TERMINAL EVALUATION REPORT

Project title: Strengthening the capacity of the protected area system to address new management challenges.

Short title: Protected Area Strengthening (PASS) Project

GEF Project ID: 4729   **UNDP Project ID: 4623**

Summary of project information	
Country:	Namibia
Region:	Africa
GEF Agency:	United Nations Development Programme
GEF Focal Area:	Biodiversity, Strategic Objective 1
Executing Agency:	The Ministry of Environment and Tourism (MET), Government of the Republic of Namibia
TE time frame:	12 February 2018 – 27 April 2018 (35 working days)
Date of in-country mission:	21 February – 10 March 2018
Date of Evaluation Report:	23 April 2018 (1st draft); 1 June 2018 (Final Draft)
Evaluator:	Dr Mandy Cadman

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- Last, but certainly not least, special thanks are due to Mr Jonas Heita, the project manager, who carried out the bulk of the organization for the field mission, set up the engagements, and served as principal driver and guide during the 8,000+ kilometre field mission. His enthusiasm and passion for the project was as strong on the last day as the first. Thank you for your good humour and for answering seemingly endless questions with enthusiasm and diligence. "*Tangi unene!''*

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a) Project Summary Table

Project title:	**Strengthening the capacity of the protected area system to address new management challenges** (Short title: Protected Area System Strengthening Project – PASS)			
GEF Project ID	4729	Concept received by GEF		29 November 2011
UNDP Project ID	4623	PIF approved		29 Jan 2012
Country	NAMIBIA	CEO Endorsement of Project		25 October 2013
Region	AFRICA	ProDoc signed		25 February 2014
GEF Focal Area	Biodiversity	Inception workshop		16 June 2014
Source of funds	GEF Trust Fund	Date of MTR		19 October 2016
GEF Focal Area Strategic Objective	GEF 5 Strategic Objective 1 : Improving the sustainability of Protected Areas	Operational closure:		30 March 2018
Implementing Agency	UNDP			
Executing Agency	Ministry of Environment and Tourism (MET), Government of Namibia			
Other partners	The Namibian Ministry of Defence (MoD); the Namibian Police (NAMPOL); Save the Rhino Trust (SRT); the Office of the Prosecutor General (OPG)			
Financial Data				
Particulars	**At approval/endorsement (millions US$)**		**At end (millions US$)**	
PROJECT PREPARATION				
GEF PPG grant	100,000		100,000	
Co-finance for PPG	322,000		322,000	
Total for PPG	422,000		422,000	
GEF PROJECT FUNDING				
GEF project grant	4,000,000		4,000,000	
Co-finance (total)	14,500,000		14,543,076	
Total project cost	18,500,000		18,543,076	

b) Project Description

Namibia hosts a rich diversity of distinctive ecosystems that harbour globally significant biodiversity – much of it found nowhere else on Earth. The country is also home to diverse indigenous peoples, most of whom lead rural lifestyles in which natural resources and biodiversity occupy an integral position, supporting cultural value systems and providing the raw materials for meeting daily subsistence and livelihood needs. The country's protected areas serve as important reservoirs for biodiversity and environmental health, and for building ecological and socio-economic resilience – particularly in the face of climate change.

Recognizing this, the Government of Namibia has established an impressive network of 21 National Parks (which are established primarily to protect biodiversity), complemented by over 80 registered community conservancies (which provide for mixed land uses, including production activities and conservation). Collectively, these area-based conservation measures bring 44 percent of Namibia's land surface under conservation management. In addition to their critical role in preventing biodiversity loss

and ecosystem degradation, these national parks and other conserved landscapes are the centrepiece of the tourism industry, which is a mainstay of Namibia's economy (with a contribution to GDP of around 12%[1]). The country's National Development Plan (NDP 5 – see footnote 1) places high priority on safeguarding Namibia's natural ecosystems, and value-addition based on sustainable use of biodiversity assets, and aims to position the country as the most competitive tourism destination in sub-Saharan Africa. For this goal to be realized, the protected are network needs to be strategically located, well-managed, financially sustainable, and socially inclusive – which is consistent with achievement of Sustainable Development Goal 15 (Life on Land).

The **PASS project** (*Strengthening the Capacity of the Protected Area System to Address New Management Challenges*) was designed to ensure that the protected area system of Namibia is sustainably financed and strengthened to address new management challenges, specifically those presented by escalating wildlife crime, and increased incidence of damaging, uncontrolled fires. This project built on the strong foundation established by previous GEF-funded, UNDP-supported interventions to strengthen Namibia's protected area system (such as the SPAN[2] and NAMPLACE[3] projects), and complements several protected area-related initiatives implemented through other agencies (see Section 3.1.3. of this Report for details).

The **overall objective** of the PASS project was to strengthen and sustainably finance the protected area system through improved systems for revenue generation, introduction of new revenue streams, and cost effective enforcement through application of the Enforcement Economics Model. The project was organized under three **Components**, as follows: (i) Improving systems for revenue generation and implementing new and innovative revenue generation mechanisms; (ii) Cost-effective enforcement through testing and implementing the principles of enforcement economics; and, (iii) Implementation of an Integrated Fire Management Strategy. The **outcomes and outputs** included under each component are summarized in Figure 1, below, and are described in further detail in Section 3.1.1 of this Report)

Figure 1: Summary of project components, outcomes and outputs

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[1] Government of Namibia: National Development Plan 5, 2017
[2] Strengthening the Protected Area Network Project (2004 – 2012)
[3] The Protected Landscapes Conservation Areas Initiative (2011 – 2015)

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The project **operated directly in eight state-managed national parks** (IUCN Category II), including Bwabwata, Nkasa Rupara (Mamili), Mudumu and Khaudum National Parks in the Northeast; Etosha, Skeleton Coast and Dorob National Parks in the Northwest, and the Greater Waterberg Complex in the Central Region. It also delivered benefits to at least 26 adjacent **community conservancies and concession areas,** which are equivalent to IUCN Category VI, or 'other area-based conservation measures' (See Table 1).

Table 1: Protected areas and community conservancies in which the PASS project operated

Name of protected area	Extent (km^2)	Biome/Ecoregion	Ecosystems / vegetation types
Central Region			
Waterberg National Park Complex (WDPA ID*: 887)	405	Savanna Biome	Northern Kalahari Woodlands, Thornbush Shrublands
Northeast Region			
Bwabwata National Park (WDPA ID: 303692)	6,274	Savanna Biome/ Zambezian Flooded Savanna Ecoregion	North-eastern Kalahari Woodlands, Riverine Woodlands and Islands, Caprivi Mopane Woodlands, wetlands
Mudumu National Park (WDPA ID: 30051)	1,010		North-eastern Kalahari Woodlands, Riverine Woodlands and Islands, Caprivi Mopane Woodlands
Nkasa Rupara (Mamili) National Park (WDPA ID: 30052)	320		Caprivi Floodplains, wetlands
Khaudum National Park (WDPA ID: 17999)	3,842		North-eastern Kalahari Woodlands; Eastern Drainage
Associated community conservancies: Zambezi: Salambala, Mayuni, Kwandu, Mashi, Kasika, Impalia, Balyerwa, Sobbe, Sikunga, Dzoti, Bamanu, Kubulabula, Nkabolelwa and Lusese; Kavango East: George Mukoya; Muduva Nyangana; Kavango West: Maurus Nekaro			
Northwest Region			
Etosha National Park (including a designated Ramsar site) (WPDA ID: 884)	22,270	Nama Karoo, Savanna; Lakes and Saltpans	Karstveld, Pans, Western Kalahari, Mopane Shrubland, Etosha Grass and Dwarf Shrubland, North-eastern Kalahari Woodlands, Western Highlands, Cuvelai Drainage
Dorob National Park (WDPA ID: 555542990)	8,147	Desert / Namib-Karoo-Desert Ecoregion	Central Desert, Desert/Dwarf Shrub Transition, Central-western Escarpment and Inselbergs
Skeleton Coast National Park (WDPA ID: 555543018)	16,390	Desert/ Namib-Karoo-Desert Ecoregion	Northern Desert, Central Desert, North-western Escarpment and Inselbergs
Concession Areas and associated community conservancies: Hobatere, Palmwag and Etendeka Concessions, with benefits for the following conservancies: ‡Khoadi-//Hôas (Grootberg), Ehirovipuka, Torra, Anabeb, Sesfontein, and Omatendeka.			

*Note: WDPA ID = World Database on Protected Areas Identifier: UNEP-WCMC and IUCN World Database on Protected Areas ID numbers accessed online at www.protectedplanet.net

Standout achievements of the PASS project included:

- **Component 1 (Improved revenue collection):** The establishment of an institutional arrangements (agreed structure with Terms of Reference) for improved financial planning for protected areas (PAs) in Namibia; implementation of the automated revenue collection system at Etosha National Park and completion of a financial feasibility study for roll-out (scaling up) in other national parks country-wide; identification of alternative revenue generating mechanisms, with an associated Action Plan,

and an updated Integrated PA Sustainable Financing Plan; securing commitments of significant funding from private sector and NGO partners to support ongoing PA strengthening activities.

- **Component 2 (Cost-effective enforcement)**: Construction of the Law Enforcement Training Centre at Waterberg Plateau National Park, which provides for ongoing, incremental training and capacity building; facilitating the development of an agreed National Law Enforcement Strategy for protected areas and the provision of wildlife-crime law enforcement training across the law enforcement chain; operationalization and development of anti-poaching flycamps in protected areas and conservancies, and development and operationalization of a state-of-the art anti-poaching command centre in Etosha National Park; establishment and revitalization of community enforcement and fire management committees, working through Parks and Neighbours Forums; the provision of training in anti-poaching best-practices (for park rangers, wardens and other anti-poaching personnel), and wildlife-crime law enforcement (for investigators and prosecutors); and, development and implementation of a public anti-poaching awareness-raising campaign.

- **Component 3 (Integrated Fire Management)**: Finalization and distribution of the Integrated Fire Management Strategy for Protected Areas; development of Standard Operating Procedures (SOPS)for fire management and Fire Monitoring Plans for two fire-prone protected areas (Khaudum and Etosha); provision and servicing of fire-fighting equipment, and training in protected areas and community conservancies in fire hot-spots.

c) Evaluation Rating Table

Project performance was evaluated and rated using the criteria of relevance, effectiveness, efficiency, sustainability (environmental, social, financial and institutional) and impact, in accordance with the requirements laid out in the GEF IEO (2017) and UNDP (2012) guidance documents for conducting terminal evaluations. The quality of the project's M&E plan, project implementation and execution were rated separately. The standard GEF rating scales were used, with a summary of the results presented in *Table 2.*

Table 2: Evaluation ratings for the PASS project

Evaluation Ratings*			
1. Monitoring and Evaluation	**rating**	**2. IA& EA Execution**	**rating**
M&E design at entry	MU	Quality of UNDP Implementation	MS
M&E Plan Implementation	S	Quality of Execution - Executing Agency	HS
Overall quality of M&E	MS	Overall quality of Implementation / Execution	S
3. Assessment of Outcomes	**rating**	**4. Sustainability**	**rating**
Relevance	HS/R	Financial	ML
Effectiveness	HS	Socio-economic	L
Efficiency	HS/S	Institutional framework and governance	L
5. Impact	**rating**	Environmental	L
Environmental Stress Reduction	S	Overall likelihood of sustainability:	L
Overall quality of outcomes			S/HS

For an explanation of rating scales see Table 3 of this Report.

d) Summary of conclusions, recommendations and lessons

Conclusions

The PASS project has made a significant contribution to the **goal** of strengthening the capacity of the protected area system to address new management challenges. Implementation of the project is in

substantial compliance with the expected results, and it can be taken as an example of '*good'* or even *'best'* *practice.'* The project is well-integrated systemically in the Ministry of Environment and Tourism, has dealt practically and positively with real issues faced by the Ministry in the management of its protected areas, and has delivered tangible capacity improvements that are likely to have lasting impacts – which is essential for long-term sustainability of the project outcomes. The project has been well-managed; the *effectiveness and efficiency of project implementation*, the *performance of the Executing Agency* (the MET), and the project *Relevance* are all rated as '*Highly Satisfactory*'.

The *M&E system* at project inception was rated as '*Moderately Unsatisfactory*' as the indicator and target framework was weak and lacked meaningful baselines. Many indicators were either inappropriate or were not SMART (see detailed analysis in the main report), and inadequate time had been budgeted for successful delivery of many of the project outcomes across the full protected area system of Namibia – this also had not been accurately budgeted for during project preparation. Revision of the M&E framework by the project team led to some improvements, but many of the indicators remained weak and no outcome-level indicators were set. Unfortunately, the opportunity to address this during the Midterm Review was missed. The project team demonstrated due diligence in the preparation of Annual Workplans and Project Implementation Reports (PIRs), and completion of relevant GEF tracking tools, but they would have benefitted from early training in results-based reporting and use of the tracking tools, and more consistent M&E and supervisory backstopping from the UNDP country office. The *implementation of the M&E system* is rated as '*Satisfactory'*, and the overall *quality of the M&E system* as '*Moderately Satisfactory.'*

The project faced *challenges* relating to weak aspects of project design (particularly the indicator framework), and emergent issues relating to the escalation of poaching and the onset of an economic recession after project initiation. When the project was designed, fire presented a more serious threat to the sustainability of the protected area system than poaching, but this changed at project inception. Despite this, skilful and strategic use of *adaptive management* resulted in successful delivery of most of the project outputs (except where these had to be amended as they had become inappropriate due to changes in the operating environment), thus contributing to achievement of the intended outcomes.

It is expected that at least some, if not most, of the gains made through this project will be *sustainable* once the GEF support is withdrawn. There are negligible risks to social and institutional sustainability – there is strong country ownership of the project, and skills transfer to sustain project activities has been effective. The risks to financial sustainability are, however, more significant, due to the budgetary constraints experienced by the MET. This said, the project was successful in securing commitments of future funding from a wide range of partners in the development community and private sector, to sustain certain activities. Overall, *sustainability* of the project is rated as '*Likely'* to '*Moderately Likely.'*

The project has had a strong *catalytic effect* at multiple scales. The technologies and infrastructure introduced through the project have been effectively catalysed through demonstration, training and information dissemination, and they are already being replicated and scaled-up by the MET beyond the project demonstration sites. There is convincing evidence that the project has made a positive and significant contribution to relieving environmental stresses, improving ecological status, and enhancing livelihoods at the sites of project intervention. While it is too early to tell if these *impacts* will be sustained over time, it is possible to say that the project has put in place appropriate measures that should *lead to lasting improvements*, and the rating given for '*progress towards stress/status improvement*' is, therefore, '*Significant*.'

The project did not have a specific outcome or outputs linked to *mainstreaming*, but it undertook several activities that served to integrate the importance of sustainable protected areas into the plans and priorities of several government Ministries (whose core functions were not to do with conservation), and economic sectors involving a wide range of public, private and civil society role-players. In particular, the project mainstreamed the importance of well-secured and financially sustainable protected areas into socio-

economic development and the promotion of employment opportunities through its support to the development and launching of the KAZA TFCA (Kavango-Zambezi Transfrontier Conservation Area) Tourism Route. PASS formed an important part of UNDP country programming and its objective and outcomes were consistent with global environmental and development agendas and programmes of action, such as the Sustainable Development Goals. By strengthening capacity for anti-poaching and integrated fire management, the project contributed to enhanced risk management and preparedness in protected areas and surrounding communal lands, with benefits for environmental stress reduction and human safety and well-being.

