                        | No change                | HU | Awaiting integrated range assessment and land use plans – thus no activity.<br><br>Also unclear that IRA includes baseline                                  |
|  | Indicator 11:<br>Capacity of key land management institutions for SLM  | Summary baseline capacity score 28%  |  |  | Raise to 50% and improving by the end of the project   | Some increased awareness | S  | Participation in PSC and TRG will have increased this - marginally.<br><br>Members of TRG also to receive training in GIS, EIA etc – but none yet completed |

<sup>26</sup> Farmers are disaggregated according to gender, age group and small stock keeping

|   |   |  |  |  |   |  |    |  |
|---|---|--|--|--|---|--|----|--|
| <b>Outcome 2:<br/>Effective<br/>governance<br/>framework<br/>and<br/>markets<br/>provide<br/>incentives for<br/>livestock off-<br/>take and<br/>compliance<br/>with<br/>SLM</b> | Indicator 12:<br>Multi-<br>stakeholder<br>forum for<br>mainstreami<br>ng SLM<br>issues in<br>national and<br>regional<br>policies,<br>plans and<br>strategies | Existing<br>multi-<br>sectoral<br>institutio<br>n is<br>limited<br>to<br>multiple<br>governm<br>ent<br>sectors |  |  | Active<br>participatio<br>n from<br>governmen<br>t, NGOs,<br>water<br>and land<br>user<br>groups,<br>community<br>trusts,<br>community<br>leaders,<br>private<br>sector by<br>project end | Achieved   | HS | Existing<br>Okavango<br>Wetland<br>Management<br>Committee has<br>agreed to include<br>SLM issues in<br>mandate and<br>assume this role  |
|   | Indicator 13:<br>Revenue<br>from non-<br>beef<br>livestock<br>products  | Zero   |  |  | Tbd during<br>feasibility<br>studies<br>for setting<br>up a<br>processing<br>and<br>marketing<br>plan   | No change<br><br>This<br>indicator<br>should<br>include<br>work on<br>small-stock<br>–<br>particularly<br>to benefit<br>women.<br>(currently<br>non-beef is<br>taken to<br>mean hides<br>/ horn /<br>hooves etc) | MU | A two -day<br>workshop on<br>Non-Meat<br>Livestock<br>Product<br>Enterprises<br>Development<br>Workshop in<br>September 2015.<br><br>20 participants<br>sent on<br>innovative trip to<br>Zimbabwe (4th -<br>12th October<br>2015) then<br>workshop held in<br>Nov 2015 to<br>facilitate the<br>establishment of<br>the sector. Little<br>progress since,<br>probably as no<br>local supply of<br>small quantities<br>of hides, also<br>conflicts with<br>Govt plan to<br>open works in<br>Lobatse.<br><br>DAP is currently<br>assisting NAMA<br>in setting up an<br>abattoir, which<br>could supply<br>hides in future if<br>successful. |

|  |  |   |  |  |                                       |   |   |   |
|--|--|---|--|--|---------------------------------------|---|---|---|
|  | Indicator 14:<br>Off-take rate<br>for cattle | Tbd<br>during<br>range<br>assessme<br>nts<br>under<br>the<br>economy<br>c section |  |  | Tbd after<br>range<br>assessment<br>s | BMC<br>abattoir<br>slaughter<br>rate<br>increased | S | BMC daily<br>capacity<br>increased from<br>80 to 120 head /<br>day in Sept 2015<br>Farmers wish this<br>to be higher but<br>BMC argue this<br>would be<br>unsustainable<br>long-term.<br><br>The new abattoir<br>being set-up by<br>DAP and NAMA<br>(see indicator 13<br>notes) will also<br>increase the<br>slaughter rate<br>thus addressing<br>the root cause of<br>rangeland<br>degradation |
|--|--|---|--|--|---------------------------------------|---|---|---|

#### **Indicator Assessment Key**

|                 |                                  |                                   |
|-----------------|----------------------------------|-----------------------------------|
| Green= Achieved | Yellow= On target to be achieved | Red= Not on target to be achieved |
|-----------------|----------------------------------|-----------------------------------|

#### ***Remaining barriers to achieving the project objective***

*“Poor understanding of the project mandate and unrealistic expectations” despite “intensive consultations conducted at the initial stages of the project implementation”* (quote from 15 March 2016 PSC minutes).

As an SLM project, this is by definition a multisectoral project – but sectors have not thus far demonstrated being able to work well together to achieve the project’s objective. There seems to be competition rather than recognition that there are synergies between activities in the different sectors. This could be political and needs to be urgently addressed by the NPC II / UNDP.

*Details of staffing issues:* The implementation and hence the achievements of the project have been constrained due to a range of staffing and other management issues beyond the responsibility of any of the current PMU team. Notably:

- Project started in March 2014 but had neither staff nor an office in Maun;
- NPC I recruited in September 2014, but was transferred by UNDP from Maun to be based in Gaborone to February 2015 to also cover the role of Head of Environment Unit;
- Finance and Administrative Officer (FAO) began work in Sept 2014 in Gaborone then transferred to the project area in Maun in Nov 2014;
- NPO began work Oct 2015 – alongside FAO;
- NPC I’s employment terminated October 2015 (reportedly as not focusing on project but involved in “other activities”) – leaving NPO, PSC and other stakeholders bewildered and confused of the future of the project. The 2 Nov 2015 PSC minutes noted *“The DRR announced that the former Project Manager Mr Tiego Mpho was no longer with the project therefore Mr Phemelo Ramalefo would be holding forth in the interim until the recruitment*

*process for the replacement has been completed. Mr Phemelo Ramalefo was the new project officer with limited information on the project. The project will be supported from Head office”;*

- UNDP’s Energy and Climate Change Specialist presented progress reports to PSC in interim – but it is unclear of his other involvement in the project;
- NPC I’s replacement (NPC II) not in-post until 19 September 2016 (reportedly only recruited after third round of adverts / interviews).

Between project start-up in March 2014 and mid-Sept 2016, the PMU in Maun was never fully staffed.

The NPC II informed the MTR consultant that two interns are to begin work shortly on the project, complementing the existing staff. This is very welcome – but will not compensate for the gaps in staff during the first half of the project.

Procurement: by UNDP has been very slow – for example for the conservation agriculture and firefighting equipment – which reportedly took 12 months for each. The CA equipment contract was placed with a company in Zambia, under UNDP procurement open tender rules, which may have been the lowest cost tender – but then incurred large transport costs and informants stated it could have been bought at lower cost locally in Botswana. The contract for the IRA was offered to Ecosystems Solutions for Africa in Oct 2015 – but this was only finalized in February 2016, thus this important baseline assessment for the project has only recently been submitted to the PSC as a draft.

Co-finance issues: overall, the ProDoc only describes how BMC will contribute to the project. Also, all co-financing is stated to be “in cash” – which seems highly unlikely. It seems unlikely that one of the co-financing partners listed in the ProDoc will support the project, as informants from that organisation indicated during the MTR that they feel excluded, as they were informed they could not bid for a project contract – which has possibly led to the loss of these funds and a huge loss of trust with a key partner. A second co-finance partner (Tlhare Segolo Foundation) has ceased operation – thus the project is unlikely to catalyse these investments.

The project has not kept any listing of co-finance spent – but as of 8 Nov 2016, two partners (DFRR and BMC) have provided figures for amounts invested to the MTR. These are small (11% and 3% respectively of the totals pledged in the ProDoc) but it must be hoped that this information will help the PMU catalyse more funding from the partners.

### **4.3 Project Implementation and Adaptive Management<sup>27</sup>**

#### **Management Arrangements:**

Project Management: The Project Steering Committee (PSC) is operating as well as could be expected given the issues of the poor rate of implementation and achievements of the whole project, attributable to the staffing issues (see Remaining barriers to achieving the project objective” above), with regular meetings – and regular comments complaining that the project is failing to achieve on-the-ground.

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<sup>27</sup> The project’s ability to adapt to changes to the project design (project objective, outcomes, or outputs) during implementation resulting from: (a) original objectives that were not sufficiently articulated; (b) exogenous conditions that changed, due to which a change in objectives was needed; (c) the project’s restructuring because the original objectives were overambitious; or (d) the project’s restructuring because of a lack of progress.

A change made reportedly to speed implementation has been that a Technical Reference Group (TRG) was revived in mid-2016. This comprises Ngamiland-based technical experts from all the fields involved in the project, also NGOs, CBOs - and meets fortnightly. The TRG meetings are attended by upwards of 30 people and the meetings last for a long half day each. The meeting held on 12 October 2016 was attended by the MTR consultant – and included discussion of who should be represented, also draft terms of reference for the group.

The role of the TRG does compliment the PSC [similar to Technical Advisory Committees (TACs) who support many GEF projects – in this project, the TAC is the local Technical Advisory Committee in the District Council], but care is needed to ensure that these meetings do not duplicate topics and thus risk coming to different decisions. Furthermore, especially as the project now benefits from strong leadership of a new experienced NPC, it seems the frequency of the meetings should be reduced, as they are being held so frequently that few achievements have been reached between meetings. Furthermore, as all those involved have busy schedules, the frequency of meetings seems to be proving onerous to senior district staff in the key departments etc., thus they risk becoming the domain of less senior staff, who lack the requisite expertise and / or knowledge to guide project implementation. Ideally the TRG should meet quarterly, some days before each PSC, to provide technical advice to the PSC. There is also a strong case to reduce the number of stakeholders attending the TRG meetings to perhaps six or seven organisations. This could be controversial and if implemented would need to be carefully managed.

The Project Management Unit has only had its full complement of staff for 3 weeks when the MTR began. All informants for the MTR were complimentary about the enormous efforts which have been made by the NPO and FAO in the last 12 months, increasingly understanding the situation. However, the informants were frustrated as expectations had been built-up by the NPC I, then the project seemed to almost disappear in Oct. 2015, despite the high profile it attained when Helen Clark (Administrator of the UNDP) opened the project's office in Maun in June 2015.

*Implementing Partners:* Informants to the MTR from the key departments involved in the project (DFRR and DAP) have very different perspectives of the project, some much more positive than the others. The department with more positive impression of the project is more closely involved in current activities – the other is frustrated, claiming that the TRG is blocking activities they feel the project should be supporting. Both departments have appointed official counter-parts for the project, but do not always send the same staff to meetings – thus there are information gaps. The new NPC, the NPO and these key implementing partners should be working much more closely together, the project supporting the departments to implement activities or where they lack the expertise or need more support, through consultants or other partners.

*GEF Partner Agency:* It is regrettably the conclusion drawn from the MTR review of documents and the MTR mission that the quality of support provided by the GEF Partner Agency (UNDP) has not met the standards which would be expected. Many of the project implementation issues can be traced back to: (1) a the decision to base the NPC I in Gaborone at the early stages of the project (Sept 2014 – Feb 2015), where he was also head of the UNDP CO Environment Unit; and (2) the under-staffing of the project from October 2015, when UNDP Country Office (CO) in Gaborone took the decision to release NPC I from his contract due to his lack of focus on project activities. Clearly, this was a difficult decision to make, but it then led to a gap of 12 months until at the third round of advertising the CO recruited a second NPC in mid-September 2016. From the perspective of the implementing partners and other stakeholders in Maun and across Ngamiland, the NPC I had been building-up momentum, awareness and expectations of the project and he suddenly left. UNDP perhaps should have sent senior staff to Ngamiland to explain the dilemma and put in place more

technical support and advice on project implementation for the new NPO, whose contract began only a week before the contract of NPC I was terminated

Various informants also bemoaned the slow rate of contracting and procurement by the UNDP CO – which delayed, for example:

- the purchase of firefighting equipment (taking around 12 months);
- rules enforced procurement of the CA equipment from Zambia, incurring additional transport costs and delay in delivery;
- contracting of consultants to complete the Integrated Rangeland Assessment (IRA – being advertised by August 2015 (in PSC minutes), reportedly award offers to ESA in Oct, but not contracted until Feb 2016) – which has then delayed implementation on-the-ground, as sites and even the setting of some of the targets in the Results Framework are dependent on this information (which is still being finalised).