In overall conclusion, after due consideration of all evaluation criteria, and especially given the way the project adapted to significant changes in the operating environment, the rating given to achievement of **overall project outcomes** is in the '*Satisfactory*' to '*Highly Satisfactory*' range.

Recommendations:

a)   Recommendations for addressing challenges

Issue	Recommendation
Project design: the indicator and targets framework	The indicator and targets framework had many weaknesses and the risk management strategy was overly simplistic. To ensure that the project's Strategic Results Framework is useful as a monitoring and evaluation tool, and for guiding results-based management, it is essential to ensure that: (i) the indicator and targets framework is robust, appropriate and well-formulated (complying with SMART criteria – i.e. specific, measurable, achievable/attributable, reliable and time-bound), and includes appropriate outcome-level indicators. Particular care needs to be taken with the use of the GEF tracking tool scores as indicators, and ensuring that the selected indicators are reliable and accurate measures of the project's contribution to observed results and impacts; (ii) the SRF remains internally coherent when changes are made through adaptive management, and that all necessary changes are made timeously to keep the SRF relevant; and (iii) the risk management strategy is robust, realistic, and systematically structured, including specific actions that are related to the outputs and activities of the project and achievable within its timeframe. The risk management strategy should also be updated throughout the lifespan of the project (or at least at project inception and midterm), through maintenance of a risks log.
Project governance	The configuration and composition of the project's governance structures should strike the correct balance between stakeholder representation, effectiveness and functionality (operating on the principle that form should follow function). In the case of PASS, the Project Steering Committee was large (14 members). Whilst this maximized representation of stakeholders, it hampered effectiveness as it was difficult to achieve a quorum at four meetings per year (the planned meeting interval). It would have been more effective to have a smaller, more tightly-configured PSC, comprising representatives from UNDP and the Executing Agency, that met twice a year to provide oversight and take executive decisions. This PSC could have been paired with a Technical Working Group (comprising technical experts from a spread of relevant stakeholder institutions), to provide practical guidance to the project, on a one-on-one, needs-driven basis, complemented by an annual or twice-yearly working group session to focus on cross-cutting issues.
Composition of the project team	This project operated with a staff complement of five – a Project Manager, a Technical Adviser, an Administrative/Accounting officer and two Field Co-ordinators. In the original project design, the plan was two have two technical experts – one for PA financing and one for law enforcement. A decision was taken during the Inception Workshop to appoint only one technical expert, in an advisory capacity. It is, however, rare to find one person with knowledge and experience in such diverse fields. The Project Manager and one Field Co-ordinator bought with them considerable experience in practical protected area management, so it would have been appropriate to appoint a Technical Adviser with expertise in PA financing, OR, to

	retain the advisory services of two experts on a part time basis: one for PA finance and the other for monitoring and evaluation – an area that required strengthening.
Induction of the project team and UNDP support	The appointment of staff to the project was a delayed and drawn out process, and none of the staff were in office at the time of the Inception Workshop. Project staff – or at least the Project Manager - ***should*** be in office at the time the Inception Workshop, and they should be afforded a proper induction, to familiarize them with the SRF, UNDP-GEF reporting procedures, results-based monitoring, effective use of GEF tracking tools, and so on. This should be augmented by consistent and regular technical and M&E backstopping from the UNDP country office and Regional Service Centre. Executing Agencies should embrace active participation of UNDP staff in supervisory missions, as they are well-positioned to provide insights based on the broad diversity of initiatives managed by UNDP.
Communications and knowledge products	One of the areas where the PASS project was less effective was in the development of knowledge products that could be used to promote broader awareness of the project's activities and contribute to reflexive learning – for example, by capturing and communicating technical lessons learnt, or through the publication of other communications pieces (stories). To address this: (i) the UNDP CO should work closely with projects to maintain a log of lessons learnt throughout the project; (ii) Capacity should be secured to develop appropriate knowledge products and disseminate them through available channels (e.g. best practices published in the IUCN Panorama webpage). In future, the UNDP or Executing Agency's Communications Officers could provide additional support to projects for this.
Sustainability	The PASS project has developed a sustainability plan, including a list of priority actions and staff requirements. This should be workshopped by MET and its partners (with possible facilitation by UNDP) to develop a practical resourcing plan, identify implementation arrangements and secure commitments to action. (In future projects, more time should be allocated to collaborative development of a detailed Sustainability Plan as an integral part of the project's workplan. The sustainability plan should be developed collaboratively, workshopped extensively and accompanied by formal implementation agreements and a resourcing plan). The main body of this Report includes a list of minimum measures that should be put in place to ensure sustainability of key project outcomes (See pages 55 – 57)

b) Recommendations for future projects: The PASS project was universally well-received and all stakeholders expressed the desire (and NEED) for the project activities to continue. It is recommended that a series of future projects should be developed without delay, building on the achievements of PASS. Whilst PASS enjoyed notable successes and had a demonstrable catalytic effect, its broad geographic spread and diversity of components made it difficult to achieve impacts at scale. Addressing wildlife crime remains an important issue for Namibia, but it is proposed that this should be included as part of a holistic approach (combining environmental and social approaches) to *managing the human-wildlife interface*, under three components: Wildlife Crime; Human-wildlife Conflict; and the Community Conservancy Programme. (Further details are provided in the body of this Report).

Lessons

The PASS project was successful in implementing a number of **best practices for protected area strengthening**. For these to be replicated and up-scaled, it is important to understand the conditions for success, and these are described briefly below.

Participation, collaboration and networking: The project was highly effective at bringing role-players together to collaborate and work co-operatively to identify needs, develop solutions and plan project activities – both within the MET and in other agencies that did not have a previous track record of co-operation. This success can be attributed largely to the deployment of knowledgeable, experienced and

respected individuals to facilitate the networking process and champion the project's cause. In the case of engagement with staff in the MET, the Project Manager and one of the Field Coordinators had prior experience as protected area managers and their credentials were well-known and respected in the Ministry. They had a practical understanding of the operating context within which MET staff work, and this built a high level of confidence and trust amongst MET stakeholders. Similarly, the project engaged Advocate Danie Small – the recently retired Deputy Prosecutor-General of Namibia – to lead the engagement with key stakeholders across the enforcement chain, and conduct training of investigators and prosecutors. With 30 years' experience as a prosecutor, he had all the relevant knowledge and a well-established reputation in the judicial system, and was able to gain co-operation where someone with a different background might not have been successful. In all of these cases, it helped that those leading the stakeholder engagement processes also had a genuine and obvious passion for their work.

Nurturing project ownership: The PASS project is fully integrated into the operations and functions of the MET and there is strong ownership across all levels of the institution. This was achieved through maintaining interaction with MET staff, regular reporting and joint planning. The MET's Director of Parks and Wildlife was the National Project Coordinator and MET staff were directly involved in implementation of many project activities. The project was responsive to emerging needs, while retaining its core focus, and delivered quick, tangible benefits. It also **g**ave effect to the vision of MET staff (e.g. in development of the Waterberg Training Centre and the Skerpioen Bult Anti-Poaching Command Centre) rather than imposing externally-sourced ideas on them. In terms of engaging communities, the project worked through existing structures that have legitimacy and support, rather than setting up new, unfamiliar collaboration forums. In the community conservancies in which the project was active, the field coordinators provided a strong presence on the ground, which helped to build trust, participation and ownership.

Engaging private sector partners and donor coordination: In partnership with UNDP and the MET, the PASS project was successful in securing unplanned co-finance from Yahoo Japan. This private-sector partner sought an association with UNDP due to its brand recognition and oversight role, and the project afforded Yahoo Japan high visibility in return for a relatively small – but significant – investment. Building on this experience, the project has secured further commitments from local private sector partners. The question is how to leverage these partnerships with the private sector to work at scale? It may be fruitful to establish a forum (linked not only to anti-poaching but for all activities related to environmental conservation) that brings role-players together to discuss, prioritise and coordinate activities and funding requirements, and to ensure strategic deployment of available resources. PASS catalysed this type of interaction at the Wildlife Day Celebrations it co-hosted with MET in 2017. Going forward, UNDP as an 'honest broker' with strong brand recognition, and involvement in a wide range of national and international environment and development programmes, could play a useful facilitation role in expanding and maintaining such a forum for collaboration.

Implementing best practice for cost-effective enforcement: With a relatively limited budget, PASS chose to focus on four key strategies for building capacity for more effective enforcement: i) providing equipment and support for patrols; (ii)strengthening intelligence-led operations; (iii) strengthening capacity for specialized investigations, evidence gathering and competent case preparation; and (iv) going 'beyond enforcement' to engage with and empower communities. These strategies are consistent with internationally-recognised best practice.[4] Training and provision of communications and other specialized equipment brought practical improvements to patrolling capacity and enabled greater anti-poaching effort and coverage. The improvement of general living conditions made a significant difference to effectiveness through building morale. Anti-poaching work is physically onerous, often dangerous, and requires many sacrifices. The contribution that the PASS project made to building greater operational effectiveness through

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[4] Henson, D.H.; Malpas, R.I.; D'Udine, F.A.C. (2016). *Wildlife Law Enforcement in Sub-Saharan Africa's Protected Areas: Best Practices*. IUCN Species Survival Commission Occasional Paper 58. IUCN, Cambridge (UK) and Gland (Switzerland)

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improved living conditions in anti-poaching flycamps (i.e. fenced-off living areas, tents and sleeping bags, day-shelters, boreholes and water tanks for safe drinking water, ablution facilities, solar power, and so on), cannot be underestimated.

'Greening the Blue': The PASS project showed a high level of innovation and efficiency in the use of resources. This included allocating funds strategically to maximize returns and ensure complementarity with other initiatives, as well as using physical resources in ways that reduce environmental footprints and achieve cost savings. Examples include: innovative construction methods (e.g. the modular construction system and use of renewable energy technology at the Waterberg Plateau Training Centre); using recycled materials (e.g. re-purposing of disused shipping containers as accommodation and ablution units at the Skerpioen Bult Camp); locating developments on previously-disturbed sites, and enhancing existing infrastructure. In some construction projects, labour was sourced locally, providing temporary but much-needed work opportunities and skills development for unemployed youth from surrounding communities. These are all best practice stories that should be captured and publicised as part of UNDP's 'Greening the Blue' campaign.
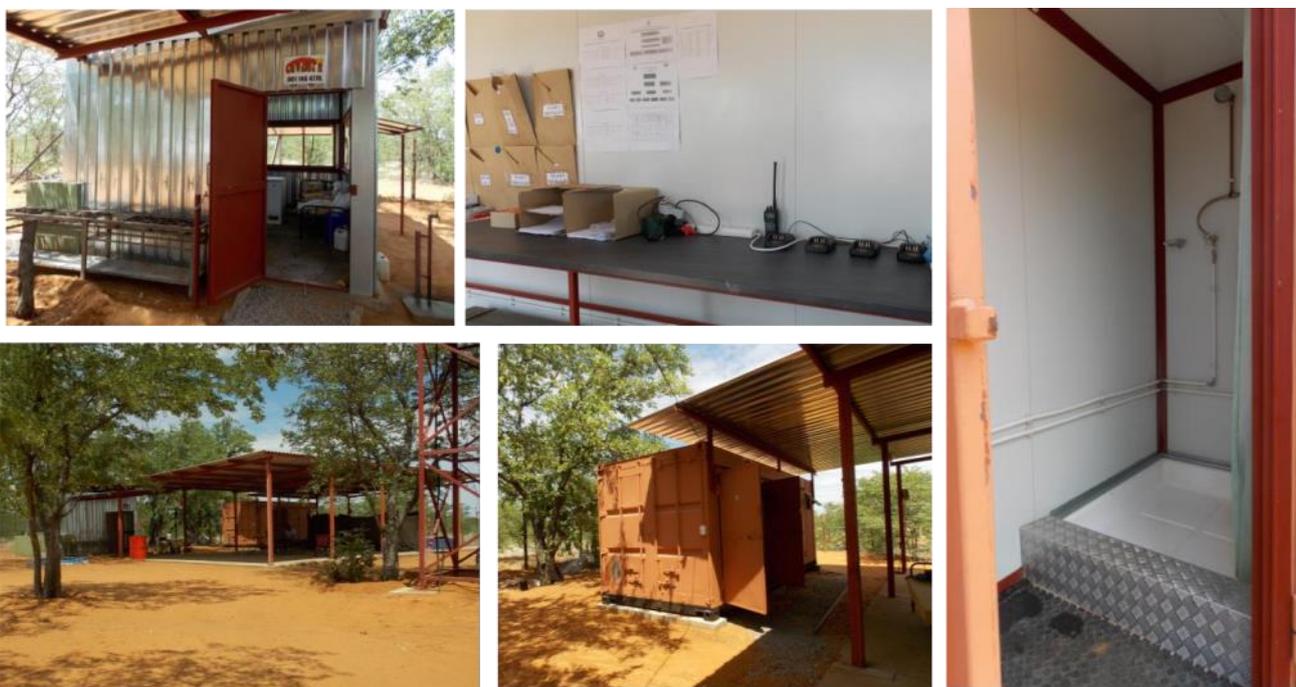
Photographs taken at the Skerpieon Bult Anti-poaching Command Centre in Etosha National Park (ENP).
(Photographs: M. Cadman)

ii) **ACRONYMS**

APU(s)	Anti-poaching Unit(s)
BMM	Bwabwata/Mamili/Mudumu Complex (of national parks)
CBNRM	Community Based Natural Resource Management
CW	Chief Warden
CCW	Chief Control Warden
CPAP	Country Partnership Action Plan
DAFHR	Directorate of Administration, Finance and Human Resources (of the MET)
DWNP	Directorate of Wildlife and National Parks (formerly Parks and Regional Services)
ePAC	External Project Appraisal Committee
EA	Executing Agency (of the project)
ENP	Etosha National Park
FSP	Full Size Project
GEF	Global Environment Facility
GIZ	Deutsche Geselleschaft für Internationale Zusammenarbeit
GPTF	Game Products Trust Fund
GRN	Government of the Republic of Namibia
Ha	Hectares
IA	Implementing Agency (of the project)
ICEMA	Integrated Community Based Ecosystem Management Project
IEO	Independent Evaluation Office
IFM	Integrated Fire Management
IP	Implementing Partner
IUCN	International Union for the Conservation of Nature
KAZA TFCA	Kavango-Zambezi Transfrontier Conservation Area
KFW	German Development Bank (Kreditienstalt fur Wiederaufbau)
LE	Law Enforcement
MET	Ministry of Environment and Tourism (of Namibia)
METT	Management Effectiveness Tracking Tool
MTR	Midterm Review
NACOMA	Namibian Coastal Conservation and Management Project

NACSO	Namibia Association of CBNRM Support Organizations
NAFOLA	Sustainable Management of Namibia's Forested Lands Project
NAMPLACE	Namibian Protected Landscapes Conservation Area Initiative
NAMPOL	The Namibian Police
NBSAP	National Biodiversity Strategy and Action Plan
NDF	National Defence Force
NDP	National Development Plan
NTB	Namibia Tourism Board
NWR	Namibia Wildlife Resorts
PA	Protected Area
PAS	Protected Area System
PASS	Protected Area System Strengthening project
PB	Project Board
PIF	Project Identification Form
PMU	Project Management Unit
PPG	Project Preparation Grant
ProDoc	Project Document
PS	Permanent Secretary
PSC	Project Steering Committee
RSC	Regional Service Centre (of UNDP)
SPAN	Strengthening the Protected Area Network project
SOPs	Standard Operating Procedures
SRF	Strategic Results Framework
SRT	Save-the-Rhino Trust
TE	Terminal Evaluation
ToC	Theory of Change
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP-WCMC	United Nations Environment Programme World Conservation Monitoring Centre
WDPA	World Database of protected Areas
WWF	Worldwide Fund for Nature

PART 1: INTRODUCTION

1.1.   Purpose of the terminal evaluation

All GEF agencies are required conduct a Terminal Evaluation (TE) within 6 months of the completion of GEF-funded, full-sized projects (FSP). The overall purpose of the TE is to assess the achievement of project results.

The terminal evaluation is an integral part of the project's monitoring and evaluation cycle, contributing to knowledge-sharing and reflexive, experiential learning. Evaluation should serve as an agent of change and plays a critical role in promoting accountability and continual improvement.

The specific goals of the TE are to:
- **assess and disclose the project's accomplishments**.
- **extract and synthesise key lessons learnt** (with a view to enhancing the sustainability of the benefits of the project and improving the selection, design, and implementation of future UNDP-supported, GEF-financed projects).
- **provide feedback and make recommendations on any issues that need attention** going forward (both project-specific issues and those recurring across the UNDP protected area portfolio).
- assess effectiveness in achieving the **GEF Strategic Objectives and Global Environmental Benefits.**
- **assess alignment** with other UN and UNDP priorities, including the United Nations Development Assistance Framework (UNDAF) and Country Programme Action Plan (CPAP) for Namibia.

The information presented in the TE Report will feed into the GEF IEO (Independent Evaluation Office), UNDP IEO, and other UNDP databases for aggregation and analysis.

1.2.   Scope and methodology

1.2.1. Scope
The terminal evaluation is an evidence-based assessment that covers:
- **Project design** (theory of change, objectives, outcomes, outputs, indicators, baselines and targets, risks and assumptions, M&E Framework, stakeholder participation plan, project budget, governance and management arrangements)
- **Project implementation** (including implementation arrangements and activities, adaptive management, performance of the GEF Implementing Agency (IA), Executing Agency (EA), country ownership, stakeholder engagement and partnerships, finance and co-finance, monitoring and evaluation, mainstreaming)
- **Project results** (achievements against the targets set, contribution to the project goal and outcomes)
- Progress to **impact**
- **Catalytic role**, **replicability** and potential for **scaling up**
- The likelihood of **sustainability**
- **Lessons** learnt and **recommendations** for the future.

The evaluation of the PASS project also feeds into a broader **Thematic Learning Review** that UNDP is conducting of its global protected area project portfolio (through a process led by the evaluator of the PASS project). The thematic learning review aims to: (i) identify the aggregated outcomes of the protected area project portfolio; (ii) advance an understanding of which approaches have worked well and why (and, likewise, the challenges encountered and how they can be overcome); (iii) identify how the protected area work supported by UNDP contributes to achievement of the Sustainable Development Goals (SDGs), and how this delivery can be enhanced in future; (iv) make practical recommendations for strengthening the

design of protected area projects, especially in the context of evolving strategic programming directions; (v) strengthen the project evaluation process to enhance data availability, improved knowledge management and reflexive learning; and, (vi) make recommendations for embedding protected area work in UNDP's future strategic priorities.

Towards these ends, additional information was gathered during the TE, in line with a broad review framework that has been developed to guide the Thematic Learning Review.

1.2.2. The evaluator

The evaluation was conducted by an international consultant, Dr Mandy Cadman, (from South Africa) without the support of a national counterpart. The evaluator worked closely with the commissioning unit (UNDP Namibia Country Office, hereafter referred to as the UNDP CO); the Project Manager, Mr Jonas Heita and Field Coordinator, Mr Kosmas Shilongo (who were the only members of the Project Management Unit officially still in office at the time of the in-country mission); representatives of the Executing Agency — the Ministry of Environment and Tourism (MET) of the Republic of Namibia, and other key role players, as advised by the MET, Project Manager and the UNDP CO.

1.2.3. Methodology

The evaluation was conducted in compliance with the advertised Terms of Reference for the assignment (see *Annex 1*), and according to the guidelines outlined in the following documents:

(i)   GEF IEO (2017). *Guidelines for GEF Agencies Conducting Terminal Evaluations of Full-Sized Projects* (Approved by the Director, GEF Independent Evaluation Office, April 2017)

(ii)   UNDP (2012). *Guidance for Conducting Terminal Evaluations of UNDP-Supported, GEF-Financed Projects.*

The methodology was strongly participatory, taking perspectives of all relevant stakeholders into account. Information on project performance and results was gathered from multiple sources including the project M&E system, tracking tools, field visits, stakeholder interviews, project documents, and other independent sources, to facilitate verification by triangulation. Contextual information was used to frame the assessment of the significance, relevance, quality and impact of observed performance and results.

Data gathering

A data evaluation matrix was compiled to guide the data gathering and analysis process. It includes evaluation criteria and follow-up questions/issues, indicators, sources of data and methodology. The evaluation criteria are organised under the rating criteria of relevance, effectiveness, efficiency, sustainability and impact, as prescribed by the GEF and UNDP. The matrix is included in *Annex 2* to this Report. In designing the matrix, attention was paid to ensuring a level of consistency with the evaluation matrix used in the Mid-term Review in order to make accurate and fair comparisons between the ratings at mid-term and project end. In addition, other questions were identified based on desktop review of the project documentation, with minor adjustment after the TE Inception Meeting, which was held at the start of the in-country mission.

Data gathering involved document review and analysis, site visits and stakeholder consultation, as follows:

- **Document Review:** All relevant sources of information were reviewed, spanning both the project preparation and implementation phases. A full list of the documents reviewed is provided in *Annex 3* to this Report.

- ***In-country mission and site visits****:* The in-country mission spanned 18 days (21 February to 10 March), including the Evaluator's travel time to and from Namibia. Seven days were spent in Windhoek (to hold primary consultations and review documentation), and eleven were spent in the field. The field-mission itinerary included a broad cross-section of sites (see ***Annex 4***) in national parks and community conservancies, with the primary focus being to conduct interviews and inspect the achievements of the project at anti-poaching camps, training facilities, and park entry and exit points.

- ***Stakeholder consultation****:* The selection of institutions and individuals to include in the stakeholder engagement was made in conjunction with the Project Manager and UNDP CO. In addition to formal interviews**,** opportunities for informal interviews and group discussions were taken during the field mission, to ensure adequate consultation at grassroots level. A full list of institutions and individuals consulted is included in ***Annex 5*** to this Report.

Evaluation Rating Criteria

The main dimensions of project performance that were rated are: outcomes, quality of monitoring and evaluation (M&E), quality of implementation and execution, and sustainability (environmental, social, financial and institutional). Project performance was evaluated and rated using the criteria of relevance, effectiveness, efficiency, and impact, using the standard rating scales, as set out in the GEF IEO (2017) and UNDP (2012) guidelines (see Table 3 for a summary). The primary reference points for assessing performance were the indicators and targets set in the Strategic Results Framework, with consideration given to contextual factors.

Table 3: Ratings scales used for evaluation (Source: UNDP, 2012)

Rating Scales		
Effectiveness, Efficiency, M&E, IA and EA execution	**Sustainability**	**Relevance**
6.Highly Satisfactory (HS): *No shortcomings in achievement of objectives* **5.Satisfactory (S):** *Only minor shortcomings* **4.Moderately Satisfactory (MS)** *There are moderate shortcomings* **3.Moderately Unsatisfactory (MU):** *There are significant shortcomings* **2.Unsatisfactory (U):** *There are major shortcomings* **1.Highly Unsatisfactory (HU):** *There are severe shortcomings*	4.Likely (L): *Risks to sustainability are negligible* 3.Moderately Likely (ML) *Moderate risks* 2.Moderately Unlikely (MU) *Significant risks* 1.Unlikely (U): *Severe risks*	2.Relevant (R) 1.Not relevant (NR) **Impact** 3.Significant (S) 2.Minimal (M) 1.Negligible (N)
Other ratings: Not Applicable (N/A); Unable to Assess (UA)		

Ethics

This evaluation was conducted without bias, in accordance with the UNEG *Ethical Guidelines for Evaluators* (signed Evaluation Consultant Code of Conduct Agreement attached in ***Annex 8).*** The confidentiality of stakeholders was ensured and consultation processes were appropriately contextualised and culturally-sensitive, with attention given to issues such as gender empowerment and fair representation for vulnerable groups, wherever possible. To provide stakeholders uninhibited opportunities for providing feedback, project staff and UNDP representatives were not present during the interviews.

Whilst every effort has been made to reflect the inputs of stakeholders fairly and accurately in this Report, the evaluation ratings, conclusions and key recommendations are those of the Evaluator, and are not binding on any individual or institutional stakeholder.

1.3 Structure of the Terminal Evaluation Report
The key deliverable of the assignment is the TE Report, which complies with the format and specifications laid out in the GEF IEO (2017) and UNDP (2012) guidelines.

The Report is organized under **five main sections**, as follows:
Part 1 (Introduction) provides a brief overview of the purpose, scope and methodology of the terminal evaluation. It explains how data was gathered (modalities, tools and sources of data), describes the evaluation rating criteria and scales for assessment, evaluator ethics, and the structure of the TE Report.

Part 2 (Description of the project and its development context) starts with a description of the key problems that the project set out to address, and articulates a Theory of Change – including objectives, outcomes, outputs, intermediate states, and causal pathways leading to the desired results. It outlines the baseline indicators, introduces the main stakeholders, sketches the project timeline, and outlines the project management and governance arrangements.

Part 3 (Evaluation Findings) presents the summarized results of the evaluation under three broad sections:

- *Project design/formulation* (including analysis of the project's Theory of Change, strategic results framework and risk mitigation strategy; lessons learnt that have been incorporated into the project design from other relevant projects, and linkages with other relevant initiatives; introduction of key stakeholders and the management and governance arrangements).
- *Project implementation* (including implementation modalities, adaptive management, project finance, monitoring and evaluation and co-ordination and operational issues).
- *Project* **results** (including attainment of objectives and outcomes, and ratings – with justification – for relevance, effectiveness, efficiency, sustainability and impact).

Part 4 describes the key **conclusions, recommendations and lessons** learnt from the evaluation.

Part 5 includes a set of **Annexes** which contain detailed information about the tools, processes and sources of data used in the evaluation.

PART 2: PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

2.1. Project start and duration

The PASS project spanned a four-year time frame, with planned start and finish dates of 2 January 2014 and 30 December 2017, respectively. The effective start date of the project, however, was 16 June 2014, when the Inception Workshop was held. The Project Manager was appointed shortly after the Inception Workshop, and staffing of the Project Management Unit (PMU) was completed only in November 2014. Operational Project Closure was scheduled for 30 March, 2018.

2.2. Problems the project set out to solve

To date, 44 percent of Namibia's land surface has been brought under protection through the establishment of a network of protected areas, complemented by a strong Community-Based Natural Resource Management (CBNRM) programme, which is delivered through registered communal conservancies that allow for mixed conservation and production land uses. Building on a strong baseline of protected area strengthening programmes, the MET and its stakeholders identified three persistent challenges to sustainability of the protected area system that the PASS project was designed to address. These included:

(i)   A significant protected area financing gap.
(ii)   Diminished capacity to address escalating wildlife crime, especially poaching.
(iii)   Limited capacity to address the increased incidence of damaging, uncontrolled fires.

The protected area financing gap: Namibia has made impressive strides over the last decade in terms of expanding its protected area estate, through the proclamation of three new national parks and the registration of at least 66 new community conservancies. New protected areas are expensive to establish and bring to functionality, and conservancies take time to become financially viable. This places increased demands on already-stretched resources – a situation exacerbated by the emergence of new management challenges (such as increased incidence of wildlife crime and damaging fires), the solutions to which tend to be resource-hungry.

Despite significant and increased investment in protected areas and the CBNRM programme by the Namibian Government – complemented by numerous externally-funded projects – a significant protected area financing gap remained. In-depth analysis undertaken through the SPAN project in 2011, identified the estimated financing gap for the protected area system to fall between US$1.1 million (under a minimum expenditure – or status quo – scenario), and US$14 million per annum (under an optimal expenditure scenario). The key risks to achieving financial sustainability for protected areas were identified as incremental loss of benefits accruing from biodiversity conservation and low re-investment into park management and infrastructure.

The root causes of this include:
- outdated, manual systems of fee collection at park entry points, and associated inefficiencies in revenue collection systems (including those related to human error)
- insufficient focus on market-based and incentive measures
- a narrow protected area funding base, and lack of alternative revenue generation mechanisms.

To address these problems, the project built on the strong foundations established by projects such as SPAN, to strengthen capacity and systems for financial planning and revenue collection and to identify alternative revenue generation mechanisms.

Enforcement capacity to address poaching: Due to commendable and innovative conservation efforts (such as the community conservancy programme), poaching has, historically, been kept at relatively low frequencies in Namibia, with populations of large mammals making a remarkable recovery in the past few decades – unlike the situation elsewhere in Africa. However, with the increased demand for rhino horn and elephant ivory in the East, the rapid escalation of syndicate-led poaching in neighbouring SADC countries has recently spilt over into Namibia. In 2014, rhino poaching escalated rapidly in Etosha National Park and surrounding communal lands to the north and west, and in 2016, elephant poaching spiked dramatically in the Kavango and Zambezi Regions (especially Bwabwata National Park). The Ministry of Environment and Tourism's capacity to deal with this onslaught has not been adequate, due to a combination of factors, including:

- Diminished capacity (personnel, equipment and operating costs) for detection and interception of poachers
- Weaknesses and inefficiencies across the law enforcement chain
- Limited capacity for surveillance, intelligence gathering and monitoring of wildlife crime
- Lack of awareness and inadequate engagement at highest political levels and with communities about the impacts of poaching and wildlife crime.

These were the issues that PASS set out to address.

Fire management: Fire is a natural part of savanna and grassland ecosystems in Namibia, and has been used by the MET as an effective tool for managing landscapes to optimise productivity and maintain patterns of diversity. However, the increased incidence of ill-timed and uncontrolled fires (caused by a combination of inappropriate burning practices and the effects of climate change) was starting to have negative impacts. This was demonstrated starkly in September and October 2011, when fire outbreaks in Etosha and Namib-Naukluft National Parks, and on surrounding private and communal land, destroyed close to 370,000

hectares of vegetation and killed 25 black rhinos, 5 white rhinos, 11 elephants, 60 giraffes, 30 kudu and 3 lions (estimated to be worth US$2.3 million).