Given these issues in the first half of the project, which have virtually curtailed any on-the-ground achievements, it is vital that the CO must prioritise all requests etc. from the project to ensure the project delivers as many of the overall project targets as possible during the planned project period – or ensures the project can be given a no-cost extension to try to achieve the promised targets.

### **Work Planning:**

During the first PSC meeting on 28 January 2015, an apology was given for the “slight delay in the startup of the programme”, which seems an understatement – but no clear explanation was given for the 10 month delay since start-up. The fact that the first NPC was recruited but for his first 5 months in office based in Gaborone and with other responsibilities seems to have been a major factor.

15 March 2016 PSC minutes noted *“the low delivery in the first quarter was attributed to delay in approval of AWP and it was recommended that in the last PSC meeting for the year 2016 in November, the AWP and procurement plans should be discussed and finalized so that once funds for the year are availed all procurements and related activities can be carried out.”*

Work-planning has also been very slow, attributable to the staff shortages. This has now been resolved and it must be hoped that UNDP can retain the current team in their posts to endeavour to regain momentum and achieve at least some of the project’s original objectives.

However, responsibility for the planned work does not rest only with the PMU and UNDP.

The PSC minutes repeatedly bemoan the poor rate of progress. This view reflects a perception that the PMU are exclusively responsible for implementation – whereas in this type of project, which was designed to support activities which were identified during the PPG as priorities for the involved departments – the activities and achieving the outputs / outcomes should be a priority and being implemented by the involved departments. The PSC members and their respective staff should be supporting communities, with the backing of the project, to attain the results identified in the ProDoc. The PSC have collective accountability in driving project success.

No changes to the logframe have been recorded since project start.

It was recorded in the 12 August 2015 PSC minutes that a *“.... member from civil society noted that, with regards to piloting an open game ranch, the project manager had shifted focus from NG3 to the Nxamasere area.”* ..... but ..... *“he observed that the bulk of resources expended thus far most likely were operational funds which meant that very little implementation had actually taken place”*. The MTR could find no information on why the NPC I decided to make this change – but now work seems again to be focusing on NG2.



In the 15 March 2016 PSC minutes it was *“recommended that the PMU should reduce the number of consultancies but rather engage with government departments and community in implementing some activities in order to ensure that more funds and benefits reach out to the targeted communities as much as possible”*. This would be an ideal situation, but given the very heavy existing workloads of government departments and problems the project has encountered with working directly with community trusts, this does not seem a realistic recommendation if the project is to achieve its objectives. The various options to use consultants and academic bodies must be pursued if the project is to attain any meaningful impact on-the-ground, benefiting local land users and producing global environmental benefits.

**Finance and co-finance:**

The overview of the project’s budget and spending (Table 7) prepared by the PMU during the MTR indicates that the project has underspent overall – but, has spent 30% of its total budget (Table 8) despite acknowledging having no impact on the ground. Of particular concern is the amount spent on project management in Yr 1 (2014) – 1,680% of the budget.

**Table 7: Ngamiland SLM Project Budget vs Spending by Component and Output**

| Component   | Output  | Yr 1 (2014) |          | Yr 2 (2015) |          | Yr 3 (2016) |          | Overall Total (2014-2019) |                 |
|---|---|-------------|----------|-------------|----------|-------------|----------|---------------------------|-----------------|
|   |   | Budget      | Spending | Budget      | Spending | Budget      | Spending | Budget                    | Spending to MTR |
| Component 1: Effective range management in over 1 million ha improves range condition and flow of ecosystem services to support livelihoods of local communities in Ngamiland | Output 1.1: Local level land use plans developed                        | -           | -        | 133,500     | -        | 60,000      | 69,000   | 300,000                   | 69,000          |
|   | Output 1.2: Improved range management systems piloted in line with LUPs | -           | -        | 418,500     | -        | 175,000     | 101,000  | 828,000                   | 101,000         |
|   | Output 1.3: Incentivized bush control program piloted                   | -           | -        | 137,500     | -        | 141,000     | -        | 610,000                   | -               |

| Component  | Output  | Yr 1 (2014) |          | Yr 2 (2015) |          | Yr 3 (2016) |          | Overall Total (2014-2019) |                 |
|--|---|-------------|----------|-------------|----------|-------------|----------|---------------------------|-----------------|
|  |   | Budget      | Spending | Budget      | Spending | Budget      | Spending | Budget                    | Spending to MTR |
|  | Output 1.4: Fire management strategy piloted in Tsodilo in line with LUPs         | -           | -        | 42,000      | -        | 35,000      | 43,000   | 200,000                   | 43,000          |
|  | Output 1.5: System for monitoring of range condition and productivity is in place | -           | -        | 57,500      | -        | 22,000      | 7,000    | 205,000                   | 7,000           |
| Sub-Total  |   | 154,242     | 92,287   | 789,000     | -        | 433,000     | 220,000  | 2,143,000                 | 312,287         |
| Component 2: Effective resource governance frameworks and markets provide incentives for livestock | Output 2.1: A regional multi-stakeholder forum is created and empowered           | -           | -        | 96,000      | 56,000   | 70,000      | 20,000   | 293,000                   | 76,000          |

| Component                        | Output  | Yr 1 (2014) |          | Yr 2 (2015) |          | Yr 3 (2016) |          | Overall Total (2014-2019) |                 |
|----------------------------------|---|-------------|----------|-------------|----------|-------------|----------|---------------------------|-----------------|
|                                  |   | Budget      | Spending | Budget      | Spending | Budget      | Spending | Budget                    | Spending to MTR |
| off-take and compliance with SLM | Output 2.2: Improved access of farmers to markets for livestock products  | -           | -        | 26,000      | -        | 60,000      | 6,000    | 400,000                   | 6,000           |
|                                  | Output 2.3: Processing plant in Ngamil and increases quantity & variety of locally processed beef products through BMC co-financing | -           | -        | 81,000      | -        | 10,000      | -        | 50,000                    | -               |

| Component                 | Output   | Yr 1 (2014) |          | Yr 2 (2015) |          | Yr 3 (2016) |          | Overall Total (2014-2019) |                 |
|---------------------------|--|-------------|----------|-------------|----------|-------------|----------|---------------------------|-----------------|
|                           |  | Budget      | Spending | Budget      | Spending | Budget      | Spending | Budget                    | Spending to MTR |
|                           | g  |             |          |             |          |             |          |                           |                 |
|                           | Output 2.4: Product placement secured in local and regional markets via BMC co-financing | -           | -        | 56,000      | -        | 10,000      | -        | 50,000                    | -               |
| <b>Sub-Total</b>          |  | 10,258      | 26,625   | 259,000     | 56,000   | 150,000     | 26,000   | 793,000                   | 108,625         |
| <b>Project Management</b> |  | 11,501      | 193,216  | 268,500     | 209,700  | 95,000      | 100,000  | 145,800                   | 502,916         |
| <b>Grand Total</b>        |  | 176,000     | 312,128  | 1,316,500   | 265,700  | 678,000     | 346,000  | 3,081,800                 | 923,828         |

**Table 8: Ngamiland SLM Project % Spending Compared to Budget Summary**

| Detail   | Yr 1<br>(2014) | Yr 2<br>(2015) | Yr 3<br>(2016) | Spending<br>to MTR |
|--|----------------|----------------|----------------|--------------------|
| % Activities<br>Budget spent<br>compared to<br>budget        | 260%           | 22%            | 17%            | 14%                |
| % Spent on<br>Project<br>Management<br>compared to<br>budget | 1680%          | 78%            | 105%           | 345%               |
| % Grand<br>Total spent<br>compared to<br>budget              | 177%           | 20%            | 51%            | 30%                |

The largest spend by the project on activities has been the contract with ESA for the integrated rangeland assessment (IRA), costing the project \$108,107 (BWP 1,145,200) (part of Component 1, completed by Q3 of 2016). This is a very detailed assessment, carried-out by a very experienced team of consultants who are based in Maun (including field surveys and focus group discussions), gathering information and data from a wide range of sources. This finally provides the project with required baseline data and guidance on where activities should be focused. The PSC, implementing partners and the PMU can now benefit from the vast wealth of data and recommendations in the draft Final Report of the IRA on, *inter alia*:

- Holistic grazing management for ranch and community lands' rehabilitation and management (including parts of Ngamiland viewed as over-rested);
- Use of fire in range management, for example use of pre-emptive burns rather than labour intensive bush clearing;
- Livestock off-takes;
- Land use planning (LUP);
- Water availability issues;
- Options to keep both cattle and wildlife;
- Wildlife movements.

Although the MTR could not go into great detail in reviewing the surveys and separate documents, it seems the main report provides a tangible output which the project can finally distribute and will provide a resource for future work in the area during and beyond the project's life-span, thus this has been a sound investment for the project and the future.

The project has funded Trust of Okavango Cultural and Development Initiative (TOCADI) a total of \$41,000 to renovate a training centre in Shakawe, for use by local community trusts as a training venue. There are reportedly outstanding issues concerning how the decision was made by the PSC to fund this organisation – and the TOCADI board have changed – but the centre remains incomplete and a formal investigation is reportedly underway concerning this matter.

Reportedly, unspent monies from Yr1 (2014) were carried-over to Yr 2 (2015), but this was not possible from Yr 2 to Yr 3. It is hoped that the cumulative underspend will remain available for use

during the remainder of the project in order that the team and implementing partners can show impact of activities on the ground.

From discussions during the MTR, it is concluded that the new NPC will take pro-active charge of finances to ensure the funds available are correctly spent to maximise impact on the ground during the project and ensure sustainability post-project.

Table 9 demonstrates that the project has not yet been able to catalyse most of the promised co-finance. None of this has been “in cash”, as described in the ProDoc. Only two organisations have provided details of co-financing invested to support the project, with DFRR spending 11% of the amount promised and BMC only 3%.

**Table 9: Project co-financing to MTR (in US \$s at rates on 8 Nov 2016)**

| Source of Co-finance  | Amount (according to ProDoc)                     | Type of Co-finance                       | Amount spent to MTR                  |
|---|--|--|--------------------------------------|
| Grant from GEF agency:<br>• Regular (UNDP TRAC)   | 1,000,000  | in cash                                  | Not known                            |
| <b>Government:</b><br>• Department of Environmental Affairs<br>• North West District Council<br>• Department of Forestry and Range Resources<br>• Department of Animal Production | 1,300,000<br>3,500,000<br>2,675,000<br>3,000,000 | in cash<br>in case<br>in cash<br>in cash | 0<br>0<br>290,461 <sup>28</sup><br>0 |
| <b>NGOs:</b><br>• Southern African Regional Environment Programme<br>• Tlhare Segolo Foundation<br>• Kalahari Conservation Society  | 50,000<br>250,000<br>630,000                     | in cash<br>in case<br>in cash            | 0<br>0<br>0                          |
| <b>Other:</b><br>University of Botswana (Okavango Research Institute)<br>Botswana Meat Commission   | 2,061,000<br>14,183,000                          | in cash<br>in cash                       | 0<br>457,572 <sup>29</sup>           |
| <b>Total</b>  | <b>28,649,000</b>                                |  | <b>748,033</b>                       |

The project team is meeting with the Government co-financing partners (notably in PSC meetings and in connection with activities). However, the MTR could not find any evidence that PMU staff were meeting with the NGO co-financing partners or the Okavango Research Institute (ORI) of the University of Botswana. The new NPC should urgently meet with the three NGOs and also ORI to ensure they remain confirmed partners and to agree / align financing priorities and annual work plans. The meeting with ORI should be a priority and the MTR urges that relations between the project and ORI are restored, as involvement of ORI seems key to the success of the project.

During the MTR, a meeting was held between the NPC and the recently appointed Plant Manager of BMC, which the consultant attended. This was very encouraging as all previous reports had indicated that the BMC were not attending the PSC meetings, or engaging with the project. The plant manager indicated that already BMC has achieved the project target (indicator 14) of increasing the slaughter rate in the Maun abattoir.