These events revealed that:
- fire management infrastructure in Namibia's protected areas was inadequate
- most protected areas had no formalized fire management strategy in place
- reducing fire risk in protected areas requires a landscape approach in which capacity for integrated fire management and the adoption of standardized practices is built in both protected areas and the surrounding communal lands.

The PASS project set out to solve these problems by building systemic, institutional and individual capacities to overcome the management challenges faced by the MET and communal conservancies to address these threats and their root causes.

2.3. Immediate and development objectives and expected results

Namibia's protected areas serve as important reservoirs for biodiversity and environmental health, and for building ecological and socio-economic resilience – particularly in the face of climate change. Wildlife and natural landscapes are the primary drawcard for the large number of tourists who visit the country annually, driving the multi-million dollar tourism sector that provides many jobs and stimulates economic development. Natural resources and biodiversity also occupy an integral position in the lives of Namibia's largely rural population, supporting cultural value systems and providing the raw materials for meeting daily subsistence and livelihood needs.

The **high-level objective** of the PASS project is to ensure that the country's protected area system is strengthened and financed sustainably through improving current systems for revenue generation, introduction of innovative revenue generation mechanisms and cost-effective enforcement through application of the Enforcement Economics Model.

The project had three **objective-level outcomes**, which correlate with the three **components** under which the project was organized:
Component 1: Improving systems for revenue generation and implementing new and innovative revenue generation mechanisms.
Component 2: Cost-effective enforcement through testing and implementing principles of enforcement economics.
Component 3: Implementation of an Integrated Fire Management Strategy

The outcomes and outputs (results) under each component are presented in *Box 1.*

Box 1: PASS project components, outcomes and outputs
Component 1 (revenue generation):
Outcomes:
- Increased protected area financing opportunities for protected areas and communal conservancies
- Protected area financing gap reduced by 50%

Outputs:
1.1. Directorate of Financial Administration and Human Resources (DFAHR) strengthened to effectively address sustainable protected area financing
1.2. Implementation of automated revenue collection system in protected areas and reconciliation of fees at PA entrances and exits
1.3. Fee and licensing structure revised and diversified and license fee collection strengthened
1.4. Other revenue generation opportunities explored

Component 2 (cost-effective enforcement):
Outcome: Effective enforcement in protected areas and deterrence of biodiversity-related crimes in protected areas (136,796 km^2) and community conservancies (123,347 km^2)
*Outputs***:**
2.1. Strengthened enforcement chain
2.2. Wildlife crime monitoring systems improved
2.3. Patrolling/detection capacity built
2.4. Mechanisms put in place to reduce involvement in wildlife crime
2.5. Legal/policy system for effective enforcement strengthened

Component 3 (integrated fire management):
Outcome: Improved fire management, ultimately leading to reduced degradation of wildlife habitats
Outputs:
3.1. Integrated Fire Management Strategy finalizes and implemented
3.2. Standard Operating Procedures developed for national parks and game reserves

Note: The wording of some outcomes and outputs has been shortened in the interests of brevity

2.4. Baseline indicators established

The PASS project Prodoc includes a baseline analysis, which served mainly to identify the broad spread of baseline activities related to the project, (including the outputs of GEF investments channelled through UNDP and the World Bank, and other donor-supported interventions), and a simple set of baseline indicators for the revenue generation component of the project. The project's Strategic Results Framework, however, was submitted (and signed) without baseline data for most of the indicators. On 7 February, an external project appraisal committee (ePAC) convened to review the project document, and to make recommendations, which were later discussed, endorsed (or amended) and actioned at the Inception Workshop (June 16, 2014). In November, the entire PMU, accompanied by the UNDP and GEF focal persons, undertook a field mission to planned project intervention sites to complete the missing baseline information.

Baseline data for protected area financing was available from MET records and the specialist reports generated through the SPAN project. Unfortunately, the SRF did not include baseline scores for the Financial Sustainability Scorecard (FSC), or any other financing data, as baselines against which project achievements at objective or outcome level could be compared.

Baseline data for anti-poaching was more difficult to compile, as there is a considerable lag phase in the generation of national poaching statistics, and it was later discovered that the number of poached animals at project start had been underestimated.[5]

2.5. Main stakeholders

The Ministry of Environment and Tourism (MET) of the Republic of Namibia was the key stakeholder in this project, with the Directorate of Wildlife and National Parks (previously 'Parks and Regional Services') as the party responsible for leading project execution. The Ministry worked in close association with numerous other stakeholders in government, the private sector, NGOs and local communities, principal amongst these being the Ministry of Defence, the Namibian Police, the Office of the Prosecutor General, the Save-the-Rhino Trust, and selected conservancies in the Zambezi, Kavango and Kunene regions. (See section 3.2.2 of this Report).

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[5] Increased patrolling led to the discovery of many rhino and elephant carcasses which had previously not been factored into the available national poaching statistics. The PMU took the revised figures into account in their project reporting.

The list of stakeholders identified in the ProDoc under the *'Stakeholder Analysis'* was rather limited, including only government departments, and two international NGOs, with passing reference made to 'several NGOs and private sector investors,' without any specification. Surprising omissions from the analysis include important stakeholders that had been identified in the Project Implementation Form (PIF) – such as traditional authorities, conservancies, local communities, NACSO, tertiary research and education institutions and private investors – and others such as Namibia Wildlife Resorts, other local NGOs (such as Save-the-Rhino Trust), and private landowners (such as game lodges adjacent to national parks).

The *'Stakeholder Engagement Plan'* in the ProDoc included a much more comprehensive listing of stakeholders than appears in the stakeholder analysis – an unfortunate inconsistency. The stakeholder analysis should introduce all of the stakeholders that appear in the stakeholder engagement plan, which, in turn, should briefly describe the relative roles of each stakeholder.

2.6. Timelines for project preparation and implementation phases

The timelines for project preparation and implementation are presented in Table 4.

Table 4: Timelines for project preparation and implementation

Preparation	
GEF concept approval	29 November 2011
CEO approval of PIF	29 January 2012
Approval granted for PPG	26 January 2012
PPG IP Signature	2 April 2012
Implementation	
CEO Endorsement of ProDoc	25 October 2013
ePAC meeting	7 February 2014
ProDoc Signature	15 March 2015
Inception Workshop	16 June 2014
Appointment of Project Manager	July 2014
Appointment of Technical Advisor	August 2014
Appointment of Admin/Accounting Officer	October 2014
Appointment of field co-ordinators	November 2014
MTR Date	August - September 2016
Date of final MTR Report	19 October 2016
Expected TE Date	December 2017
Actual TE Date	Feb/March 2018
Expected date of operational closure	30 March 2018

Three years elapsed between the approval of the initial project concept by the GEF and initiation of the project. Delays of this type are often accompanied by inevitable changes in the operating environment. In the case of PASS, two significant changes occurred after CEO endorsement of the Prodoc: (i) poaching escalated exponentially; and (ii) Namibia's economy went into recession, leading to severe budget restrictions in all government departments – this constrained the operational effectiveness of protected area managers, and limited the resources MET had available for co-financing of the PASS project. These issues were addressed through skilful adaptive management by the Project Manager, and resourceful leverage of co-finance from other sources, including the private sector. The escalation in poaching meant that Component 2 of the project occupied a greater proportion of time, effort, and resources than was initially planned – at the time the project was designed, fire management presented a more immediate threat to the sustainability of protected areas than poaching did.

The timelines indicate that the project had a slightly delayed start, with the Project Inception Workshop held in June 2014, three months after the ProDoc was signed. The Project Manager was only appointed after this workshop (July), and the full complement of project staff was only in place in November 2014. This meant that the PMU was only up to full operational capacity four months after the Inception Workshop. The project staff did not benefit from a proper induction (which should have been done during the Inception Workshop), and the period available for implementation was effectively reduced to three years (2015 – 2017), given that the last few months of a project are usually dedicated to closure operations. The timing of the Midterm Evaluation took place more-or-less as planned, but the Terminal Evaluation was slightly delayed (for unknown reasons). The timing of the TE (in February/March 2018) was unfortunate, as it took place in the same month as operational closure, when the final audit was taking place. At this time, the Project Manager had many competing demands on his time, and most of the other staff had already left office.

PART 3: EVALUATION FINDINGS

3.1. PROJECT DESIGN/FORMULATION

The Project's Theory of Change

The GEF IEO (2017) Guidelines for conducting terminal evaluations require that the project's Theory of Change (ToC) should be described as part of the analysis of project design; where a project does not have an explicit ToC, the evaluator should develop one based on information provided during the evaluation.

The PASS project, like all other GEF-financed interventions, was designed through **logical framework analysis** (LFA). It did not include an explicit Theory of Change (ToC). Logical framework analysis is an objective-orientated approach to project planning in which a clear, systematic pathway is mapped for achieving a development objective. The analysis identifies a problem and then maps a pathway from inputs, through activities to results (outputs) and outcomes, which, in turn, contribute to the achievement of the project's overall development objective. It also identifies risks and assumptions, and specifies indicators and targets that will be used to evaluate the project's performance.

A **Theory of Change** is a hypothesis about how an intervention can lead to a desired future condition, by bringing about behavioural change[6]. In conservation, a ToC is premised on the concept that environmental threats are created by people's behaviour[7]. It starts by defining a desired future state (i.e. the intended impact) and where this should be achieved. It then identifies the threats or risks that present barriers to achieving the desired state and the people whose behaviour is causing the threats. It describes what needs to be done to change the behaviour, what the likely outcomes will be, and a series of assumptions of how the project will effect the desired change(s)[8]. Whereas a logical framework model is complex, detailed, and time-bound a ToC is usually high-level and lacks specifics.

In the context of GEF-financed project, a 'Theory of Change' is also taken to mean the *causal pathway* between outcomes and impact[9]. Applying the 'theory of change' approach to evaluating project impact requires: (i) identifying the project's intended impacts (or, the desired end state); (ii) verifying the project logic; and (iii) analysing the impact to outcomes pathway, including consideration of intermediate states.

Retrofitting a ToC to the PASS project presents something of a challenge, as the project is complex, and spans three widely divergent components, for each of which a different ToC could be formulated. That said, a possible Theory of Change for the project is presented in Figure 2.
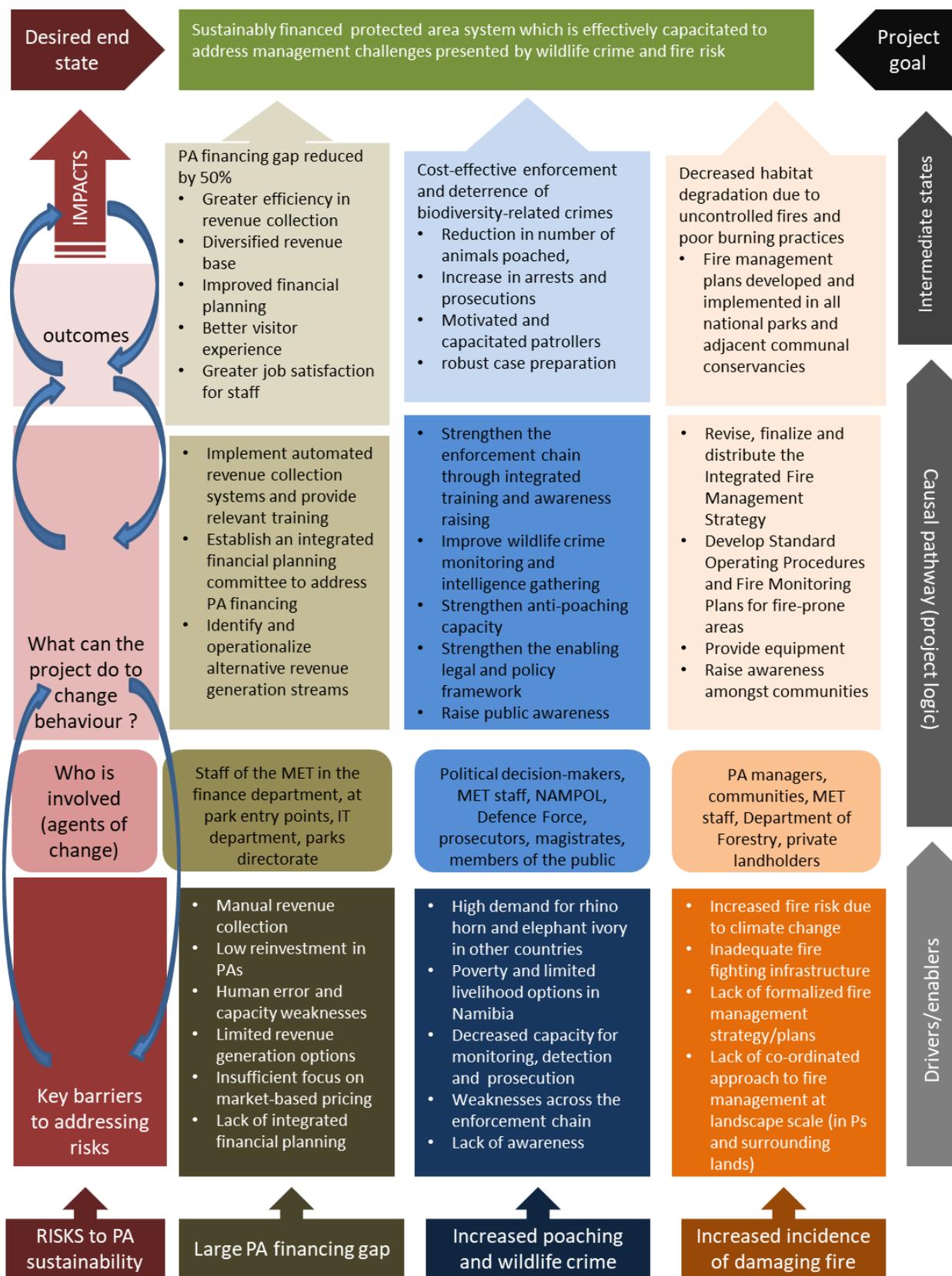
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[6] Morrison, T.A. 2016: in Biological Conservation 195: 9 - 16
[7] RARE, 2014: Theory of Change for Community Conservation Projects
[8] GEF IEO, 2015: Impact Evaluation of GEF Support to Protected Areas and Protected Area Systems.
[9] GEF, 2009: OPS4-Handbook on the Review on Outcomes to Impacts (RoTI)

Figure 2: A proposed Theory of Change for the PASS project

Desired end state	Sustainably financed protected area system which is effectively capacitated to address management challenges presented by wildlife crime and fire risk			**Project goal**

IMPACTS

outcomes

PA financing gap reduced by 50%	Cost-effective enforcement and deterrence of biodiversity-related crimes	Decreased habitat degradation due to uncontrolled fires and poor burning practices
• Greater efficiency in revenue collection • Diversified revenue base • Improved financial planning • Better visitor experience • Greater job satisfaction for staff	• Reduction in number of animals poached, • Increase in arrests and prosecutions • Motivated and capacitated patrollers • robust case preparation	• Fire management plans developed and implemented in all national parks and adjacent communal conservancies

Intermediate states

What can the project do to change behaviour ?

• Implement automated revenue collection systems and provide relevant training • Establish an integrated financial planning committee to address PA financing • Identify and operationalize alternative revenue generation streams	• Strengthen the enforcement chain through integrated training and awareness raising • Improve wildlife crime monitoring and intelligence gathering • Strengthen anti-poaching capacity • Strengthen the enabling legal and policy framework • Raise public awareness	• Revise, finalize and distribute the Integrated Fire Management Strategy • Develop Standard Operating Procedures and Fire Monitoring Plans for fire-prone areas • Provide equipment • Raise awareness amongst communities

Causal pathway (project logic)

Who is involved (agents of change)

Staff of the MET in the finance department, at park entry points, IT department, parks directorate	Political decision-makers, MET staff, NAMPOL, Defence Force, prosecutors, magistrates, members of the public	PA managers, communities, MET staff, Department of Forestry, private landholders

Key barriers to addressing risks

• Manual revenue collection • Low reinvestment in PAs • Human error and capacity weaknesses • Limited revenue generation options • Insufficient focus on market-based pricing • Lack of integrated financial planning	• High demand for rhino horn and elephant ivory in other countries • Poverty and limited livelihood options in Namibia • Decreased capacity for monitoring, detection and prosecution • Weaknesses across the enforcement chain • Lack of awareness	• Increased fire risk due to climate change • Inadequate fire fighting infrastructure • Lack of formalized fire management strategy/plans • Lack of co-ordinated approach to fire management at landscape scale (in Ps and surrounding lands)

Drivers/enablers

RISKS to PA sustainability	Large PA financing gap	Increased poaching and wildlife crime	Increased incidence of damaging fire

Note: the arrows denote feedback loops through which transformational change is achieved

3.1.1. Analysis of the Strategic Results Framework

Several aspects of the project design were weak, including:
- Some incoherence between the objective, objective-level outcomes, outputs and activities.
- Loosely-articulated (or rather 'wordy'), partially-overlapping and sometimes rather complex outputs (some of which had become inappropriate due to changes in the operating environment).
- A lack of outcome-level indicators in the SRF; objective- and output-level indicators that were either inappropriate or were not SMART (Specific, Measurable, Achievable/Attributable, Relevant and Time-bound), or that conflated multiple issues (without distinction between direct and indirect results and longer-term impacts of the intervention), and that could not distinguish the impacts of the project from those of other interventions that were beyond the projects sphere of influence.
- An extremely broad geographic spread with many protected areas in which to operate, resulting in a dilution of impacts that could be achieved at each site. Large distances also demanded extensive travel by project staff, which eroded budgets available for direct support at each of the intervention sites, and carried large transaction costs.
- Too short a period of time to put some of the outputs into practice (e.g. developing and operationalising an integrated financial planning committee in the MET; taking fire management SOPs through to implementation)
- Some targets were not practically achievable within the span of a four year project or were set without adequate consideration given to cost (e.g. roll-out of the computerized entry permit system – or CEPS – to at least 6 other parks, the cost of which had not been included in the project budget).

Objective, outcomes and components:
The project **objective** is clearly articulated, placing emphasis on strengthening the sustainability of the protected area system of Namibia, through improved revenue management and generation, and cost-effective enforcement. Although the objective was to apply the principles of Enforcement Economics, the ProDoc does not explicitly articulate what these principles are, nor did it link project outcomes, outputs and activities explicitly to these principles (though linkage can be made by inference). At objective level, three clear **outcomes** were identified in the narrative of the ProDoc, but these are not reflected in the SRF. It is also not clear why the outcome for PA financing specifies NEW PAs and conservancies, as the project objective was not to *expand* the PA estate, but rather to strengthen its sustainability – this should have been corrected at Project Inception or Midterm Review.

The project outcomes and outputs are organized under three clear **components**. Although the first two of these (to do with revenue generation and cost-effective enforcement) are logically and obviously linked to the project objective, the linkage with Component 3 (integrated fire management) is less obvious, though it can be inferred – the costs of dealing with damaging fires can erode the financial sustainability of protected areas.

Within each **component**, there is inconsistency in the *articulation of outcomes* between the narrative in the Prodoc and the SRF, as follows: under Component 1, two outcomes are described in the narrative, but only one is included in the SRF; and, no specific outcomes were described in the narrative for Components 2 and 3, yet outcomes are specified in the SRF – again, these issues should have been addressed during the Inception Workshop or at MTR.

Indicators and targets:
The indicator framework is of limited utility for results-based monitoring and evaluation, for reasons outlined below, and detailed in Table 5.

The ***objective-level indicators*** are weakly articulated, sometimes inappropriate (e.g. the number of parks in which the METT is adopted), are not SMART, and no objective-level indicators for assessing performance

related to cost-effective enforcement are provided (global Capacity Development Scorecard scores do not do this). No **outcome-level** or **impact indicators** are included in the SRF, which makes the evaluation of impact and performance difficult (especially since in UNDP-supported, GEF-financed projects, the main focus of attention is usually at outcome level[10]).

At **objective level**, it would have been better to use the indicators listed in the PIF, as follows:
- *Year-on-year increase (or sustained increasing trend) in protected area revenues collected[11], or government allocations made to protected areas, as measured by the Financial Sustainability Scorecard*
- *No net increase in poaching over ten year historical average (or other numeric indicators of the impact of strengthened enforcement capacity and effectiveness)*
- *Decrease in the incidence of severe/uncontrolled fire in targeted areas (or decrease in extent of land affected by severe/uncontrolled fires).*

Under each **component**, **outcome-level indicators** should have been included, not **output-level** indicators (the latter should rather be incorporated into annual workplans and be used as part of the annual project reporting cycle).

The SRF outlines three **outcomes**, one under each project component, as follows:
Outcome 1 (Component 1): An optimised and accountable revenue collection system with appropriate capacities in place and functioning
Outcome 2 (Component 2): PA sustainability enhanced through improved capacity for detection, monitoring and cost-effective enforcement
Outcome 3 (Component 3): PA sustainability enhanced through improved capacity for detection and monitoring (of fire).

Specific indicators for each of these should have been identified.

Many of the **output-level indicators** are worded either as activities or outputs and occasionally as outcomes; some are composites of multiple things; most are non-specific, and are not attributable, relevant, time-bound or measurable (SMART).

Table 5 provides an analysis of the full indicator framework, but two specific issues are elaborated below:

Use of METT scores, or adoption of the METT, as indicators: 'Strengthening of the METT as an assessment tool for PA management' is inappropriately used in the SRF as an objective-level indicator. The METT is a scorecard used to assess the management effectiveness of protected areas, using multiple criteria – and all protected area projects funded through the GEF are required to use it. The number of parks in which the METT is implemented is an outcome indicator in the GEF 5 Strategy under Strategic Objective 1, but this is not useful for measuring whether the PASS project objective has been achieved. It might have been appropriate to use METT scores as indicators at outcome level under the relevant project components, but with specific reference to scores relevant to the project (i.e. improved capacity for cost-effective law enforcement, improved fire management, and improved financial management) – changes in the total METT score would be influenced by multiple factors, many of them outside the sphere of influence of this specific project.

Measuring capacity for cost-effectiveness of enforcement: This is a complex issue, because it is multi-dimensional, and careful attention needs to be given to selecting appropriate indicators – much has been

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[10] UNDP. 2012: Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects.
[11] It should be noted, that an increase in revenues collected would not necessarily contribute to closing the PA financing gap, as in Namibia park entry fees are paid over to a central treasury fund, and do not necessarily feed back into management and operations of protected areas.

written about this in the literature on law enforcement in protected areas. The indicators used under Component 2 in the PASS SRF conflate multiple issues. As the Outcome under Component 1 was 'improved capacity for detection, monitoring and cost-effective enforcement', indicators were needed to measure changes in anti-poaching *capacity* (e.g. boots-on-the-ground; skills; equipment; enabling policy/legislation), *effort* (e.g. coverage and frequency of patrols), *effectiveness* (i.e. the results of anti-poaching efforts - decline in illegal activities or poaching pressure, increase in numbers of arrests leading to prosecution, decline in net number of animals lost), and *cost-effectiveness* (e.g. cost recovery, enforcement budgets, and returns on investment).

The way in which *effectiveness* is measured is important. A change in the absolute numbers of animals poached is not necessarily a direct reflection of changes in poaching pressure or the capacity of teams to arrest poachers. For example, fewer animals may be poached in one year relative to the next, BUT, this may not mean that poaching *pressure* is less or that effectiveness of the anti-poaching effort has improved – it may simply mean that there were fewer animals available to poach in that year, or in that place. Trends in the relative size of the live population of animals provides important context against which the numbers of animals poached must be assessed – for example, the number of elephants lost in 'Place A' may decline from 100 to 50 in two successive years. However, if in Year 1, 100 elephants were lost out of a population of 200, and in the second year 50 were lost from the remaining population of 100, then 50% of the population has still been lost, and the absolute decline creates a false impression of success.

Similarly, changes in the number of cases opened or number of arrests made could present a misleading picture if they are considered in isolation. For example, in Namibia, the number of arrests (for wildlife crimes) made between 2014 and 2016 increased, but so did the number of animals poached (due to a dramatic spike in the incidence of syndicate-driven poaching) – so, although the detection rate had increased, poaching activity and loss of animals also increased. If the percentage success rate (i.e. the percentage of cases opened that led to arrests) is examined, this shows an increase between 2014 and 2015, but a decrease between 2015 and 2016, when the number of cases opened spiked dramatically (again due to the overall increase in poaching). Ideally, the number of cases leading to prosecution (as a proportion of number of arrests made) should be used as an indicator of effectiveness – the only problem with this is that cases can take several years to be concluded and this might extend beyond the timeframe of a time-bound project.

Table 5: Analysis of the project indicators and targets
(Note: wording shortened in some cases to save space)

PROJECT OBJECTIVE: To strengthen and sustainably finance PAs through improved current systems for revenue generation; introduction of innovative revenue generation mechanisms; and cost-effective enforcement through application of the enforcement economics model.
Objective Indicator 1: Financial Sustainability Scorecard (FSC) reviewed and implemented **MT target**: Scorecard reviewed **EOP target:** Scorecard implemented
Analysis/comments: This is currently worded as an activity which is inappropriate as an indicator of objective-level performance. The wording is ambiguous, as are the targets: what does 'reviewed' mean? Likewise, the meaning of 'implemented' is vague (unless it means that the scorecard is adopted for tracking the sustainability of PA financing into the future – but then that would be an output). The FSC is a tracking tool, which includes many criteria against which progress can be tracked. The scorecard itself is not an indicator, but scores measured using the scorecard could be used as effective indicators. For example, a more reliable and appropriate indicator for financial sustainability would be year-on-year decrease in the PA financing gap, or a year-on-year increase in PA revenues, as measured by the FSC.
Objective indicator 2: Capacity Development Indicator score for PAs MT targets: Systemic 77%; Institutional 69%; Individual: 56% EOP targets: Systemic 80%; Institutional 74%; Individual 71%

Analysis/comments:
This is an appropriate indicator, but attention should be focused on elements of the score that relate directly to areas of project intervention - the overall scores reflect multiple dimensions, some of which may not be attributable to the project. There is no objective-level indicator in the SRF against which to measure changes in capacity for cost-effective enforcement, and global scores for systemic, institutional and individual capacity (using the generic Capacity Development Scorecard) may not give an accurate reflection of this.
Objective Indicator 3: Fire Management Strategy (FMS) Developed and Implemented through SOPS at PA level   MT target: FMS finalized; at least 2 SOPs developed for PAs   EOP target: FMS implemented; At least 6 SOPS developed for 6 PAS
Analysis/comments: This is not an indicator, but an activity with an output, and is not appropriate at objective level (it is more suited to outcome-level achievement). An indicator of successful implementation of the Strategy (or an improvement in capacity for fire management), would be a change in the incidence of damaging, runaway fires, or extent of land burnt by damaging, uncontrolled fires. (The PIF included a good indicator for this – see narrative above).
Objective indicator 4: METT to be strengthened as an assessment tool for PA management   MT target: At least 4 PAs apply the METT annually   EOP target: All PAs in the project target group apply the METT consistently annually
Analysis/comments: This is not an indicator, but an activity leading to an output. It also is not logically linked to any of the three components under which the project outputs are organized (i.e. increased management effectiveness is not a stated objective or outcome of the project, though improved financial planning and revenue management, and cost-effective enforcement are components of PA management effectiveness). The targets also do not relate directly to the objective. The wording of the indicator is ambiguous: what does 'strengthened' mean? How would one measure 'strengthened'? METT **scores** could be used as indicators, but then only the scores relating to components specific to the objective should be used. (The project objective was not to strengthen PA management in general, but to strengthen financial sustainability and capacity for law enforcement and fire management).
Component 1: Revenue collection
Output 1.1: An Optimised and accountable revenue collection system   **Indicator: Foundation for the establishment of the PA financing unit in place**   MT target: Baseline assessment for sustainable PA financing conducted   EOP target: Comprehensive ToR for PAFPU developed, proposed structure in place, with clear functions
Analysis/comments: This is an output, not an indicator. The wording is also vague – what is a 'foundation' and how would this be measured? A more appropriate indicator would be 'evidence for institutional mechanism/structure for PA financing', or 'evidence for strategic/policy framework for sustainable PA financing'. The mid-term target could be 'concept developed and approved by Cabinet', and the EOP target could be 'TORs agreed, mechanisms operational'
Output 1.2: Implementation of automated revenue collection system   **Indicator: Computerised and automated PA permit issuance and revenue collection system implemented in all national parks**   MT target: System implemented in Etosha and at least 2 other PAs   EOP target: System fully implemented in Etosha and at least 6 other PAs
Analysis/comment: This indicator is worded as an output; the targets, whilst specific and measurable, are unrealistic within the timeframe
Output 1.3:Fee and licensing structure revised and diversified and fee collection strengthened   **Indicator: Existing fee and licensing system revised**   MT target: Existing fee and licensing systems revised   EOP target: New fee and licensing system in place and implemented
Analysis/comment: This indicator is worded as an activity, and its wording is vague – what does 'revised' mean? How will this be measured? The output also includes two dimensions (revision of the system, and improved fee collection), so two indicators would be necessary. More appropriate indicators could be 'Changes to the fee and licensing system' and 'increase in fees collected'

Output 1.4: Other financing opportunities explored
Indicator: Other PA financing mechanisms explored
MT target: Baseline assessment
EOP target: Approved recommendations

Analysis/comments:
This is an activity, not a SMART indicator. Instead, use: 'number of alternative income generation schemes identified and activated'

Component 2: Cost Effective enforcement through testing and implementing the principles of enforcement economics

Output 2.1.: Improved capacity for detection, monitoring and cost effective enforcement
Indicator: Harmonized enforcement chain, information sharing and intelligence gathering among LE agencies
MT targets: Enforcement chain established, tangible and quick information sharing mechanisms in place; stakeholder consultation to establish stakeholder consultation forums
EOP targets: Functional and continuously reinforced intelligence gathering network; ToR developed and regional co-ordination forums established and functional

Analysis/comments:
The indicator is an outcome, and the targets are long, composite wish-lists of ideal states; they are worded ambiguously and are difficult to measure.