#### **Project-level Monitoring and Evaluation Systems:**

<sup>28</sup> DFRR = P 3,055,206 = US \$ 290,460.85

<sup>29</sup> BMC = P 101,147.20 + Euros 405,000 = US \$ 9,615.97 + 447,956.33 = US \$ 457,572.30

The project plans to use management oriented monitoring (MOMs) for monitoring and evaluation (M & E) – but as this has not yet been implemented, there is nothing to report here on its implementation. The tool should, when implemented, include both participatory activities involving beneficiaries – also M&E by experts. Participatory monitoring is vital as simple tools can demonstrate the project’s win-win-win benefits to communities (e.g. increasing livestock off-take, fire management and bush clearing); increasing the likelihood that they will continue actions post-project and thus contributing to the sustainability of project outcomes.

It is presumed, that as no M&E activities have taken place, the project’s monitoring and evaluation budget remains untouched.

For comprehensive monitoring, the project should contract the use of high resolution remote sensing imagery to quantify the impacts of on-the-ground activities such as managing fire and bush clearing. This would only be required to cover the immediate sites – and could provide projects for post-graduate student projects (e.g. re-establishing the linkage with ORI).

### **Stakeholder Engagement:**

From Feb to Oct 2015, the NPC reportedly worked hard to establish good communications and raise awareness of the project with direct stakeholders to set the groundwork to leverage the necessary and appropriate partnerships. However, his abrupt departure in Oct 2015 left stakeholders uncertain of the future of the whole project. The NPO endeavoured to fill this gap and continued with various activities – but the PMU was seriously understaffed and this affected stakeholder engagement.

The local and national government stakeholders remain supportive of most of the objectives of the project. Although many state the key issue is human-wildlife conflict and complain the project does not include this. Many also wish the project to include community based natural resource management and have less focus on ranchers. Focus should be on training and capacity building as *“communities have little knowledge”*.

As this is an intersectoral project, many different departments are involved. There appears to be some doubt or even competition between the departments, feeling that their department is losing out in support for activities compared to another. Fortunately, they all continue to have an active role in project decision-making and with the new project leadership it is to be hoped that they can be guided to appreciate how the different activities contribute to the overall goal of the project.

Some evidence that there has been a lack of appreciation of correct procedures during implementation (details withheld for reasons of confidentiality).

Given the delays in activities on the ground and the limited time remaining, the project should consider focusing particularly on scaling-up awareness raising / training a / education of communities in rangeland management and SLM technologies for CC adaptation as this would provide a legacy for the project following closure.

Public awareness levels are low and need to be urgently addressed – for example using radio, texts, posters, leaflets – also sign boards when activities are being implemented on the ground.

### **Reporting:**

- A. Assess how well the Project Team and partners undertake and fulfil GEF reporting requirements (i.e. how have they addressed poorly-rated PIRs, if applicable?)



- ✓ The PSC has met regularly (quarterly) since Jan 2015 and received updates of all activities from the PMU.
- ✓ A PIR was completed in 2015 which included that “accelerated implementation plan was drafted” – including increasing the frequency of TRG meetings to enhance project delivery.
- ✓ A PIR for 2016 has been drafted (dated 1 Nov 2016) but not yet finalised. Tables 10 and 11 indicate the project’s ratings by the various involved staff (not yet completed).

**Table 10: Project Progress toward Development Objective**

| Role                                  | 2016 Rating               |
|---------------------------------------|---------------------------|
| Project Manager/Coordinator           | Moderately Satisfactory   |
| UNDP Country Office Programme Officer | Moderately Satisfactory   |
| Project Implementing Partner          |                           |
| GEF Operational Focal point           |                           |
| Other Partners                        |                           |
| UNDP Technical Advisor                | Moderately Unsatisfactory |

**Table 11: Project Progress in Project Implementation**

| Role                                  | 2015 Rating               | 2016 Rating               |
|---------------------------------------|---------------------------|---------------------------|
| Project Manager/Coordinator           | Moderately Unsatisfactory | Satisfactory              |
| UNDP Country Office Programme Officer | Moderately Unsatisfactory | Moderately Satisfactory   |
| Project Implementing Partner          |                           |                           |
| GEF Operational Focal point           | Moderately Unsatisfactory |                           |
| Other Partners                        |                           |                           |
| UNDP Technical Advisor                | Moderately Unsatisfactory | Moderately Unsatisfactory |

The incomplete records from 2015 indicate either a lack of understanding of the requirements or reflect the fact that at the time of the PIR, the project lacked a NPC.

- B. Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

No evidence found, apart from reports in the PSC minutes (detailed elsewhere).

#### **Communications:**

The only internal project communications with stakeholders have been the minutes of meetings (PSC and TRG). These minutes are produced regularly after meetings but particularly the minutes of the TRG meetings are not particularly effective as the meetings are so frequent that it appears members only read the minutes when at the next meeting. The feedback mechanism when communication is received appears to be discussing the minutes at the following meeting. This is effective where the same representative attends the subsequent meeting – but this does not always occur, due to the many demands on these staff.

According to the records, the project has not produced any hard copy external communications. It is likely that in the early stages of the project some communications activities were undertaken by the NPC I but this could not be verified during the MTR. The current team do interact with kgotlas – traditional community meetings with Chiefs – to inform them when the project is likely to work in a particular area (e.g. Lake Ngami and Tsodilo Hills).

Reportedly local Councillors and MPs “*know of the project*”.

At MTR, the project has made little progress towards sustainable development benefits or global environmental benefits (GEBs). The key achievement has been the increase in the slaughter rate of the BMC abattoir in Maun – as livestock over-stocking is the principle root cause of rangeland degradation. The project catalysed drafting of a fire management strategy and thus far very limited awareness raising on the importance of using fire to naturally manage rangeland – and to limit the frequency of burns – should catalyse GEBs in the future (during and post-project). This type of information could be widely disseminated by radio – and in places via a newsletter, texts or even social media, but project does not produce any newsletter or do any of these.

The project has produced baseball caps and t-shirts, but should mount a new outreach and public awareness campaign, as effectively the project is being relaunched after the period of understaffing. This should use a range of media – principally Radio Botswana, also consider using text systems – to reach the wide range of direct beneficiaries and those who could be interested in scaling-up. Sites where project is implementing activities should be signified by a clear notice board.

#### 4.4 Sustainability

As noted in UNDP (2014): “*The purpose of reviewing the sustainability of the project during the Midterm Review is to set the stage for the Terminal Evaluation, during which sustainability will be rated by each of the four GEF categories of sustainability (financial, socio-economic, institutional framework and governance, and environmental). Sustainability is generally considered to be the likelihood of continued benefits after the project ends. Consequently the assessment of sustainability at the midterm considers the risks that are likely to affect the continuation of project outcomes.*”

Table 12 is a copy of the risks table (Annex 5 of the ProDoc), with an additional column validating at the MTR whether the risk ratings applied are appropriate and up to date.

**Table 12: Ngamiland SLM project Risk Rating, Mitigation Table (from ProDoc) with MTR Validation Comments**

| Risk   | Rating | Mitigation Measures   | MTR Validation Comments   |
|--|--------|---|---|
| Lack of buy-in from planning institutions and Government. There is a possibility of conflicts arising from perceptions of interference and differences on approaches to how the issues could be addressed, especially between government | M      | The project requires collaboration and coordination by all key stakeholders. It will, therefore, set-up a multi-stakeholder forum that will ensure dialogue, joint planning, implementation and monitoring and evaluation in order to create ownership and accountability. Government institutions participating in the project will be directly driving their own mandates; they will have a direct interest in the successful | Multi-stakeholder forum set-up. Issues of collaboration and coordination (also different interest between sectors) of stakeholders clearly remains an issue affecting project implementation – perhaps should have been rated as high |

|   |   |  |  |
|---|---|--|--|
| institutions and civil society organizations.   |   | implementation of the project. Participating government institutions (Departments of Animal Production; Forestry and Range Resources and Tawana Land Board) will benefit from the project intervention activities. Civil society organizations will be provided capacity development support.  |  |
| The benefits generated by the project may be offset by the impacts of climate change, which might exacerbate the usual droughts; indeed, Botswana has encountered 12 dry episodes in the last 22 years with economic consequences for ranches and severe impacts on the poorest communities (Mafisa herders). | M | The project will address this risk by building a better understanding of the potential impacts of climate change on trends in rangeland condition, particularly the issue of bush encroachment and the apparent thriving of invasive species. The findings of this study will contribute to the land use plans, a key element for improving ecological integrity of the rangelands and improving ecosystem functionality and cover. This is expected to increase the resilience of ecosystems to climate change induced fire, drought and other perturbations. By reducing existing anthropogenic stressors to ecosystems, the project will enhance their capacity to recover following such perturbations. Building capacity for long-term monitoring of rangeland conditions will increase the possibility of adaptive management, including early detection (and addressing) of climate change impacts. | Agreed<br><br>Effects of CC arguably getting worse – delayed project activities a major issue. |
| Weak enforcement of the TGLP has in the past encouraged overstocking in the communal lands since commercial farmers have retained the right to offload excess livestock to the communal areas. Increased access to  | M | Enforcement of the TGLP has been difficult in the past since it seemed to benefit the elite, who are commercial farmers. However, losses from the high rate of rangeland degradation in Ngamiland seem to be causing larger losses than gains from exploiting the weakness in the policy, even for commercial farmers. Combined with the current political support for national policy on beef markets   | Agreed   |

|   |   |   |  |
|---|---|---|--|
| livestock markets might become a perverse incentive and fuel higher stocking rates, if governance is not improved simultaneously.                     |   | from the President's Office and the highest management of the Botswana Meat Commission, this turn of events provides a conducive environment for change. The project will seek to improve governance at the local level by engaging and capacitating local natural resource management/ community-based management institutions such as community trusts, farmers' committees, village development committees, and Bogosi. These institutions will be empowered, through a clear mandate and financial and technical resources, to lead the design and implementation of range management principles envisioned in SLM at the local level (Output 2.2). The land use plans to be developed by the project for each pilot area will guide decisions on livestock management (including sales). |  |
| Reluctant participation by local communities due to fear that the project will compromise their livelihoods by introducing strict management systems. | L | Noting that local communities bear the heaviest cost of rangeland degradation and limited access to markets for livestock products, the project will work closely with them to address the challenges in a participatory manner. The project strategy emphasizes the fact that local communities need to participate meaningfully in rangeland governance. The project will provide technical, institutional and financial support for engaging in improved livestock production and mixed livelihood systems. It will also recognize and build on the traditional knowledge and institutions of local communities and fully integrate this in designing management interventions. The project will also improve targeting and distribution of benefits among women.                          | Project delay exacerbating the problems and action required urgently |
| There is a risk of  | M | The project will make deliberate  | Agreed   |

|  |   |   |   |
|--|---|---|---|
| resistance to the empowerment of poorer women from the more privileged sections of the community   |   | interventions that raise awareness about the importance of participation and inclusion in implementing solutions and most importantly recognize that access to productive resources may be based on qualifications such as age, gender, ethnicity, religion, status, profession, place of birth or origin, common education and many other attributes that constitute social identity. The initial stakeholder consultation processes will engage the services of a sociologist or rural development specialist as part of a team that will conduct participatory rural appraisal as a component of the rangeland assessments. This will mobilize the whole community for participation in the project, build rapport between the outsider project implementers and local communities and make a case for full stakeholder participation and attendant partnerships | Women not likely to benefit unless project prioritise them in CA / other SLM technologies training and focus activities on small stock. |
| Effectiveness of the project in increasing off-take depends, in part, on the successful identification of, and engagement with new markets, and the farmers' quick adjustments to different livestock products. There is a small risk that it might be difficult to match new markets to new products, or that farmers fail to meet the quality specifications for new products and the new markets. | M | Participation of the Botswana Meat Commission is critical in overcoming this risk. Fortunately, the project has very high political support from both the country's leadership (President's office) and the BMC, which are both committed to finding new markets for the country's beef and other livestock products. The project will also involve the private sector (through the BMC for international and national players) and through the district chamber of commerce, to identify and address challenges related to successful engagement with markets.   | Agreed.<br><br>New plant manager at BMC seems committed to work with project and should be kept closely involved by project team.       |

### **Financial risks to sustainability:**

Informants from the various involved GoB departments indicated that there is some risk that they may not be able to continue or be able to scale-up project activities on the ground post-project as their budgets are limited. However, all indicated that if the project can demonstrate win-win-win benefits, this risk will be lessened as in the very first PSC meeting it was stated that the GoB wanted all districts to support SLM so expectations were high.

It is most important that individual land users achieve financial benefits from SLM to ensure they continue to adopt the technologies post-project. Given the poor project performance to the MTR, this will be challenging to demonstrate conclusively.

The project should focus on and try to diversify local income generating activities, based on sound research into value chains to maximize the likelihood that SLM will be scaled-up post-project.

Options to continue support for SLM of rangelands post-project through payments for ecosystem services (PES) should be investigated, as for example the tourism sector in the Okavango delta clearly is dependent on maintenance of the ecosystems of the surrounding rangelands.

### **Socio-economic risks to sustainability:**

A continuing social and political risk is the continuing issue of management of communal grazing lands. The IRA states *“The present uncontrolled management of communal grazing lands is not only unproductive but has led to unprecedented range degradation. Range degradation continues despite the reduced number of livestock in these areas. Productivity indicators such as birth, deaths, sales and cold dress mass show that performance in communal areas is far below the performance of fenced farm areas. Range degradation and soil erosion is getting worse in these areas. These are no way of either reversing the progressive range degradation together with the soil erosion or improving productivity under the present management system.”* (p17).

The project must address this as a matter of urgency – or the benefits of other activities (e.g. bush clearing) will be negated.

The involved departments need to be re-engaged with the project and the team need to prioritise highlighting to them that it is in their interest that the project benefits continue to flow.

The project has (understandably) not yet begun to document lessons learned and disseminating this information. This should be a priority between now and project closure, via as wide a range of media outlets as possible, to ensure that all who could learn from the project and potentially replicate and/or scale it in the future are aware of the achievements. This could involve work with the many CBOs and NGOs in the project area (including notably NCONGO) – also university students.

### **Institutional Framework and Governance risks to sustainability:**

The strength of the traditional systems of chiefs and kgotla meetings are already being pursued by the project to disseminate information – this needs to be scaled-up.

Community-based management of rangeland, encouraging holistic grazing management etc. are vital to the success of SLM in communal areas – while holistic grazing management would also be appropriate across groups of the commercial ranches. Informants to the MTR requested the project include CBNRM, which would provide a sound foundation for this – but this remains out with the domain of this project.

The project should work with extension staff and produce resources tailored for technical knowledge transfer – but avoid reinventing the wheel – use the many existing knowledge bases (e.g. WOCAT).

#### **Environmental risks to sustainability:**

The environmental risks that may jeopardize sustenance of project outcomes include:

- ✓ Rising populations of elephants (damaging crops, trees, fences, homes);
- ✓ Climate change (late onset of rains, reduced amounts of rainfall, rising temperatures);
- ✓ Bush encroachment too extensive for manual or mechanical clearance to be effective (possibly address using pre-emptive bribing as recommended in the IRA).

## **5. Conclusions and Recommendations**

### **5.1 Conclusions**

The project has been affected by a series of challenges from start-up to the MTR which have been very deleterious to its implementation. These have severely constrained the project's ability to have impact on the ground.

Strengths:

- ✓ From Sept 2016, PMU benefits from a full complement of experienced and motivated staff;
- ✓ Continued interest of stakeholders, including on the PSC and TRG;
- ✓ A operational multi-stakeholder forum with a mandate for SLM (OWMC);
- ✓ UNDP support;
- ✓ BMC commitment to maintain higher slaughter rate (supporting cattle off-take, thus reducing degradation pressure on rangelands);
- ✓ Opportunity to increase awareness and build capacity on SLM.

Weaknesses

- ✓ Women and youth not clearly beneficiaries;
- ✓ Slow start-up;
- ✓ Poor implementation from start-up to MTR leading to low enthusiasm among some potential partners and beneficiaries;
- ✓ Sectors do not seem to appreciate synergies in SLM and perceive some decisions made by TRG as favoring other sectors in competition;
- ✓ Lack of involvement of co-financing partners;
- ✓ Issues around local ownership and leadership;
- ✓ Integrated rangeland assessment (IRA) delayed only completed in Q3 of 2016;
- ✓ Distrust concerning involvement of commercial ranchers, particularly named individuals as beneficiaries;
- ✓ Lack of mention of CBNRM in ProDoc;
- ✓ Lack of mention of wildlife in ProDoc;
- ✓ Conservation agriculture being advocated as a “silver bullet” for croplands – DCP need to advocate in steps towards this using sound and proven approaches to help land users adopt new SLM technologies (also same with holistic grazing management) – but avoid “reinventing the wheel”;
- ✓ TRG too large to be effective and efficient.

Results

- ✓ Lack of demonstrable achievements on the ground.

## 5.2 Recommendations

### ***Corrective actions for the design, implementation, monitoring and evaluation of the project***

1. The project objective was “to mainstream SLM in rangeland areas of Ngamiland District productive landscapes for improved livelihoods” and the indicator was that by the end of the project over 1,000,000 ha should be under improved management (from a baseline of zero). Regrettably, this is unattainable in the remaining project period and I recommend this should be reduced to a more realistic target – 200,000 ha (subject to approval from the relevant agencies, including the TRG and the PSC).
2. The PMU and implementing partners need to work more closely together, the PMU entrusting responsibility and IPs accepting a leadership role and responsibility for specific activities (with project support), which will increase ownership, facilitating post-project sustainability and scaling-up.
3. The non-beef livestock products should be taken to include small-stock and work begun urgently to enable women (who tend to own small stock but never cattle) to benefit from the project.
4. The TRG should return to being the technical advisory system for the PSC, reducing the frequency of meetings ideally to each PSC (other forms of communication can be used in cases of urgent need to discussions between meetings) and the membership should be reduced (with the option of co-opting people to attend specific meetings to provide specific advice / guidance).
5. PSC / TRG and others should review whether to continue project activities on cropland areas – given the issues with elephant damage and impacts of changing weather patterns. If support is being continued, the emphasis should shift away from solely on conservation agriculture to a wider range of SLM technologies, including intermediate steps towards conservation agriculture (e.g. reduced tillage, increased use of compost, use of zäi, halfmoon terraces etc<sup>30</sup>) as CA is such a fundamentally different approach to arable land management it takes time for land users to be convinced and they need to see demonstrations (e.g. via farmer field school approaches).
6. PSC need to define missing targets in results framework now that the IRA has been completed.
7. The UNDP CO need to make concerted efforts to fully support the project, particularly ensuring the PMU remains fully staffed, delayed do not affect implementation of annual workplans and procurement is as far as possible streamlined (within the UNDP rules).

### ***Actions to follow up or reinforce initial benefits from the project***

8. With project support, BMC has increased the slaughter rate at the Maun abattoir. Now all project partners need to ensure that this is fully utilized to progressively reduce the cattle populations across Ngamiland, including adapting area-based system which BMC uses to collect animals for slaughter.
9. Based on the recommendations of the IRA on using fire for rangeland management (to reduce the frequency and extent of veld fires to a rate of one in 3-5 years and promote cool burns) the project team should catalyse DFRR to:
  - Scale-up establishment (including training and education) of community based fire management teams – to maintain firebreaks and undertake pre-emptive burns.

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<sup>30</sup> See [www.wocat.net](http://www.wocat.net)



- Supervise and ensure on-going system of pre-emptive burns in the early dry season to fragment fuel loads across extensive rangeland areas.
  - Catalyse targeted 'hot fires' in areas of serious bush encroachment in order to rehabilitate these areas (e.g. around kraals and watering points on commercial ranches).
10. The project should continue and scale-up using both the traditional as well as modern administrative / leadership systems to publicise project activities and the benefits of SLM , including through Kgotlas, chiefs<sup>31</sup>, religious leaders, also MPs, other community leaders, CBOs, schools etc.
  11. Realistically the project will not have the impact on the ground anticipated during project design and outlined in the ProDoc, however, the project would have a long-lasting impact (legacy) if it focused more actions on awareness raising, training and education – using existing teaching resources (many available online – avoiding “reinventing the wheel”) on the key SLM technologies and the win-win-win (local, national and global) benefits of these (including for CC adaptation and mitigation, restoration of ecosystem services, biodiversity, food security and poverty reduction).

***Proposals for future directions underlining main objectives***

12. The project's main focus should be on benefiting local poor land users, thus the majority of project resources should be focused on community areas, including catalysing land use planning across manageable areas (using the landscape approach), supporting land users to work together not only in fire management, but wider community-based natural resource management, establishing principles of good governance of natural resources and strengthening local systems to include restoration of livestock mobility (i.e. holistic grazing management to harness the high spatial and temporal variability of fodder resources in the rangelands – see IRA reports) thereby reducing overgrazing and also over-resting (seen during MTR field visit). These plans should aim to “reconnect ecosystems and wildlife movements through the establishment of wildlife corridors, without damaging the livestock sector but rather establishing a balanced Platform upon which both the wildlife and livestock sector can develop sustainably”<sup>32</sup>. [The achievements should be recorded using WOCAT ([www.wocat.net](http://www.wocat.net)), the now standard UNCCCD online system.]
13. Promote exchange visits and study tours towards the end of the project to ensure future beneficiary communities can view successful implementation sites – based on the principle well-proven in other SLM projects that “seeing is believing” – for example on CA and holistic grazing management. Towards the end of the project, this should involve groups from outside Ngamiland.
14. Project staff and PSC members should advocate / lobby / promote efforts to ensure that SLM features prominently in next National Development Plan (2017-2022) to ensure these technologies are mainstreamed for the future as a lasting legacy of the project.

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<sup>31</sup> This has been particularly successfully used in the IFAD LUSIP project in Swaziland, as chiefdoms became the geographical unit for landscape-level land use planning – which is now being scaled-up - see <https://www.ifad.org/documents/10180/69067457-9c79-4d1a-9e6a-8f049cf5b0fe>

<sup>32</sup> Quote from the project's integrated rangeland assessment final report (2016)

## **Annexes**

### **Annex 1: UNDP-GEF Midterm Review Terms of Reference**

#### **1. INTRODUCTION**

This is the Terms of Reference (ToR) for the UNDP-GEF Midterm Review (MTR) of the *full* -sized project titled Mainstreaming Sustainable Land Management in Rangeland Areas of Ngamiland-District Landscapes for Improved Livelihoods project. (PIMS # 4629) implemented through the Department of Forestry and Range Resources (DFRR) under the Ministry of Wildlife, Environment and Tourism (MEWT) supported by the Department of Animal Production (DAP) under the Ministry of Agriculture (MoA) as Implementing Partners, which is to be undertaken in 2016. The project started on the 12th March 2014 and is in its second year of implementation. In line with the UNDP-GEF Guidance on MTRs, this MTR process was initiated before the submission of the second Project Implementation Report (PIR). This ToR sets out the expectations for this MTR. The MTR process must follow the guidance outlined in the document Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects see: <http://web.undp.org/evaluation/guidance.shtml#>.

#### **2. PROJECT BACKGROUND INFORMATION**

Cut to avoid duplication – provided in Sections 3 and 4 of main report

#### **3. OBJECTIVES OF THE MTR**

The MTR will assess progress towards the achievement of the project objectives and outcomes as specified in the Project Document, and assess early signs of project success or failure with the goal of identifying the necessary changes to be made in order to set the project on-track to achieve its intended results. The MTR will also review the project's strategy, its risks to sustainability.