Output 2.2: Overall wildlife crime –related monitoring systems improved
Indicator 1: Number of poached animals per species reduced
MT target: reduction of annual poaching numbers
EOP target: reduction of annual poaching numbers significantly (*sic*)

Output indicator 2: Number of wildlife products confiscated
MT target: Reduction in illegal possession of wildlife products
EOP target: Significant reduction in illegal possession of wildlife products

Analysis/comments:
These indicators are specific and measurable, though they would be more appropriate at outcome level (i.e. the ultimate outcome of improved monitoring systems would be that fewer animals are killed and illegal possession of wildlife products decreases). An indicator of improved monitoring capacity might be an increase in number of poachers intercepted, or numbers of people carrying illegal wildlife products; indicators relating to appropriate monitoring equipment might also be appropriate at output level). The targets for the given indicator are unhelpful, as they are vague and need to be quantified - what does 'significant' mean? How could this be measured? There are also multiple issues to consider when using a change in absolute numbers of animals poached as an indicator of enforcement success (see discussion in narrative).

Output 2.3: Staff have increased capacity to take effective enforcement actions (shortened wording)
Indicator: Number of people trained in advanced techniques and improved prosecution
MT target: 2 key law enforcement training (opportunities) provided; 50% of identified essential equipment provided
EOP target: 5 key LE training (*sic*)provided; 100% of identified essential equipment provided

Analysis/comment:
The indicator is appropriately worded and is specific and measurable, although it relates to only one aspect of the rather complex output (wording above is shortened for convenience). Capacity development itself has several components – the existence of training facilities, provision of training, the provision of equipment and the establishment of learning networks. At output level, different indicators for these might have been appropriate. The targets for the given indicator are specific and measurable.

Output 2.4: Appropriate mechanisms and incentives are in place to reduce complicity in wildlife crime, encourage reporting (shortened)
Indicator: Mechanisms and incentives in place to encourage public to report crimes
MT target: existing mechanism strengthened and new ones developed
EOP target: mechanisms and incentives being implemented

Analysis/comment:
This output should have been modified, as the project did not directly address the issue of incentives, as this was being

done by a parallel project. Nonetheless, the targets should have been re-framed to be more specific – for example, related to the number of anti-poaching awareness billboards, or community awareness engagements.
Output 2.5: Improved legal system and effective prosecution and penalties for wildlife crimes in place (shortened) **Indicator: Development of Parks and Wildlife Management Bill supported** MT target: strengthening of legal framework supported via review workshops and other public consultations EOP target: legal framework processes supported, and especially the enactment of the parks and Wildlife Management Bill supported via workshops and consultations
Analysis/comment: The indicator is worded as an output, and the targets are activities. The indicator also makes no provision for the development of other legislation or policies that would strengthen the enabling legal/policy framework for cost-effective enforcement (e.g. the development and adoption of the Integrated National Law Enforcement Strategy). As a target, enactment of the parks and Wildlife Management Bill was beyond the scope and sphere of influence of this project, although the project did facilitate the consultation process linked to this process.
Component 3: Integrated Fire Management
Output 3.1: Standard Operating Procedures for all national parks and game reserves based on the Fire Management Strategy developed **Indicator 1: Fire Management Strategy developed approved and implemented** MT target: FMS developed, reviewed and approved EOP target: FMS developed and implemented **Indicator 2: SOPS developed and implemented in all PAs within the project target areas** MT target: At least 2 fire SOPs developed EOP: At least 6 SOPs developed and implemented
Analysis/comments: Under this component there is significant confusion between outputs and indicators. Both of the indicators are worded as outputs, and they would be more correctly framed as such. Although the targets for indictor 2 are specific and measurable, they were unrealistic, as implementation of the SOPs requires the establishment of a specific staffing structure in each PA, and this would still need to be approved, resourced and operationalized before the SOPs can come into effect – this was beyond the scope of the project. The MT target for indicator 1 (as framed) is adequate, but the target for indicator 2 (i.e. implementation of the FMS) is complex and difficult to measure. The Integrated Fire Management Strategy is a detailed document, involving multiple activities, and is premised on the existence of a particular staffing structure - the latter is not yet in place. It might have been more useful to identify a couple of key indicators to measure if the enabling conditions for implementation of the FMS had been put in place. (Distributing a Strategy document does not equate to its implementation and does necessarily translate into improved fire management capacity).

3.1.2. *Risks and Assumptions*

An analysis of the risks and their mitigation measures is presented in Table 6. The risks identified in the ProDoc are mostly relevant, but there are significant weaknesses in the risk management strategy which limited its utility, as follows:

- Some risks are poorly articulated (e.g. "Collaboration with stakeholders" is not a risk; this should be re-worded as "weak or ineffective collaboration between stakeholders").
- Some of the risk ratings were underestimated – as often happens given the time that elapses between design and implementation phases. For example, 'high competition for resources' and 'inadequate resources' were both rated as 'Medium', but, their status should have been elevated to 'High' at project inception or Midterm.
- Many of the risk management measures are over-simplistic or non-specific, and included measures which were outside of the sphere of influence of the project, or were not achievable within the project timeframe (See detailed analysis in Table 6 for explanations). This renders them impotent.
- Risks are listed in a random sequence, which detracts from the coherence of the risk management strategy.

To accommodate these weaknesses, the risk ratings and mitigation measures should have been reviewed at Project Inception, throughout the project (as part of the updating of a 'Risks Log') or at Midterm, but, this was not done.

Risk mitigation measures, in all cases, should be specific actions that are within the sphere of influence of the project – or its executing agency and partners – within the timeframe of the project and using available/known resources and capacity. The risk management strategy should also specify who is responsible for enacting the risk management measures. Risks should be arranged according to logical categories (e.g. political/legislative; financial; institutional; operational; environmental, and so on) that relate to the project outputs and activities.

One of the risks that could not have been fully anticipated during project design was the onset of economic recession and the cascading impacts this had on the MET's operational effectiveness. Similarly, poaching escalated dramatically in 2014 (rhinos), and again in 2016 (elephants), due to factors beyond the control of the project. Technical capacity for management of PAs in Namibia is good, but the number of rangers available for anti-poaching work is declining due to the fact that positions vacated through retirement or resignations cannot be filled (due to budgetary constraints). Although Cabinet approval has been granted for establishing a dedicated and specialized para-military Anti-Poaching Unit within the MET, with dedicated teams at each national park, this cannot be operationalized yet due to lack of resources – it is for this reason that NAMPOL and the NDF have been deployed in protected areas to bolster anti-poaching efforts. Budget cuts have also had serious implications for other aspects of the operational effectiveness of the MET in managing national parks, and the PASS project played an important role in providing financial and technical support to enable the MET and partners to overcome these barriers.

Table 6: Analysis of risks and mitigation measures
Note: wording of risks and risk mitigation measures is taken directly from the ProDoc

RISK	RATING	RISK MITIGATION MEASURE	TE Analysis/Comment
High competition for revenue from other sectors and even within environment sector	Medium	Stakeholder and policy level lobbying are an integral part of this project design.	The rating should have been changed to High, once the economy went into recession It is not clear how lobbying would avert this risk, unless it is combined with a proactive drive to secure resources through other, non-government channels.
Rhino poaching may spiral out of control, spilling over faster than anticipated, as well as the elephant poaching in the Northeast BMM Complex resulting in a reduction of budget allocations to PA management and a refocussing of all resources to anti-poaching activities	High	The project will prevent this by allocating resources specifically to improving the capacity of law enforcement agencies in dealing with wildlife crime. Furthermore, the relationship between law enforcement agencies will be enhanced. Other sustainable financing mechanisms for PA and conservancies will be identified and strengthened.	Rhino and elephant poaching did spiral out of control, but it is not clear why reallocation of funds to anti-poaching presents a risk to the project achieving its objectives. In reality, MET had limited resources to allocate to ALL functions, given the severe budget cuts associated with the economic climate. Although the first two components of the risk mitigation measures are appropriate (and were, indeed, implemented to good effect), the third measure could not have effect during the lifespan of the project, as it takes a long time to mobilize funds through the newly-identified alternative mechanisms.
Enforcement continues to be ineffective	High	Criminals involved in wildlife crime are constantly changing methods to outwit law enforcement agents. However, the more effective the law enforcement becomes, the more	The risk would have been better-articulated as "Enforcement beçomes ineffective". Only the last statement in the 'measures' column is relevant as a mitigation measure (though it is also over-simplistic, as the establishment of the unit(s) was well beyond the scope of the project budget or

RISK	RATING	RISK MITIGATION MEASURE	TE Analysis/Comment
		sophisticated criminals are likely to become. Establish a well-resourced law enforcement and crime units	the sphere of control of the Project).
The Parks and Wildlife Management Bill not being enacted.	Low	MET Senior Management has endorsed the Bill and it is currently with the State Attorneys for review and comments. Regulations for the bill are under development.	The description under the 'measures' column is not a risk mitigation strategy, but a description of events. As it turns out, the risk rating was incorrect as the Bill still has not been enacted.
Decline in tourism in the country	Low	Namibia is seeking to increase regional and national tourism and diversifying the market by focusing on new opportunities in East Asia and Latin America. The country is preparing to host the 2013 Adventure World Travel Summit, which could bring in as much as US$18.3 million for the hosts and ensure positive impacts on tourism in the long run.	Mitigation measure should have been updated. It should be re-worded as a specific action, or set of actions that are achievable within the timeframe of the project.
Collaboration with key stakeholders	Low	A stakeholder's collaboration meeting will be carried out on an annual basis and coordinated through the Project.	Risk needs to be re-worded. An annual meeting may not lead to effective collaboration.
Medical evacuation for staff especially during biodiversity related crime responses (law enforcement).	Medium	Staff within the APU be trained on basic medical emergency courses or for the APU to have a dedicated medical officer within the APU.	The risk needs to be re-worded. This is probably not a significant threat to the project achieving its objective
Human wildlife conflicts especially outside the Parks jurisdiction	High	Managed and monitored according to the existing mechanisms and the Human-Wildlife Conflict Management (HWCM) Policy. Further it was noted that there could be a potential increase in poaching if wildlife life goes outside the Parks, however it was noted scenario such as this occurs.	The risk needs to be re-worded: e.g. An increase in human-wildlife conflict, especially outside of Park jurisdiction areas, leading to increased wildlife crime. The risk mitigation measure needs to be re-articulated as a specific and attributable action. The latter part of the measure, as worded, is somewhat confused.
Environmental risk that relates to climate change variability depending on the situation whether drought/flood	High	Flood and drought mitigation measures will be applied as per the NDRM policy	The risk should be more carefully worded.
Uncontrolled fire outbreaks	High	Effective fire management techniques will be applied as per the integrated fire management strategy and the overall effective implementation of Fire Management Strategy	Over-simplistic. The Fire Management Strategy is a detailed and complex strategy requiring multiple actions by many different role-players. Its implementation is also dependent on a set of preconditions (e.g. a specific staffing structure, equipment and other resources), which are not yet in place. It would be more appropriate to have the mitigation measure as: ensure provision of equipment, resources and personnel to implement

RISK	RATING	RISK MITIGATION MEASURE	TE Analysis/Comment
			the Fire Management Strategy.
Inadequate and competent manpower	Medium	Recruitment of required manpower; Provide training and capacity building to staff and community game guards and resource monitors prosecutors and magistrates	The first measure is over-simplistic, as it assumes adequate resources being available; it is also outside of the sphere of influence of the project.
Inadequate resources in particular financial and infrastructure	Medium	Proper planning and budgetary provision	Risk rating should have been adjusted to 'High' at Project Inception or Mid-term

The mitigation measure is generalized and over-simplistic. What is 'proper' planning, and by whom should this be undertaken? And what if the resources available are simply inadequate? The Project also cannot dictate to Treasury or the MET how it should do its budgeting |
| Ineffective implementation | Low | Recruitment of required manpower; Enhanced stakeholder collaboration; Effective implementation and monitoring and evaluation of planned programmes and/ activities. | Mitigation measure too generalized. |
| Competition for the national budget | Medium | Enhance proper planning and budgetary provision | Rating should have been adjusted to high.

The mitigation measure, as worded, is vague (what is 'proper' planning?) and implies availability of adequate funds |
| Decline in tourists | Low | Increase regional and national tourism (diversify market) | Redundant – a possible decline in tourism is included elsewhere in the risk strategy |
| Increase in wildlife crime | High | Enhanced collaboration between Government agencies, NGO's and Civil society (stakeholder); Establish a law enforcement and crime unit | The mitigation measure should include the specific action through which enhancement of collaboration will be achieved.

The establishment of the law enforcement and crime unit is a complex and lengthy process and requires availability of adequate resources. |
| Increase in fraud and theft | Medium | Establish a financial planning unit | Over-simplistic. A financial planning unit would not necessarily eliminate fraud and theft. |

3.1.3. Lessons from previous projects and linkages with other interventions

The project investment has incremental value over an impressive baseline of other investments in protected area strengthening, including those made by the MET through allocation of government resources to park operations, and numerous externally-supported interventions. The PASS project strategically built on previous GEF-financed projects, including SPAN, NAMPLACE, and NACOMA (supported by UNDP), and the World Bank-supported ICEMA project, as follows:

- The specialist reports and action plan on sustainable PA financing developed through SPAN were used as the basis for updating the Integrated Sustainable Financing Plan for PAs. Similarly, the automated revenue collection system for park entry points developed through SPAN, was implemented and refined through PASS.
- PASS built on lessons learnt through the NAMPLACE, NACOMA and ICEMA projects to put in place appropriate measures to strengthen the sustainability of community conservancies, especially through capacity building for integrated fire management, law enforcement and business planning.

There was good complementarity between PASS and other donor-supported activities in the region. The GEF investment in PASS helped fill gaps that are not filled by other interventions such as the NAMParks series of projects (funded through the German Development Bank – KFW), the MCA Tourism Project, WWF Save-the-Rhino Programme, various projects funded through GIZ, Save-the-Rhino-Trust, WWF (Namibia and Germany), and other initiatives to strengthen management effectiveness in protected areas and to bolster capacity for dealing with wildlife crime.

3.1.4. Planned stakeholder participation
The '*Stakeholder Engagement Plan'* in the ProDoc includes a more diverse and comprehensive set of stakeholders than those identified in the '*Stakeholder Analysis'*. In the *Plan*, the stakeholders are listed by output under each project component, but without explanation of relative roles. The identity of some of the stakeholders is also unclear, as they are referred to only by acronyms, and not all of these are included in the '*Acronym List'* in the front of the ProDoc. The ProDoc states that a detailed stakeholder engagement plan should be developed at Project Inception. The minutes of the Inception Workshop note the omission of critical stakeholders from the *Analysis* in the ProDoc, and state that a revised stakeholder engagement plan should be developed, and updated regularly, but no stakeholder engagement plan is included in the workshop proceedings.

3.1.5. Replication approach
The Prodoc does not provide any description of the intended replication approach, other than to say that the project has been designed such that pilots can be scaled-up after project closure.