#### **4. MTR APPROACH & METHODOLOGY**

The MTR must provide evidence based information that is credible, reliable and useful. The MTR team will review all relevant sources of information including documents prepared during the preparation phase (i.e. PIF, UNDP Initiation Plan, UNDP Environmental & Social Safeguard Policy, the Project Document, project reports including Annual Project Review/PIRs, project budget revisions, lesson learned reports, national strategic and legal documents, and any other materials that the team considers useful for this evidence-based review). The MTR team will review the baseline GEF focal area Tracking Tool submitted to the GEF at CEO endorsement, and the midterm GEF focal area Tracking Tool that must be completed before the MTR field mission begins.

The MTR team is expected to follow a collaborative and participatory approach<sup>33</sup> ensuring close engagement with the Project Team, government counterparts (the GEF Operational Focal Point), the UNDP Country Office(s), UNDP-GEF Regional Technical Advisers, and other key stakeholders.

Engagement of stakeholders is vital to a successful MTR.<sup>34</sup> Stakeholder involvement should include interviews with stakeholders who have project responsibilities (full list in main report).

As executing agencies, senior officials and task team/ component leaders, key experts and consultants in the subject area, Project Board, project stakeholders, academia, local government and CSOs, etc. Additionally, the MTR team is expected to conduct field missions to Hainaveld and Toteng–Maun ranches, Lake Ngami and surrounding areas, and northern and western Ngamiland.

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<sup>33</sup> For ideas on innovative and participatory Monitoring and Evaluation strategies and techniques, see [UNDP Discussion Paper: Innovations in Monitoring & Evaluating Results](#), 05 Nov 2013.

<sup>34</sup> For more stakeholder engagement in the M&E process, see the [UNDP Handbook on Planning, Monitoring and Evaluating for Development Results](#), Chapter 3, pg. 93.

The final MTR report should describe the full MTR approach taken and the rationale for the approach making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the review.

## **5. DETAILED SCOPE OF THE MTR**

The MTR team will assess the following four categories of project progress.

### **i. Project Strategy**

#### Project design:

- Review the problem addressed by the project and the underlying assumptions. Review the effect of any incorrect assumptions or changes to the context to achieving the project results as outlined in the Project Document.
- Review the relevance of the project strategy and assess whether it provides the most effective route towards expected/intended results. Were lessons from other relevant projects properly incorporated into the project design?
- Review how the project addresses country priorities. Review country ownership. Was the project concept in line with the national sector development priorities and plans of the country?
- Review decision-making processes: were perspectives of those who would be affected by project decisions, those who could affect the outcomes, and those who could contribute information or other resources to the process, taken into account during project design processes?
- Review the extent to which relevant gender issues were raised in the project design.
- If there are major areas of concern, recommend areas for improvement.

#### Results Framework/Logframe:

- Undertake a critical analysis of the project's logframe indicators and targets, assess how "SMART" the midterm and end-of-project targets are (Specific, Measurable, Attainable, Relevant, Time-bound), and suggest specific amendments/revisions to the targets and indicators as necessary.
- Are the project's objectives and outcomes or components clear, practical, and feasible within its time frame?
- Examine if progress so far has led to, or could in the future catalyse beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc...) that should be included in the project results framework and monitored on an annual basis.
- Ensure broader development and gender aspects of the project are being monitored effectively. Develop and recommend SMART 'development' indicators, including sex-disaggregated indicators and indicators that capture development benefits.

### **ii. Progress Towards Results**

#### Progress towards Outcomes Analysis:

- Review the logframe indicators against progress made towards the end-of-project targets using the Progress Towards Results Matrix and following the *Guidance For Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects*; colour code progress in a "traffic light system" based on the level of progress achieved; assign a rating on progress for each outcome; make recommendations from the areas marked as "Not on target to be achieved" (red).

**Table. Progress towards Results Matrix (Achievement of outcomes against End-of-project Targets)**

| Project Strategy  | Indicator <sup>35</sup>    | Baseline Level <sup>36</sup> | Level in 1 <sup>st</sup> PIR (self-reported) | Midterm Target <sup>37</sup> | End-of-project Target | Midterm Level & Assessment <sup>38</sup> | Achievement Rating <sup>39</sup> | Justification for Rating |
|-------------------|----------------------------|------------------------------|--|------------------------------|-----------------------|--|----------------------------------|--------------------------|
| <b>Objective:</b> | Indicator (if applicable): |                              |  |                              |                       |  |                                  |                          |
| <b>Outcome 1:</b> | Indicator 1:               |                              |  |                              |                       |  |                                  |                          |
|                   | Indicator 2:               |                              |  |                              |                       |  |                                  |                          |
| <b>Outcome 2:</b> | Indicator 3:               |                              |  |                              |                       |  |                                  |                          |
|                   | Indicator 4:               |                              |  |                              |                       |  |                                  |                          |
|                   | Etc.                       |                              |  |                              |                       |  |                                  |                          |
| <b>Etc.</b>       |                            |                              |  |                              |                       |  |                                  |                          |

**Indicator Assessment Key**

|                 |                                  |                                   |
|-----------------|----------------------------------|-----------------------------------|
| Green= Achieved | Yellow= On target to be achieved | Red= Not on target to be achieved |
|-----------------|----------------------------------|-----------------------------------|

In addition to the progress towards outcomes analysis:

- Compare and analyse the GEF Tracking Tool at the Baseline with the one completed right before the Midterm Review.
- Identify remaining barriers to achieving the project objective in the remainder of the project.
- By reviewing the aspects of the project that have already been successful, identify ways in which the project can further expand these benefits.

**iii. Project Implementation and Adaptive Management**

Management Arrangements:

- Review overall effectiveness of project management as outlined in the Project Document. Have changes been made and are they effective? Are responsibilities and reporting lines clear? Is decision-making transparent and undertaken in a timely manner? Recommend areas for improvement.
- Review the quality of execution of the Executing Agency/Implementing Partner(s) and recommend areas for improvement.
- Review the quality of support provided by the GEF Partner Agency (UNDP) and recommend areas for improvement.

Work Planning:

- Review any delays in project start-up and implementation, identify the causes and examine if they have been resolved.
- Are work-planning processes results-based? If not, suggest ways to re-orientate work planning to focus on results?

<sup>35</sup> Populate with data from the Logframe and scorecards

<sup>36</sup> Populate with data from the Project Document

<sup>37</sup> If available

<sup>38</sup> Colour code this column only

<sup>39</sup> Use the 6 point Progress Towards Results Rating Scale: HS, S, MS, MU, U, HU

- Examine the use of the project's results framework/logframe as a management tool and review any changes made to it since project start.

#### Finance and co-finance:

- Consider the financial management of the project, with specific reference to the cost-effectiveness of interventions.
- Review the changes to fund allocations as a result of budget revisions and assess the appropriateness and relevance of such revisions.
- Does the project have the appropriate financial controls, including reporting and planning, that allow management to make informed decisions regarding the budget and allow for timely flow of funds?
- Informed by the co-financing monitoring table to be filled out, provide commentary on co-financing: is co-financing being used strategically to help the objectives of the project? Is the Project Team meeting with all co-financing partners regularly in order to align financing priorities and annual work plans?

#### Project-level Monitoring and Evaluation Systems:

- Review the monitoring tools currently being used: Do they provide the necessary information? Do they involve key partners? Are they aligned or mainstreamed with national systems? Do they use existing information? Are they efficient? Are they cost-effective? Are additional tools required? How could they be made more participatory and inclusive?
- Examine the financial management of the project monitoring and evaluation budget. Are sufficient resources being allocated to monitoring and evaluation? Are these resources being allocated effectively?

#### Stakeholder Engagement:

- Project management: Has the project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders?
- Participation and country-driven processes: Do local and national government stakeholders support the objectives of the project? Do they continue to have an active role in project decision-making that supports efficient and effective project implementation?
- Participation and public awareness: To what extent has stakeholder involvement and public awareness contributed to the progress towards achievement of project objectives?

#### Reporting:

- Assess how adaptive management changes have been reported by the project management and shared with the Project Board.
- Assess how well the Project Team and partners undertake and fulfil GEF reporting requirements (i.e. how have they addressed poorly-rated PIRs, if applicable?)
- Assess how lessons derived from the adaptive management process have been documented, shared with key partners and internalized by partners.

#### Communications:

- Review internal project communication with stakeholders: Is communication regular and effective? Are there key stakeholders left out of communication? Are there feedback mechanisms when communication is received? Does this communication with stakeholders contribute to their awareness of project outcomes and activities and investment in the sustainability of project results?

- Review external project communication: Are proper means of communication established or being established to express the project progress and intended impact to the public (is there a web presence, for example? Or did the project implement appropriate outreach and public awareness campaigns?)
- For reporting purposes, write one half-page paragraph that summarizes the project's progress towards results in terms of contribution to sustainable development benefits, as well as global environmental benefits.

#### **iv. Sustainability**

- Validate whether the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module are the most important and whether the risk ratings applied are appropriate and up to date. If not, explain why.
- In addition, assess the following risks to sustainability:

##### Financial risks to sustainability:

- What is the likelihood of financial and economic resources not being available once the GEF assistance ends (consider potential resources can be from multiple sources, such as the public and private sectors, income generating activities, and other funding that will be adequate financial resources for sustaining project's outcomes)?

##### Socio-economic risks to sustainability:

- Are there any social or political risks that may jeopardize sustainability of project outcomes? What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will be insufficient to allow for the project outcomes/benefits to be sustained? Do the various key stakeholders see that it is in their interest that the project benefits continue to flow? Is there sufficient public / stakeholder awareness in support of the long term objectives of the project? Are lessons learned being documented by the Project Team on a continual basis and shared/ transferred to appropriate parties who could learn from the project and potentially replicate and/or scale it in the future?

##### Institutional Framework and Governance risks to sustainability:

- Do the legal frameworks, policies, governance structures and processes pose risks that may jeopardize sustenance of project benefits? While assessing this parameter, also consider if the required systems/ mechanisms for accountability, transparency, and technical knowledge transfer are in place.

##### Environmental risks to sustainability:

- Are there any environmental risks that may jeopardize sustenance of project outcomes?

#### **Conclusions & Recommendations**

The MTR team will include a section of the report setting out the MTR's evidence-based conclusions, in light of the findings.<sup>40</sup>

Recommendations should be succinct suggestions for critical intervention that are specific, measurable, achievable, and relevant. A recommendation table should be put in the report's executive summary

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<sup>40</sup> Alternatively, MTR conclusions may be integrated into the body of the report.

The MTR team should make no more than 15 recommendations total.

### Ratings

The MTR team will include its ratings of the project's results and brief descriptions of the associated achievements in a *MTR Ratings & Achievement Summary Table* in the Executive Summary of the MTR report. See Annex E for ratings scales. No rating on Project Strategy and no overall project rating is required.

**Table. MTR Ratings & Achievement Summary Table for Mainstreaming Sustainable Land Management in Rangeland Areas of Ngamiland- District Landscapes for Improved Livelihoods Project**

| Measure   | MTR Rating  | Achievement Description |
|---|---|-------------------------|
| <b>Project Strategy</b>                                 | N/A   |                         |
| <b>Progress Towards Results</b>                         | Objective Achievement<br>Rating: (rate 6 pt. scale) |                         |
|   | Outcome 1 Achievement<br>Rating: (rate 6 pt. scale) |                         |
|   | Outcome 2 Achievement<br>Rating: (rate 6 pt. scale) |                         |
| <b>Project Implementation &amp; Adaptive Management</b> | U   |                         |
| <b>Sustainability</b>                                   | (rate 4 pt. scale)                                  |                         |

## 6. TIMEFRAME

The total duration of the MTR will be approximately **thirty (30) days** over a time period of **8 weeks** starting end-July 2016. The tentative MTR timeframe is as follows:

| TIMEFRAME                               | ACTIVITY  |
|---|---|
| 30 <sup>th</sup> July 2016              | Application closes  |
| 30 <sup>th</sup> July 2016              | Select MTR Team   |
| 15 <sup>th</sup> August 2016            | Prep the MTR Team (handover of Project Documents)                                       |
| 30 August 2016: 4 days                  | Document review and preparing MTR Inception Report                                      |
| 6 <sup>th</sup> September 2016: 2 days  | Finalization and Validation of MTR Inception Report- latest start of MTR mission        |
| 20 <sup>th</sup> September 2016: 15days | MTR mission: stakeholder meetings, interviews, field visits                             |
| 25 <sup>th</sup> September 2016         | Mission wrap-up meeting & presentation of initial findings- earliest end of MTR mission |
| 20 <sup>th</sup> September 2016: 10days | Preparing draft report  |
| 27 <sup>th</sup> September 2016: 2 days | Incorporating audit trail from feedback on draft  |

|                                 |  |
|---------------------------------|--|
|                                 | report/Finalization of MTR report (note: accommodate time delay in dates for circulation and review of the draft report) |
| 29 <sup>th</sup> September 2016 | Preparation & Issue of Management Response   |

Revised Timeframe based on actual contract and mission dates

| Timeframe              | Activity / Deliverable   |
|------------------------|--|
| 5 September 2016       | Contract Starts  |
| 7 and 8 September 2016 | PM hands over Project Documents to MTR consultant                                |
| 5 – 15 September 2016  | Document review , mission planning and preparing MTR Inception Report            |
| 15 September 2016      | Draft MTR Inception Report submitted to UNDP-Botswana                            |
| by 30 September 2016   | Feedback on draft MTR Inception Report   |
| 4 October 2016         | Feedback on draft MTR Inception Report received by consultant                    |
| by 6 October 2016      | Finalization and Validation of MTR Inception Report- latest start of MTR mission |
| 6 – 7 October 2016     | Travel to Botswana   |
| 7 - 19 October 2016    | MTR mission: stakeholder meetings, interviews, field visits                      |
| 18 October 2016        | Mission wrap-up meeting & presentation of initial findings                       |
| 19 October 2016        | Final meetings in Gaborone<br>Leave Botswana                                     |
| 20 October 2016        | Arrive UK  |
| by 9 November 2016     | Submit draft MTR Report  |
| by 21 November 2016    | UNDP provide comments on draft MTR Report  |
| by 25 November 2016    | Finalise MTR Report, incorporating audit trail from feedback on draft report     |
| tbd                    | Preparation & Issue of Management Response                                       |

## 7. MIDTERM REVIEW DELIVERABLES

| # | Deliverable                 | Description  | Timing  | Responsibilities  |
|---|-----------------------------|--|---|---|
| 1 | <b>MTR Inception Report</b> | MTR team clarifies objectives and methods of Midterm Review                                  | No later than 2 weeks before the <i>MTR mission</i> : | MTR team submits to the Commissioning Unit and project management                   |
| 2 | <b>Presentation</b>         | Initial Findings   | End of MTR mission:                                   | MTR Team presents to project management and the Commissioning Unit                  |
| 3 | <b>Draft Final Report</b>   | Full report (using guidelines on content outlined in Annex B) with annexes                   | Within 3 weeks of the MTR mission:                    | Sent to the Commissioning Unit, reviewed by RTA, Project Coordinating Unit, GEF OFP |
| 4 | <b>Final Report*</b>        | Revised report with audit trail detailing how all received comments have (and have not) been | Within 1 week of receiving UNDP comments on draft:    | Sent to the Commissioning Unit  |



|  |  |                                      |  |  |
|--|--|--------------------------------------|--|--|
|  |  | addressed in the final<br>MTR report |  |  |
|--|--|--------------------------------------|--|--|

\*The final MTR report must be in English. If applicable, the Commissioning Unit may choose to arrange for a translation of the report into a language more widely shared by national stakeholders.

## 8. MTR ARRANGEMENTS

The principal responsibility for managing this MTR resides with the Commissioning Unit. The Commissioning Unit for this project's MTR is the **UNDP- Botswana Country Office**.

The commissioning unit will contract the consultants and ensure the timely provision of per diems and travel arrangements within Botswana for the MTR team. The Project Team will be responsible for liaising with the MTR team to provide all relevant documents, set up stakeholder interviews, and arrange field visits.

## Annex 2: MTR evaluative matrix

| Evaluative Questions  | Indicators  | Sources  | Methodology  |
|---|---|--|--|
| <b>Project Strategy: To what extent is the project strategy relevant to country priorities, country ownership, and the best route towards expected results?</b> |   |  |  |
| <i>No project strategy provided in ProDoc</i>   | n/a   | n/a  | n/a  |
| <b>Progress Towards Results: To what extent have the expected outcomes and objectives of the project been achieved thus far?</b>                                |   |  |  |
| <b>Objective: To mainstream SLM in rangeland areas of Ngamiland District productive landscapes for improved livelihoods</b>                                     | <ul style="list-style-type: none"> <li>➤ Hectares of rangeland that are under improved management</li> </ul>  | <ul style="list-style-type: none"> <li>➤ Project tracking tool</li> <li>➤ Reports from project beneficiaries</li> <li>➤ Field observations</li> </ul>  | <ul style="list-style-type: none"> <li>➤ Analysis of tracking tool data</li> <li>➤ Interviews with project beneficiaries</li> <li>➤ Field visits</li> </ul>                  |
| <b>Outcome 1: Effective range management improves range condition and flow of ecosystem services to support livelihoods of local communities</b>                | <ul style="list-style-type: none"> <li>➤ Area of rangeland with improved grass and herbaceous species cover</li> <li>➤ Area of riparian woodland preserved</li> <li>➤ Incidence of late dry season fires</li> <li>➤ Extent of uncontrolled fires</li> <li>➤ Area affected by bush encroachment</li> <li>➤ No. of farmers practicing conservation agriculture</li> <li>➤ No. of farmers practicing in improved and effective herd management</li> <li>➤ Stocking rates in line with the prevailing condition of the rangeland</li> <li>➤ No. of farmers with improved</li> </ul> | <ul style="list-style-type: none"> <li>➤ Project tracking tool</li> <li>➤ Reports from project beneficiaries</li> <li>➤ Reports from project stakeholders</li> <li>➤ Field observations</li> </ul> | <ul style="list-style-type: none"> <li>➤ Analysis of tracking tool data</li> <li>➤ Interviews with project beneficiaries and stakeholders</li> <li>➤ Field visits</li> </ul> |

| Evaluative Questions  | Indicators   | Sources   | Methodology  |
|---|--|---|--|
|   | livelihoods<br>➤ Economic returns per land unit<br>➤ Capacity of key land management institutions for SLM  |   |  |
| <b>Outcome 2: <i>Effective governance framework and markets provide incentives for livestock off-take and compliance with SLM</i></b>   | ➤ Multi-stakeholder forum for mainstreaming SLM issues in national and regional policies, plans and strategies<br>➤ Revenue from non-beef livestock products<br>➤ Off-take rate for cattle | ➤ Reports from project beneficiaries<br>➤ Reports from project stakeholders<br>➤ Field observations | ➤ Interviews with project beneficiaries and stakeholders<br>➤ Field visits                           |
| <b>Project Implementation and Adaptive Management: Has the project been implemented efficiently, cost-effectively, and been able to adapt to any changing conditions thus far? To what extent are project-level monitoring and evaluation systems, reporting, and project communications supporting the project's implementation?</b> |  |   |  |
| <b>Project efficiency</b>   | ➤ Achievements vs costs  | ➤ project documents<br>➤ MTR mission  | ➤ interviews with project staff<br>➤ interviews with stakeholders                                    |
| <b>Project cost-effectiveness</b>   | ➤ Achievements vs costs  | ➤ project documents   | ➤ data analysis  |
| <b>Project's adaptation to any changing conditions</b>  | ➤ Changes in work plans  | ➤ project documents<br>➤ MTR mission  | ➤ interviews with project staff<br>➤ interviews with stakeholders<br>➤ interviews with beneficiaries |
| <b>Extent to which project-level monitoring and evaluation systems, reporting and communications supporting the project's implementation</b>  | ➤ % data collected<br>➤ # of reports / communications / publications produced  | ➤ project documents<br>➤ MTR mission  | ➤ data analysis<br>➤ interviews with project staff<br>➤ interviews with stakeholders                 |
| <b>Sustainability: To what extent are there financial, institutional, socio-economic, and/or environmental risks to sustaining long-term project results?</b>   |  |   |  |

| Evaluative Questions       | Indicators                              | Sources                              | Methodology  |
|----------------------------|---|--------------------------------------|--|
| <b>Risks:</b>              |   |                                      |  |
| <b>financial</b>           | ➤ quality of risk mitigation strategies | ➤ project documents<br>➤ MTR mission | ➤ data analysis<br>➤ interviews with project staff<br>➤ interviews with stakeholders |
| <b>institutional</b>       | ➤ quality of risk mitigation strategies | ➤ project documents<br>➤ MTR mission | ➤ data analysis<br>➤ interviews with project staff<br>➤ interviews with stakeholders |
| <b>socio-economic</b>      | ➤ quality of risk mitigation strategies | ➤ project documents<br>➤ MTR mission | ➤ data analysis<br>➤ interviews with project staff<br>➤ interviews with stakeholders |
| <b>environmental risks</b> | ➤ quality of risk mitigation strategies | ➤ project documents<br>➤ MTR mission | ➤ data analysis<br>➤ interviews with project staff<br>➤ interviews with stakeholders |

### Annex 3: Interview Guide Used for Collection of Information

Rather than use a formal evaluation questionnaires, a more flexible approach will be adopted to gather the required information from the wider range of informants in interviews, focus groups discussions etc. to cover the full range of topics outlined under “Project Implementation and Adaptive Management” using the following key questions:

- \* From your perspective, what are the key SLM issues affecting Ngamiland?
- \* How is the GEF project contributing to addressing these issues?
- \* Were you involved in the design of the project and if so, how?
- \* How do you assess the effectiveness of the project so-far?
- \* How do you assess the appropriateness of the design in 2016 (it was designed in 2013, I understand)?
- \* Would you recommend that any aspect(s) of the project are changed to better address the current / emerging issues?

#### Annex 4: Ratings Scales

| Ratings for Progress Towards Results: (one rating for each outcome and for the objective) |                                |  |
|---|--------------------------------|--|
| 6   | Highly Satisfactory (HS)       | The objective/outcome is expected to achieve or exceed all its end-of-project targets, without major shortcomings. The progress towards the objective/outcome can be presented as “good practice”. |
| 5   | Satisfactory (S)               | The objective/outcome is expected to achieve most of its end-of-project targets, with only minor shortcomings.   |
| 4   | Moderately Satisfactory (MS)   | The objective/outcome is expected to achieve most of its end-of-project targets but with significant shortcomings.   |
| 3   | Moderately Unsatisfactory (MU) | The objective/outcome is expected to achieve its end-of-project targets with major shortcomings.   |
| 2   | Unsatisfactory (U)             | The objective/outcome is expected not to achieve most of its end-of-project targets.   |
| 1   | Highly Unsatisfactory (HU)     | The objective/outcome has failed to achieve its midterm targets, and is not expected to achieve any of its end-of-project targets.   |

| Ratings for Project Implementation & Adaptive Management: (one overall rating) |                                |  |
|--|--------------------------------|--|
| 6  | Highly Satisfactory (HS)       | Implementation of all seven components – management arrangements, work planning, finance and co-finance, project-level monitoring and evaluation systems, stakeholder engagement, reporting, and communications – is leading to efficient and effective project implementation and adaptive management. The project can be presented as “good practice”. |
| 5  | Satisfactory (S)               | Implementation of most of the seven components is leading to efficient and effective project implementation and adaptive management except for only few that are subject to remedial action.   |
| 4  | Moderately Satisfactory (MS)   | Implementation of some of the seven components is leading to efficient and effective project implementation and adaptive management, with some components requiring remedial action.   |
| 3  | Moderately Unsatisfactory (MU) | Implementation of some of the seven components is not leading to efficient and effective project implementation and adaptive, with most components requiring remedial action.  |
| 2  | Unsatisfactory (U)             | Implementation of most of the seven components is not leading to efficient and effective project implementation and adaptive management.   |
| 1  | Highly Unsatisfactory (HU)     | Implementation of none of the seven components is leading to efficient and effective project implementation and adaptive management.   |

| Ratings for Sustainability: (one overall rating) |                          |   |
|--|--------------------------|---|
| 4  | Likely (L)               | Negligible risks to sustainability, with key outcomes on track to be achieved by the project’s closure and expected to continue into the foreseeable future |
| 3  | Moderately Likely (ML)   | Moderate risks, but expectations that at least some outcomes will be sustained due to the progress towards results on outcomes at the Midterm Review        |
| 2  | Moderately Unlikely (MU) | Significant risk that key outcomes will not carry on after project closure, although some outputs and activities should carry on                            |
| 1  | Unlikely (U)             | Severe risks that project outcomes as well as key outputs will not be sustained   |