3.1.6. Management and Governance arrangements

The project was implemented under the National Implementation Modality (NIM). The executing agency was the Namibian Ministry of Environment and Tourism, with the Directorate of Wildlife and National Parks carrying responsibility for day-to-day implementation. The management and governance arrangements for the project included the following structures/portfolios:
  (i)   **Project Board** (comprising the National Project Co-ordinator, the MET Permanent Secretary – or other executive member, and a representative of UNDP)
  (ii)   **Project Steering Committee** (Chaired by MET, and inclusive of key stakeholders)
  (iii) **National Project Director** (MET Director of Wildlife and National Parks)
  (iv)   **Project Management Unit** (housed in the MET, and comprising a Project Manager, Technical Advisor, Admin/Accounting Officer – based in Windhoek – and two Field Coordinators who were located at field stations).

High-level project oversight was performed by the GEF Operational Focal Point (to ensure that the project implementation complied with GEF requirements) and the GEF Implementing Agency – the UNDP Country Office (to provide technical backstopping, general oversight of implementation, and quality assurance), with support from the UNDP Regional Support Centre (Addis Ababa), the Project Board and Project Steering Committee.

Originally, provision was made for the PMU to include two Technical Experts – one specialized in PA Finance and the other in Law Enforcement – but, at the Inception Workshop, a decision was taken to appoint a single Technical Advisor instead. The Field Coordinators were stationed at Otjovosandu (Etosha/Kunene Region) and Mahango (Kavango Region), where they were well-placed to engage with their respective stakeholders and co-ordinate day to day implementation.

3.1.7. UNDPs Comparative Advantage

UNDP has a well-established track record in supporting GEF-financed protected area, community conservation and related projects in Namibia, as well as elsewhere in Africa. It is also the GEF Implementing Agency for the Sustainable Land Management Country Pilot Partnership in Namibia. Past and ongoing GEF-financed conservation initiatives implemented through the UNDP Namibia Country Office include the:

- Strengthening Protected Areas Network Project (SPAN)
- Namibia Protected Landscape Areas Conservation Initiative (NAMPLACE)
- Namibian Coastal Conservation and Management Project (NACOMA)
- Sustainable Management of Namibia's Forested Lands Project (NAFOLA).

UNDP also implements the USAID Human-Wildlife Conflict Management Project.

UNDP Namibia's Energy & Environment Unit maintains a strong network of relevant institutional partnerships and is in a good position to ensure inter-project learning, both within Namibia, and with similar initiatives in neighbouring countries and globally. The UNDP country office actively mainstreams environmental priorities in development activities in order to ensure their sustainability, through policy dialogues and by creating awareness at all levels of society. The capacity of the Unit has grown over the last few years and it is well-positioned to provide the necessary technical backstopping, general project oversight and quality assurance.

3.2. PROJECT IMPLEMENTATION

3.2.1. Adaptive Management

The environmental and development objectives of the project remained unchanged throughout the lifespan of the project. However, changes in the external conditions under which the project operated, meant that adaptive management was necessary.

The Strategic Results Framework required amendment, as it had been submitted – and endorsed – without baseline data for most of the indicators. An ePAC meeting was convened 7 February 2014 to make recommendations on how to address these shortcomings and other issues. The recommendations of the ePAC were taken forward to and actioned at the Inception Workshop (held on 16 June 2014), and a set of recommendations was developed for implementation by the Project Management Unit. Amendments were made to the SRF over time, though these were only signed off in 2017.

Adaptive management was used skilfully and effectively, throughout the project to address emergent issues. Key among these were:

- Under Component 1, the project set out to implement the **automated revenue collection system** in Etosha National Park, and then to roll it out in at least six other national parks. A full costing of the roll-out had not been carried out during the project development process and, therefore, no provision for this had been made in the PASS budget. Furthermore, it had not been anticipated that dedicated technical capacity would be necessary to support the implementation process (to provide system maintenance and training of staff – many of whom have relatively low levels of technical competency). The MET's IT department has only four staff members, all of whom are based in Windhoek, and implementation of the automated system required hands-on, daily management by an IT expert. Rather than bring in a short-term consultant, the PASS project quickly identified that it would be strategic to

allocate funds for the MET to appoint an IT Technician at Etosha National Park, to provide the necessary technical backstopping required to implement the automated revenue collection system, and provide ongoing support to refine the system and ensure its smooth operation into the future. It also commissioned a feasibility study and costing for roll-out in all other national parks, so that MET can budget accordingly, and roll-out the system in a phased manner as funds are secured.

- Also under Component 1, the SRF includes as an output, the establishment of a dedicated **Protected Area Financial Planning Unit** within the MET's Directorate of Financial Management and Human Resources. Although this had been identified as an appropriate intervention during the project design phase, sentiment and thinking around this issue had shifted by the time the project came online. It would also be outside the sphere of influence of the PASS project to effect structural change to a government department. Financial planning for protected areas cuts across multiple departments and ministries, and preference was shown for establishing an integrated financial planning committee, the approved concept and Terms of Reference for which were developed with facilitation of the PASS project.

- Component 2 of the project was premised entirely on the assumption that the MET would be establishing dedicated **Anti-Poaching Units** (APUs) based at each national park. Although the establishment of the APUs has been approved by Cabinet, funds were not available to staff the envisaged Units during the lifespan of the PASS project, although a Director has been selected and funds are expected to be released later this year to start appointing staff. To bolster anti-poaching efforts, the MET set up a partnership with NAMPOL , and the National Defence Force, to deploy staff to national parks. The PASS project then had to grapple with making investments that enabled these anti-poaching teams to carry out their work with increased effectiveness, whilst ensuring that the longer-term capacity of the MET, and other partners in the enforcement chain, was built – a balancing act that was achieved with a high level of success.

- Between project design and initiation, **other projects** had come online in the country to address some of the same problems as PASS (e.g. a GIZ-funded project was already supporting the revision of the fee and licensing system; and an initiative to address the issue of incentives had been developed and was being implemented by NAMPOL, with support from Namibian Breweries)

  In all such cases, adaptive management was used to ensure efficient and effective use of resources and to avoid unnecessary duplication of effort, without compromising project delivery. The PASS project cleverly identified areas where it could add strength to or complement other initiatives, such as:
    o Providing support to the GIZ-funded initiative to develop a registry of privately-owned wildlife, and an associated database
    o Complementing the existing initiative to implement an incentive scheme to discourage involvement of community members in poaching, by developing and implementing a public awareness-raising campaign and strengthening or revitalizing dormant community management forums
    o Partnering with Save-the-Rhino Trust in the Kunene Region to strengthen their anti-poaching operations, thus maximising impact of an existing and well-established operation, rather than setting up something new.

3.2.2. Partnership arrangements and mobilization of stakeholders

One of the standout achievements of the PASS project was that it brought relevant stakeholders together to co-operate, share knowledge and experiences and work together to address the challenges faced by protected area and conservancy managers in the targeted areas of Namibia. The project worked closely with

relevant stakeholders and gave effect to their vision. The project team operated with a high level of transparency and accountability, which helped build stakeholder confidence and trust in the project. This was achieved at multiple levels from day-to-day operations, through to high-level engagements to strengthen the enabling policy framework. The project communicated effectively through direct one-on-one consultations, reporting, attending community forums and MET meetings, as well as through more formal channels, including workshops, training sessions and other special events (such as the World Wildlife Day Celebrations convened in 2017).

Partnerships of different types were developed, as follows:

Strong implementation partnerships, that show good potential to be sustainable, were developed with: Save-the-Rhino Trust (for anti-poaching activities in Kunene region); Community Conservancies and Community Management Forums (for enforcement and fire management); Office of the Prosecutor General, the Legal Assistance Centre (LAC), the Ministries of Justice, Safety and Security, Defence and the Namibian Police (for training and networking across the law enforcement chain); and Namibia Wildlife Resorts (to provide catering services at the Waterberg Training Centre). The Project Manager and MET staff attended a learning exchange in South Africa to gain knowledge on anti-poaching strategies and strengthen partnerships with South African counterparts, and the project will host a regional anti-poaching workshop before project closure – these engagements serve to expand and strengthen the network of partnerships the MET can draw on in addressing the challenges presented by wildlife crime.

Important donor partnerships were also established with (particularly Yahoo Japan), and local private sector role-players (who attended the Wildlife Day Celebrations in 2017). These partnerships should be actively maintained and nurtured by MET, with support of UNDP, into the future.

The project set out to develop a strong partnership with tertiary education and research institutions. Although technical experts from the Namibia University of Science and Technology (NUST) were engaged to develop the Standard Operating Procedures for fire management, the project was unable to set up a lasting partnership with either the University of Namibia (UNAM) or the NUST to provide ongoing technical and research support. The envisaged Young Professionals Internship Programme, through which the project aimed to recruit interns from the NUST Faculty of Natural Resources and Spatial Sciences, did not materialize – this was well beyond the scope of the project, given everything else it had to deliver.

3.2.3. Communication

On a day-to-day basis, the project set up open and active communications channels with direct stakeholders (i.e. those involved in implementation activities), to ensure adequate consultation, develop and adapt workplans, deal with emergent issues and provide updates on progress.

Key elements of the project's broader communications activities included:

  i) A **national anti-poaching public awareness campaign** (Output 2.3): Six permanent billboards were erected at strategic points along national roads, to raise awareness among Namibians and tourists of the need to stop poaching and the importance of reporting wildlife crime. The project also conducted a rapid survey to assess the impact of the billboards.
  ii) **Special launch events** to mark the inauguration of installations developed through the project, (such as the Waterberg Law Enforcement Training Centre, the Yahoo Japan Anti-Poaching Command Centre in Etosha, and the public awareness-raising billboards) and other **awareness-raising events** (such as the World Wildlife Day Celebrations in 2017). Participation at these events included senior government officials, UNDP, MET staff, donors, NGO partners, local community representatives and other members of the public, and members of the media.

iii) **Preparation of special activity reports** (e.g. on launch events, workshops, training sessions), which were uploaded to the **METs webpage**, along with other project information.
iv) Liaison with the **National Broadcasting Corporation and local media** to promote awareness, through radio and press articles and news items.
v) A **dedicated Facebook page** for posting news snippets about the project.
vi) Making technical inputs – in partnership with UNDP – to the development of a **promotional video, brochure and press release, for the KAZA TFCA (Kavango-Zambezi Transfrontier Conservation Area) Tourism Route** (see Section 3.3.5 on *Mainstreaming* for more information). The video can be viewed at: https://www.youtube.com/watch?v=N6IkujXiA44

The project was less effective at capturing lessons learnt and communicating these in formal formats and a lessons learnt log was not maintained throughout the project (though lessons were reflected in PIRs). That said, it should be noted that the project did not have dedicated communications capacity, and it is rare for project staff appointed in other capacities (e.g. the project manager or administrative officer) to have either the relevant skills sets or time to compile and disseminate lessons learnt reports or other project publications. This was an area where the UNDP or MET communications officers could have provided more support to the project team, or budget should have been set aside to contract the services of a suitable professional, on a needs basis.

3.2.4. Project Finance

Financial resources were used efficiently, in conformity with approved budgets, for approved purposes, and in compliance with UNDP rules, regulations and policies, and incremental cost criteria. The project costs were kept within reasonable limits and within budgeted levels. A summary of the project finances is presented in Table 7, with a breakdown of planned and actual co-finance presented in Table 8.

Table7: Project Finance (Summary)

Source	At CEO Endorsement	At project completion
GEF grant	4,000,000	4,000,000
Co-finance	14,500,00	14,543,076
Totals	18,500,000	18,543,076

Table 8: Breakdown of co-financing data

Name of co-financer	Type of organization	Type of co-finance	At project start (planned)			At project end (actual)		
			In-kind	Cash US$	Total	In-kind	Cash US$	Total
MET	National government	equity participation	14,000,000	-	14,000,000	14,000,000	-	14,000,000
UNDP	Multilateral	grant and equity participation	360,000	140,000	500,000	360,000	140,000	500,000
Yahoo Japan	Private sector	grant					43,076	43,076
Totals			14,360,000	140,000	14,500,00	14,360,000	183,076	14,543,076
			Grand total:14,500,000			Grand total: US$ 14,543,076		

The project exercised due diligence in management of funds, as reflected in the unqualified annual audit reports. The project maintained an accurate assets register and expenditure was supported by properly-approved vouchers and other supporting documents. The project did not present a breakdown of project expenses according to project components and outputs (as presented in the project budget), although detailed records of output-level expenditure were maintained in the annual workplans. Detailed ledgers and balance sheets were presented for inspection, and the auditors were always fully satisfied that expenditure was in compliance with budget provisions. Procurement was carried out responsibly and efficiently, in accordance with the project procurement plan and in keeping with best practices.

Committed co-finance at project start was all in-kind, from the MET, and UNDP (cash and in-kind). Tracking of actual co-finance, however, lacked adequate detail to verify the in-kind co-financing. With support of UNDP, the project was successful in leveraging unplanned co-finance through a partnership with Yahoo Japan – these funds were used to strengthen project Component 2, through the construction of a state-of-the-art anti-poaching command centre in Etosha National Park. This was well-integrated with the overall project.

The project also partnered with the MET, with support of UNDP, to leverage commitments totalling nearly N$1 million to support ongoing wildlife protection efforts in Namibia (***See Annex 6***) – this is a noteworthy achievement and both the MET and UNDP should follow-up to ensure that these commitments are realized.

3.2.5. Monitoring and Evaluation

The Project's Monitoring and Evaluation system included the standard reports and evaluations (see Table 9), and oversight by a Project Board and Project Steering Committee.

Table 9: The project M&E plan at project start

M& E Component	Responsible parties	Timeframe
Inception workshop and Inception report	Project Manager, UNDP CO (with support from UNDP RSC)	Within first two months of project start-up
Measurement of means of verification for objective indictors	Oversight by project manager, project team	Start, mid-term and end
Measurement of means of verification for progress and performance	Oversight by Project Manager, M&E Officer, Project Team	Annually
Annual Progress Reports/Project Implementation Reports (PIRs)	Project Team, UNDP CO, UNDP RSC	Annual
Quarterly Progress Reports	Project Team	Quarterly
Maintenance of Issues, Risks and Lessons logs	Project Manager, UNDP-CO	Quarterly
Combined Delivery Reports	Project Manager	Quarterly
MTR	Project Team, UNDP CO, UNDP RSC, Consultant(s)	Project mid-term
Terminal Evaluation	Project Team, UNDP CO, UNDP RSC, Consultant(s)	Within 6 months of project end
Terminal Project Report	Project Team, UNDP CO, Local consultant	One month before project end
Lessons learnt	Project Manager, UNDP CO	Annual
Financial Audit	Project Manager, UNDP CO, Consultants	Annual
Oversight visits (field)	UNDP CO, UNDP RTC, PMU, Government representatives	Annual

The ***quality of the M&E system at project inception*** is rated as <u>*Moderately Unsatisfactory (MU),*</u> largely due to weaknesses in the indicator and targets framework and the risk mitigation strategy.

Indicator and targets framework: The SRF was only marginally useful as an M&E tool. This is because:
- the baseline assessment was weak (with the initial ProDoc including no data for baselines and targets – though this was partially addressed later); this made it difficult to measure the means of verification for objective indicators, progress and performance.
- some of the outputs were overlapping and others were inappropriate, which made reporting against expected results difficult.
- many of the indicators were inappropriate or were not SMART (see full analysis in Table 5 of this Report), and so were difficult to measure, or of limited utility as indicators of project achievement.
- several of the indicators are influenced by many other activities that are outside the sphere of influence of the project – for example, overall METT scores reflect performance over a range of activities, many of which were outside the sphere of influence of the project). Similarly, the global numbers of poached animals may reflect many influences other than those brought to bear by the project.
- No outcome-level or impact indicators were identified.