## Annex 5: MTR Mission Itinerary

| Date                         | Activity  | Comments   |
|------------------------------|---|--|
| 6 – 7<br>October<br>2016     | Travel to Maun, Botswana  |  |
| 7 or 8<br>October<br>2016    | Continue mission preparation and initial meeting with NPC   |  |
| 8 - 16<br>October<br>2016    | Meetings ( <i>inter alia</i> DAP, DWNP, DFRR, District Land Use Planning Unit, Tribal Administration, Tawana Land Board, other range management institutions).<br><br>Field visits to range of project and non-project sites to view impacts of project on-the-ground [ <i>inter alia</i> Hainaveld and Toteng–Maun ranches, Lake Ngami and surrounding areas, and northern and western Ngamiland] and meet with: community leaders; subsistence farmers (pastoral and arable); commercial farmers; trusts / groups / associations of other resource users. | Detailed programme to be organised by NPC / UNDP-Botswana            |
| 17 October<br>2016           | Travel to Gaborone  |  |
| 18 and 19<br>October<br>2016 | Final meetings in Gaborone ( <i>inter alia</i> PSC and other stakeholders) - particularly Dr Oduetse Koboto and the two Project Steering Committee Chairs (Mr Jimmy Opelo and Mr Lare Sisay).<br>Mid-Term Review wrap-up meeting at UNDP office   | Only Mr Lare Sisay of those mentioned actually available for meeting |

## Annex 6: List of persons interviewed

| Date       | Time        | Organisations | Contact Person(s)   |
|------------|-------------|---------------|---|
| 10 October | 0800 - 0900 | DC            | Chabongwa Matseka (Ms)  |
|            | 0930 - 1100 | SLM PMU       | Innocent Magole (Mr)<br>Phemelo Ramalefo (Mr)<br>Loveness Godisamang (Ms) |
|            | 1100 - 1230 | DFRR          | Peter Olekantse (Mr)<br>Kabelo Magobadi (Mr)<br>Thomologo Mutukwa (Ms)    |
|            | 1430 - 1600 | ORI           | Joseph Mbaiwa (Prof)<br>'Toyin Kolawole (Dr)                              |
|            |             |               |   |
| 11 October | 0800 - 0900 | TLB           | T. S. Kwelagobe (Mr)  |
|            | 0900 - 1030 | DCP           | Patrick Boitshwarelo (Mr)   |
|            | 1030 - 1200 | NAMA          | John Benn (Mr)  |
|            | 1200 - 1300 | NSLM PMU      | Innocent Magole   |

|                               |  |                                  |   |
|-------------------------------|--|----------------------------------|---|
|                               |  |                                  | Phemelo Ramalefo<br>Loveness Godisamang   |
|                               | 1400 - 1600  | NCONGO                           | Monametsi Sokwe (Mr)  |
|                               | <i>Meetings planned but<br/>which not go ahead</i> |                                  |   |
|                               | 1400 - 1500  | NWDC                             | Amuchilane Marupeng   |
|                               | 1500 - 1600  | BMC                              |   |
|                               |  |                                  |   |
| 12 October                    | 0800 - 0900  | DEA                              | Belda Mosepele  |
|                               | 1000 - 1300  | TRG Meeting                      |   |
|                               | 1100 - 1200  | BMC                              |   |
|                               | 1400 - 1500  |                                  |   |
|                               | 1500 - 1600  |                                  |   |
|                               |  |                                  |   |
| 13 – October<br>(Field visit) | 0700 - 1700  | Hainaveld Ranches                | Mr Makwati<br>Mrs Wright and Nomie<br>Wright<br>Mr Thys Coetzee                                     |
|                               |  |                                  |   |
| 14 – October<br>(Field visit) | 0830 - 1000  | Sehithwa                         | Six members of<br>TOCAD Trust Board   |
|                               | 1130 - 1400  | Tsodilo                          | Mr Lopang Tatlhego<br>(Tsodilo UNESCO World<br>Heritage Site Manager)                               |
|                               | 1530 - 1630  | Lake Ngami<br>Conservation Trust | Mr Frisco<br>Gabokakanngwe<br>(Chairman)<br>Mr Galetete Maokeng<br>(General manager)                |
|                               |  |                                  |   |
| 17 October                    | 0800 - 0900  | PMU debrief                      |   |
|                               | 0900 - 1000  | BMC                              | Mr Oabona<br>Ramotshwara (Plant<br>Manager)<br>Innocent Magole                                      |
|                               | 1030 - 1130  | DAP/DVS                          | Mr Baagi Chilume<br>Mr Moshe Ikula<br>(Rangeland Expert)  |
|                               | pm travel to<br>Gaborone                           |                                  |   |
|                               |  |                                  |   |
| 18 October                    | 0830 - 0900  | UNDP                             | Kelebogile Dikole<br>(Operations Manager<br>and GEF Operational<br>Focal Point),<br>Innocent Magole |

|                 |                         |                                |   |
|-----------------|-------------------------|--------------------------------|---|
|                 | 1000 - 1200             | Ecosystem Solutions for Africa | Jem Perkins (IRA Team Leader)   |
|                 |                         |                                |   |
| 19 October      | 1030 - 1330             | MTR Debrief                    | Kelebogile Dikole,<br>Lare Sisay (Deputy Res. Rep.)<br>Innocent Magole,<br>Kefilwe Tsetse (DRFF, Gaborone)<br>Tsosoloso Matale (DEA, Gaborone)<br>Onalenna Petros (DEA, Gaborone) |
|                 | pm leave Botswana       |                                |   |
|                 |                         |                                |   |
| 3 November 2016 | 1300 – 1400 (via Skype) | UNDP RTA                       | Dr Phemo Kgomotso   |



## Annex 7: List of documents reviewed

| Document  | Details of those Reviewed                        |
|---|--|
| PIF   | Not provided                                     |
| UNDP Initiation Plan  | Not provided                                     |
| UNDP Project Document   | Signed 1 April 2014 version                      |
| UNDP Environmental and Social Screening results                             | Not provided                                     |
| Project Inception Report  | May 2014 – provided on 21 October (post-mission) |
| Project Implementation Reports (PIR's)                                      | 2015 and 2016                                    |
| Quarterly progress reports  | Qs 2-4 2015                                      |
| Project work plans  | Multi-year (2015-2018); 2015; 2016               |
| Minutes of PSC  | Qs 1-4 2015<br>Qs 1 -3 2016                      |
| Audit reports   | None available                                   |
| Finalized PMAT GEF focal area Tracking Tools at CEO endorsement and midterm | None available                                   |
| Oversight mission reports   | None available                                   |
| All monitoring reports prepared by the project                              | None available                                   |
| Financial and Administration guidelines used by Project Team                | None available                                   |
| Any field monitoring mission reports  | None available                                   |
| Any other project publications / websites                                   | Draft Integrated Rangeland Assessment            |

The GEF Monitoring and Evaluation Policy 2010 (GEF, 2010). Available from:

[https://www.thegef.org/sites/default/files/documents/ME\\_Policy\\_2010\\_0.pdf](https://www.thegef.org/sites/default/files/documents/ME_Policy_2010_0.pdf)

UNDP (2014) Guidance for Conducting Midterm Reviews of UNDP-Supported, GEF-Financed Projects. United Nations Development Programme- Global Environment Facility Directorate, New York, USA.

Available from: [http://web.undp.org/evaluation/documents/guidance/GEF/mid-term/Guidance\\_Midterm%20Review%20\\_EN\\_2014.pdf](http://web.undp.org/evaluation/documents/guidance/GEF/mid-term/Guidance_Midterm%20Review%20_EN_2014.pdf)

DFRR and UNDP (2015) Draft Tsodilo Enclave Wildland Fire Management Strategy and Action Plan (2016 – 2018).

ESA (2016) Integrated Range Assessment of Hainaveld, Lake Ngami Catchment and NG2 Project Pilot Areas (8 Sept 2016 draft). Ecosystem Solutions for Africa, Maun, Botswana.

**Evaluators/Consultants:**

- MTR Consultant Agreement Form**

Name of Consultant: ANDREW C. WOODFINE

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

Signed at EDENBRIDGE, U.K. (Place) on 7 October 2016  
(Date)

Signature: Anne C. Woodbine

**Annex 9: Signed MTR final report clearance form**

|   |             |
|---|-------------|
| Evaluation Report Reviewed and Cleared by |             |
| UNDP Country Office                       |             |
| Name: _____                               |             |
| Signature: _____                          | Date: _____ |
| UNDP- GEF- RTA                            |             |
| Name: _____                               |             |
| Signature: _____                          | Date: _____ |

(to be completed by CO and RTA and included in the final document)

**Annex 10: Audit trail from received comments on draft MTR report**

No comments received.

## Annex 11: Management responses to recommendations

### UNDP MANAGEMENT RESPONSE TEMPLATE

#### MIDTERM EVALUATION OF THE NGAMILAND SUSTAINABLE LAND MANAGEMENT PROJECT 2014 - 2016 Date: 28<sup>th</sup> November 2016

Prepared by: **Innocent Magole**

Position: **NPC**

Unit/Bureau: **UNDP Botswana, RBA**

Cleared by: **Oduetse Koboto**

Position: **Programme Specialist**

Unit/Bureau:

Input into and update in ERC:

Position:

Unit/Bureau:

#### Overall comments:

There is a general agreement with the findings and recommendations of the MTR

### GOVERNANCE PROGRAMME

#### Evaluation Recommendation 1:

Reduce area of land to under improved management (from a baseline of zero) from 1,000,000 ha to a more realistic 200,000 ha

**Management Response:** There appears to have been an over estimation for the size of the communal rangeland utilized by livestock farmers which was estimated at 800,000 hectares. Large parts of the project pilot area, though it technically qualifies as communal rangeland does not in fact have any cattle because of the poisonous plant *Mogau*. Large tracks of land in NG2 does not have any cattle. The recommendation to revise down the targeted area from 1 million to 200,000 hectares is therefore in order

| Key Action(s)  | Time Frame | Responsible Unit(s)            | Tracking*                |   |
|--|------------|--------------------------------|--------------------------|---|
|  |            |                                | Status                   | Comments  |
| <i>description activities, then specifics as needed</i><br><br>Present the recommendation to the PSC for ratification. | On going   | PMU<br><br>Project Coordinator | On-going implementation. | Recommendation to be presented to the PSC meeting scheduled for 6 <sup>th</sup> December 2016 |

| <b>Evaluation Recommendation 2:</b><br>The PMU and implementing partners need to work more closely together, which will increase ownership, facilitating post-project sustainability and scaling-up.   |                     |                     |          |  |
|--|---------------------|---------------------|----------|--|
| <b>Management Response:</b> The strategy to engage more closely with Implementing Partners is to have bilateral and multilateral activities that foster continual contact. Recently, the PMU held an equipment handing over event with DFRR and DCP and the PMU also organized a joint SLM workshop with DEA. This allowed for a closer interaction between the PMU and implementing agencies.   |                     |                     |          |  |
| Key Action(s)  | Time Frame          | Responsible Unit(s) | Tracking |  |
|  |                     |                     | Status   | Comments   |
| <i>description activities, then specifics as needed</i><br><br>There are a series of one-on-one activities between the PMU and implementing agencies in the 2017 AWP. These include:<br>Automation of the irrigation systems at the DFRR Maun and Shakawe Nurseries<br>Production of seedlings at these Nurseries<br>Distribution of seedlings to CA farmers to make live fences<br>Joint Beef measles campaign with DAP & DVS                     | 2017 AWP            | PMU                 | On-going | The 2017 AWP will give ample opportunities for close cooperation and collaboration between PMU and Implementing Partners |
| <b>Evaluation Recommendation 3:</b><br>The non-beef livestock products should be taken to include small-stock and work begun urgently to enable women to benefit from the project  |                     |                     |          |  |
| <b>Management Response:</b> Women make up the majority of small stock owners. The Project has through DAP been approached by Nhabe Agricultural Management Association (NAMA) to assist in preparing a feasibility study for a community abattoir in Sehithwa. Since there currently three cattle abattoirs in the District (BMC & two private ones), the new abattoir should be for small stock. The activity is planned to be undertaken in 2017 |                     |                     |          |  |
| Key Action(s)  | Time Frame          | Responsible Unit(s) | Tracking |  |
|  |                     |                     | Status   | Comments   |
| <i>description activities, then specifics as needed</i><br><br>Undertake a feasibility study for a community abattoir in Sehithwa for NAMA   | January – June 2017 | PMU                 | On going | The feasibility study is planned and budgeted for in the 2017 AWP  |
| <b>Evaluation Recommendation 4:</b><br>The TRG should return to being the technical advisory system for the PSC, reducing the frequency of meetings and the number of members.   |                     |                     |          |  |

**Management Response:** The frequency of meetings of the TRG (fortnightly) was intended to generate interest and commitment from IPs and ensure a thorough knowledge and understanding of the Project Document and their respective roles. There was also a sustainability strategy to have alternate representatives from each Department / institution to allow for continuity in the event that a particular member is no longer to attend the TRG for whatever reason. Whilst it is agreeable that the frequency of the meetings should reduce to quarterly (to be in line with the PSC), there is need to retain the two member attendance per Department / Institution to ensure sustainability. The meetings are held based on the need for technical input considering the nature of the activity. They can be fewer or more throughout the year.

| Key Action(s)  | Time Frame | Responsible Unit(s)            | Tracking                 |   |
|--|------------|--------------------------------|--------------------------|---|
|  |            |                                | Status                   | Comments  |
| <i>description activities, then specifics as needed</i><br><br>Present the recommendation to the PSC for ratification. | On going   | PMU<br><br>Project Coordinator | On-going implementation. | Recommendation to be presented to the PSC meeting scheduled for 6 <sup>th</sup> December 2016 |

**Evaluation Recommendation 5:**

PSC / TRG and others should review whether to continue project activities on cropland areas. If support is being continued, the emphasis should shift away from solely on conservation agriculture to a wider range of SLM technologies

**Management Response:** There has been a large investment made on conservation agriculture in terms of equipment. It is only logical to continue supporting the CA farmers with skills improvement to ultimately reach the target of producing yields of one tonne per hectare. Other SLM technologies will nonetheless be pursued such as live fencing, composting and bunding.

| Key Action(s)  | Time Frame | Responsible Unit(s) | Tracking                |   |
|--|------------|---------------------|-------------------------|---|
|  |            |                     | Status                  | Comments  |
| <i>description activities, then specifics as needed</i><br><br>Other SLM technologies included in the 2017 AWP | 2017       | PMU                 | On-going implementation | The 2017 AWP will give ample opportunities for other SLM technologies |

**Evaluation Recommendation 6:**

PSC need to define missing targets in results framework now that the IRA has been completed

**Management Response:** The missing targets have been defined and included in the 2017 AWP

| Key Action(s) | Time Frame | Responsible Unit(s) | Tracking |          |
|---------------|------------|---------------------|----------|----------|
|               |            |                     | Status   | Comments |

| <i>description activities, then specifics as needed</i>  |            |                            |                          |   |
|--|------------|----------------------------|--------------------------|---|
| Present the missing targets to the PSC for ratification.   | On going   | PMU<br>Project Coordinator | On-going implementation. | Recommendation to be presented to the PSC meeting scheduled for 6 <sup>th</sup> December 2016   |
| <b>Evaluation Recommendation 7:</b><br>The UNDP CO need to make concerted efforts to fully support the project.  |            |                            |                          |   |
| <b>Management Response:</b> The recommendation is noted. However, UNDP CO is continuously supporting the project through participating in Project Steering Committees and special forums where invitations has been extended to the office such as addressing Full Council meetings. The country office further conduct field visits to project sites to determine the level of progress being made. In 2015, seven (7) of such visits to the project were made in an effort to support the project. |            |                            |                          |   |
| Key Action(s)  | Time Frame | Responsible Unit(s)        | Tracking                 |   |
|  |            |                            | Status                   | Comments  |
| <i>description activities, then specifics as needed</i><br>UNDP CO support to the project  | On-going   | UNDP                       | On-going implementation  | The Quality Assurance of the project is being done by UNDP CO. Resources are specifically allocated for this purpose in the AWP and has been continuing since inception of the project. |

## Annex 12: Relevant midterm tracking tools (PMAT)

Separate file – note, NPC noted no changes from baseline.

## Annex 13: MTR Recommendations on Outcomes “Not on Target to be Achieved”

| Project Strategy   | Indicator   | Baseline Level               | End-of-project Target   | Midterm Level & Assessment <sup>41</sup> | Achievement Rating <sup>42</sup> | Justification for Rating   | MTR Recommendation  |
|--|---|------------------------------|---|--|----------------------------------|--|---|
| <b>Objective: To mainstream SLM in rangeland areas of Ngamiland District productive landscapes for improved livelihoods</b>                      | Indicator: Hectares of rangeland that are under improved management             | Zero                         | 1,000,000 ha  | Tsodilo Hills area + ~ 65ha under CA     | HU                               | Only activity in Tsodilo Hills area and estimated 65ha reportedly under CA | Reduce to a more realistic target – 200,000 ha proposed   |
| <b>Outcome 1:</b> Effective range management improves range condition and flow of ecosystem services to support livelihoods of local communities | Indicator 1: Area of rangeland with improved grass and herbaceous species cover | 64,000 ha denuded in ranches | Approx. 40% (25,600 ha) in 4 ranches rehabilitated by project end | No change                                | U                                | No activity  | Focus on bush clearing on highly degraded portions of demonstration ranches (around kraals and boreholes) – possibly by pre-emptive burning - then encourage replication by other ranchers at their expense |

<sup>41</sup> Colour code this column only

<sup>42</sup> Progress Towards Results Rating Scale: Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), or Highly Unsatisfactory (HU)



|  |   |  |   |                |   |  |   |
|--|---|--|---|----------------|---|--|---|
|  | Indicator 2:<br>Area of riparian woodland preserved | 10,000 ha of riparian woodland lost around Lake Ngami    | 200 metre buffer zone reclaimed by project end  | No restoration | U | Awaiting the guidance from the Environmental Management Plan which UNDP (but not the GEF project) contracted. Thus far, no activity  | Project should delegate DFRR to lead this and as necessary contract workers to assist local community to undertake this |
|  | Indicator 4:<br>Extent of uncontrolled fires        | 10,000 ha affected by uncontrolled fires                 | Fire-affected area reduced by 50% most of the years and by 100% in two out of the five years of the project | No change      | U | Efforts have been made with Southern Africa Environmental Programme (SAREP) to ensure that the Tsodilo Enclave Fire Management is in also aligned with the District Bush Fire strategic management plan. | Focus on awareness raising / education  |
|  | Indicator 5:<br>Area affected by bush encroachment  | 100,000 ha affected by overgrazing and bush encroachment | Decrease by 25% by the end of the project   | No change      | U | Awaiting integrated range assessment and land use plans – thus no activity   | Follow guidance in IRA – including use of pre-emptive burning rather than bush clearing                                 |

|  |   |   |  |   |   |  |  |
|--|---|---|--|---|---|--|--|
|  | Indicator 6:<br>No. of farmers practicing conservation agriculture                    | Zero  | 30 every other year, trained and given extension support   | 0 farmers trained<br>target very modest | U | Draft CA strategy produced<br><br>15 extension staff attended one day workshop and CA equipment to be handed over the DCP in Nov – thus will be available for use in the coming growing season   | Focus on awareness raising / education (using existing materials – avoid “reinventing the wheel”) to support farmers in gradual transition to CA – including visits to any successful pilot sites, setting up demonstrations – and using FFS-type approaches not day workshops |
|  | Indicator 7:<br>No. of farmers practicing improved and effective herd management      | Zero  | 30 farmers enrolled for participation in the project (20 initially and 10 more added by project end) | 0 enrolled<br>target very modest        | U | Awaiting integrated range assessment and land use plans – thus no activity   | Prioritize local farmers keeping stock on community land<br><br>Focus on awareness raising / education of the win-win-win benefits   |
|  | Indicator 8:<br>Stocking rates in line with the prevailing condition of the rangeland | Tbd during the range assessment studies of this project | Tbd during the project and implemented in 4 ranches by project end                                   | no change                               | U | No activity – June 2016 PIR notes “This continue to remain a challenge and a hindrance towards ensuring sustainable utilization of range resources due to lack of statutory instruments that can compel framers to adhere to proper stocking rates.” | Prioritize farmers keeping stock on community land<br><br>Focus on awareness raising / education of the win-win-win benefits<br>Combine with Indicator 7   |

|  |   |  |  |           |    |  |   |
|--|---|--|--|-----------|----|--|---|
|  | Indicator 9:<br>No. of farmers <sup>43</sup><br>with improved livelihoods | Tbd during range assessments which will cover farmer livelihoods as well   | Double farm generated income of farmers involved in improved herd management and CA by project end | No change | HU | Awaiting integrated range assessment and land use plans – thus no activity.<br><br>Also unclear that IRA includes baseline | No baseline and likely not possible to achieve in time remaining to project closure |
|  | Indicator 10:<br>Economic returns per land unit                           | Tbd during range assessments which will include establishment of economic returns from different land uses (ranches and communal rangelands) | Increase returns by a quarter of the baseline every year after the 2nd year                        | No change | HU | Awaiting integrated range assessment and land use plans – thus no activity.<br><br>Also unclear that IRA includes baseline | No baseline and likely not possible to achieve in time remaining to project closure |

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<sup>43</sup> Farmers are disaggregated according to gender, age group and small stock keeping

|   |  |      |   |   |    |  |   |
|---|--|------|---|---|----|--|---|
| <b>Outcome 2:<br/>Effective<br/>governance<br/>framework<br/>and<br/>markets<br/>provide<br/>incentives for<br/>livestock off-<br/>take and<br/>compliance<br/>with<br/>SLM</b> | Indicator 13:<br>Revenue<br>from non-<br>beef<br>livestock<br>products | Zero | Tbd during<br>feasibility<br>studies<br>for setting<br>up a<br>processing<br>and<br>marketing<br>plan | <b>No change</b><br><br>This<br>indicator<br>should<br>include<br>work on<br>small-stock<br>–<br>particularly<br>to benefit<br>women.<br>(currently<br>non-beef is<br>taken to<br>mean hides<br>/ horn /<br>hooves etc) | MU | A two -day<br>workshop on<br>Non-Meat<br>Livestock<br>Product<br>Enterprises<br>Development.<br><br>20 – participants<br>sent on an<br>innovative<br>“benchmarking”<br>trip was<br>organised to<br>Zimbabwe<br><br>Little progress<br>since, probably<br>as no local<br>supply of small<br>quantities of<br>hides, also<br>conflicts with<br>Govt plan to<br>open works in<br>Lobatse.<br><br>DAP is assisting<br>NAMA in setting<br>up an abattoir -<br>could supply<br>hides in future if<br>successful. | Opportunities in<br>leather working<br>seem<br>constrained due<br>to lack of a<br>supply of<br>suitable<br>quantities of<br>hide.<br><br>BMC do not<br>waste by-<br>products from<br>slaughtering.<br><br>Project focus<br>should be on<br>small stock to<br>benefit women. |
|---|--|------|---|---|----|--|---|