The M&E plan also did specify use of the relevant Tracking Tools including the METT and Financial Sustainability Scorecard (a requirement for all GEF-financed protected area projects), and the Capacity Development Scorecard (which is particularly relevant to this capacity-building project) – it is recommended that this be done in future projects. The M&E Plan should also include PSC meetings and Minutes, as these are an important element of the overall monitoring and evaluation process.

The ***quality of the M& E system during implementation*** is rated as <u>*Satisfactory (S)*</u>, although there were a number of shortcomings related to reporting, mainly in the early stages of the project.

Implementation of the M&E Plan was also constrained by several factors, critical amongst which was that the project staff were not in office at the time of the Inception workshop. This meant that they did not benefit from a proper induction process to familiarize them with the project's SRF or results-based monitoring. The project also would have benefitted from more proactive and consistent backstopping from the UNDP CO and RSC with regard to M&E, UNDP-GEF reporting formats, financial reporting (especially tracking of co-finance), specific supervisory field missions, capturing lessons learnt, maintaining the 'Risks and Issues Log', general knowledge-sharing, and organization of the TE mission.

Inception Workshop: The Inception Workshop took place later than planned, in June 2014. It was well-attended by a spread of relevant stakeholders, and a comprehensive report was compiled afterward. Although some recommendations for change to the SRF were made, these were not enacted at the time, and the project team had to deal with these during project implementation. The Inception Workshop also did not develop a detailed stakeholder engagement plan, or identify impact-level indicators, possibly as the project staff had not yet been appointed.

Project Reporting: The project exercised due diligence with respect to annual reporting requirements, although initially, reporting was activity-focussed rather than results-based. The quality of results-based reporting in the PIRs – including candid self-reflection – improved from year to year, with the 2017 PIR standing as an example of good practice.

Combined Delivery Reports (CDRs) were prepared annually. No quarterly reports were presented for inspection during the TE, and nor was an issues/risks/lessons log evident – although, issues and risks were noted in some of the PIRs (especially the later ones). The maintenance of an issues/risks/lessons log was the combined responsibility of the project team and the relevant UNDP CO staff.

Detailed **concept notes and reports** were prepared on specific project activities, such as training workshops, inauguration events, the development of the Waterberg Training Centre and the Skerpioen Bult Anti-Poaching Command Centre, and these were a rich source of information for the TE.

Tracking Tools: The project made use of the relevant tracking tools (METT, FSC and CDSC), though the team would have benefitted from more support from the UNDP CO in use of these tools, especially in the early stages of the project. The METTs were completed in consultation with Ministry staff. The most recent METT provides detailed information to explain the scores in terms of project performance and other factors. The scores of the Financial Sustainability and Capacity Development Scorecards were not meaningfully integrated into progress reports, explained or used (in any obvious way) to direct project activities.

Project Steering Committee Meetings: The PSC met nine times during the lifespan of the project. Meetings were professionally organized and run, excellent minutes were kept, and follow-up actions were diligently monitored. The PSC, however, had fourteen members, which made it difficult to achieve a quorum – not due to lack of interest from members, but simply due to the difficulty of scheduling meetings at times that everyone could attend. This was a matter of some frustration for both the project team and the PSC members alike.

Annual audits: The project was audited annually by a reputable firm of auditors, and received a clean audit report each year.

Mid-term Review: The MTR was carried out more-or-less as scheduled. Whilst the MTR Report includes some relevant observations and recommendations, it is a rather superficial document, and did not provide much detailed guidance to the project team to re-calibrate the project to maximise end-of-project delivery. The opportunity to adjust the indicator framework and some of the project outputs (due to emergent issues, as discussed elsewhere in this Report), was missed during the MTR. Nonetheless, the project team prepared a detailed Management Response and implementation was adjusted to take the MTR recommendations on board.

Oversight visits: Oversight visits were carried out at irregular intervals, and usually in conjunction with special events (such as the inauguration of newly-constructed facilities).

Considering all of these factors, the **overall quality of the project's M&E system** is rated as *Moderately Satisfactory (MS).*

3.2.6. Quality of Implementation and Execution

The *quality of implementation by the UNDP* is rated as *Moderately Satisfactory (MS).*

As the GEF's implementing agency, UNDP is responsible for quality assurance and technical backstopping through all stages of project identification, development and implementation. Based on the evidence reviewed for this evaluation and information collected through interviews, it appears that the UNDP CO in Namibia did not satisfactorily fulfill its roles in the early stages of the project.

That said, it must be noted that the staff composition in the UNDP CO (and the UNDP Regional Service Centre in Addis Ababa, where the Regional Technical Advisor, or RTA, is based) changed significantly over the lifespan of the project, and the level of support provided improved dramatically in the last 18 months. The UNDP Resident Representative carried out field visits to project implementation sites, UNDP staff attended special meetings and inauguration events, and provided critical support in securing co-finance from Yahoo Japan for the construction of the anti-poaching command centre at Etosha National Park, and the Regional Technical Advisor carried out at least one supportive in-country supervisory mission. UNDP also hosted a

donor dialogue, which helped position the project advantageously to leverage future commitments of funding for ongoing work.

Quality of Execution by the MET, is rated as _Highly Satisfactory_. Despite budgetary constraints, the MET showed strong commitment to and ownership of the project throughout its lifespan. Senior Ministry staff (Permanent Secretary, the Environment Commissioner and GEF Operation Focal Point, and relevant Directors) gave the project high priority, promoted its interests at management level, participated in relevant events and provided strategic guidance to the Project Management Unit when needed. The MET also provided office space for the PMU.

3.3. PROJECT RESULTS

3.3.1. Overall results: achievement of objectives and outcomes

The assessment of project results included the full scope of the results-based management chain. Evaluation ratings for the criteria of relevance, effectiveness, efficiency, sustainability and impact are provided, using the rating scales described in Table 3 of this Report. Table 10 presents the progress towards achievement of the objective, outcomes and outputs – the indicators and end-of-project targets in the table are presented as formulated in the project's strategic results framework (noting that many of these are of limited utility).

Annex 9 (appended as a separate file) includes a selection of photographs illustrating some of the project's achievements.

3.3.2. Effectiveness

The effectiveness rating reflects the extent to which the project has delivered on intended objectives, outcomes and outputs. The effectiveness of the PASS project is rated as _Highly Satisfactory_**.**

 It has made a significant contribution to its **goal** of strengthening the capacity of the protected area system to address new management challenges, under all three project components. The direct project outputs and short-to-medium term outcomes make a substantial contribution to achieving the project **objective**, which is to strengthen and sustainably finance the protected area system, through improved revenue collection, diversified revenue generation streams and cost-effective enforcement. The project was seen to deliver tangible benefits and improvements that made a real difference on the ground to capacity to address the challenges faced by protected area and conservancy managers. The achievement of longer-term impacts, including global environmental benefits and replication effects, is more difficult to assess at this stage, but progress towards longer term impacts is satisfactory, and measures have been put in place to promote sustainability (see Sections 3.3.7. and 3.3.8.).

3.3.3. Efficiency

The efficiency rating reflects how inputs, costs and implementation time were translated into results, or, how environmental and development outcomes and project outputs were delivered with the lowest possible cost. The efficiency of the PASS project is rated as _Highly Satisfactory_.

The project outputs were delivered in line with international and national norms and best practices, with maximal return on a relatively small investment. Expenditure conformed with approved budgets, and was carried out in compliance with all relevant protocols and incremental cost criteria.

The project made innovative and efficient use of physical resources, such as using recycled materials where possible, enhancing existing infrastructure rather than building entirely new structures, and seeking to use innovative (and appropriate) construction methods that reduced costs and had a lower environmental footprint – such as the construction method used at the Waterberg training complex. These innovations brought with them significant cost savings. For example, the construction of the Waterberg Training Centre

was completed on a budget of about N$3 million – a fraction of the cost that would have been incurred using standard building methods. Through active consultation, the project also ensured complementarity with other initiatives to avoid duplication of effort and to maximize cost-effectiveness.

Wherever possible the project made use of local capacity. Efficiency was achieved through:
- Use of local consultants and companies where possible (e.g. for development of fire plans; construction of the Waterberg Training Centre)
- Use of the same consultant to deliver related reports (e.g. Under Outputs 1.1, 1.3. and 1.4.)
- Use of MET labour to perform installations/deliver services where appropriate
- Hiring of unemployed youth from local communities (accessed through community forums and programmes) for short-term construction projects (e.g. construction of pit latrines).

The Waterberg Plateau Law Enforcement Training Centre:

Top: Lecture hall (Photo: M.Cadman); Bottom left: Auerial view of accommodation units (photo: supplied by the PASS project); Bottom right: The Honourable Minister of Environment and Tourism, Mr Pohamba Shifeta, unveiling the plaque at the inauguration of the centre (Photo: MET archives).

Table 10: Summary of project results	
Component 1: Systems for revenue collection improved and new mechanisms for sustainable protected area financing identified	
Outcomes: • Optimised and accountable revenue collection system in place and functioning • PA funding gap reduced by 50% through implementation of innovative/revised mechanisms of revenue generation	
Planned outputs, baselines and EOP targets	Achieved
Output 1.1: MET's Directorate of Financial Administration and Human Resources strengthened to effectively address sustainable financing of PAs Baseline: No dedicated financing unit in place EOP Target: Comprehensive ToR for a dedicated PAFPU developed, with proposed structure and clear functions	PASS provided support to a process to set up an Inter-Department Financial Planning Committee within the Ministry; the concept has been approved, ToRS developed, and now need to be actioned by MET. This is considered to represent successful delivery under this output. *Explanatory note: The concept of setting up a dedicated PAFPU emerged from the SPAN project. Bringing about a structural change within a government department would require a long time trajectory and Cabinet approval, and falls outside the scope and sphere of influence of an externally-funded project. PASS therefore provided support to the establishment of an integrated financial planning committee (*which was the preferred financial planning structure identified by the Ministry, *as matters affecting PA financing cut across multiple departments). This was more in line with Ministry goals.*
Output 1.2: Automated revenue collection system piloted and then rolled out at other PAs Baseline: Automated system designed and implementation initiated EOP Target: System fully implemented at ENP and rolled out at 6 other PAs	The CEPS system – which had been designed under the auspices of SPAN, with initial implementation supported by MCA) was tested and refined (with support from PASS) at all entry points to ENP. A post for a dedicated IT technician was created in the MET (supported through PASS) to provide for on-site technical support and maintenance, and to assist with training staff. The system still requires some small-scale fine-tuning, but is operational and effective. A feasibility study for roll-out of the system to other parks was carried out by PASS, but the cost was prohibitive – in excess of the full project budget. (Roll-out to be supported through the NAMParks 4 and 5 projects, and with support from KFW)
Output 1.3: Fee and licensing structure revised and diversified and fee collection strengthened Baseline: Unrevised EOP target: Revised and implemented	PASS facilitated a consultation process through which MET has developed a revised fee and licensing system which is currently going though Cabinet approval. (The revised fee/licensing structure formed part of the sustainable financing study discussed below. This built on an existing project - which had come online since the PASS ProDoc was designed, and was funded through other avenues, to revise the fee and licensing system; it made sense for PASS to strengthen the existing initiative, rather than support parallel process)
Output 1.4: New or alternative sustainable financing mechanisms	• Working in partnership with the MET, PASS commissioned the development of **an updated sustainable financing implementation plan** for Namibia's PAs. The study included a baseline assessment (building on the foundation created

identified Baseline: National parks fully reliant on limited government funding, with some support from the Game Products Trust Fund, and on external (donor) support EOP Target: Approved recommendations to pursue alternative financing mechanisms to augment government funding, or increased government funding	through SPAN), recommendations for revision of the fees and licensing structure (see above), identification of new revenue generation mechanisms and a practical implementation plan which details current status, potential, recommended actions, roles and responsibilities and time frames (short, medium and long term priorities). The approved product (*Implementation Framework for Financing Strategies for Sustainable Protected Areas in Namibia*) builds on earlier work commissioned through the SPAN project, and other initiatives supported through other avenues • PASS convened a donor workshop, where private sector commitments of nearly N$1 million were secured to build on gains made through the project and related initiatives (see table on leveraged co-finance)

Component 2: Cost-effective enforcement
Outcome: PA sustainability enhanced through improved capacity for detection, monitoring and cost-effective enforcement

Planned outputs, baselines and EOP targets	Achieved Outputs
Output 2.1: Overall wildlife crime monitoring systems are improved, with effective co-ordination across the enforcement chain Baseline: Weak co-ordination across the enforcement chain EOP targets: • Improved communication across the enforcement chain • Stakeholder consultation and co-ordination forums established • Registration system for privately-owned wildlife in place	PASS contributed significantly to strengthened co-ordination through a number of outputs, including: • Development or revitalization of existing regional and community park and neighbour management forums, and provision of logistical support to other relevant forums (such as the Elephant Tusk Forum), to facilitate communication, coordination, joint needs assessments and problem solving, related to: poaching, fire management, human-wildlife conflict • Support for the national consultation process, and development of ToRs for the consultant who is working with MET on refinement of the registry for private owners (under the auspices of the Wildlife Management Bill) • Hosting a national response workshop on Wildlife Crime in Southern Africa (2015 – proceedings available) – with a regional workshop scheduled to take place before project closure (following on a recommendation of the MTR) • Facilitation and support of integrated and comprehensive training for investigators and prosecutors on issues pertaining to poaching/wildlife crime (with training provided by the ex-Deputy Prosecutor General of Namibia at three centres within the project domain) • Facilitating the development by MET and partners of policies/strategies that promote a co-ordinated approach to enforcement (see Output 2.5)
Output 2.3: Capacity for enforcement improved through training and other capacity improvements for patrollers,	Enforcement capacity (communications, intelligence, detection and monitoring systems) strengthened in 8 national parks (with benefits for 26 community conservancy areas) through: a) Operationalization/establishment of anti-poaching flycamps, through: • provision of specialised communications and detection equipment: satellite phones, two-way radios (and supporting

rangers, community members and other partners involved in enforcement Baseline: Low levels of training, lack of adequate equipment EOP targets: LE training provided (at least 5 interventions) Equipment requirements met	equipment), metal detectors, amphibious vehicles • Installation (or upgrading) of boreholes and water tanks, and provision of water trailers and water-storage facilities at anti-poaching camps (some upgraded, others established anew) • Construction of fencing, camping shelters, ablution facilities (toilets) and upgrading of buildings/facilities at anti-poaching camps/outposts • Provision of camping equipment (tents and other gear) and camp maintenance equipment (spades, rakes etc) b) establishment of state-of-the art model anti-poaching HQ/operational Command Centre at Skerpioen Bult in Etosha National Park (co-funded by Yahoo Japan) c) Construction of the state-of-the-art Wildlife Protection Training Centre at Waterberg Plateau National Park d) Provision of training to patrollers, wardens and other relevant personnel through a national workshop, a training course hosted at the Training Centre, and through training at different locations across the domain of the project Note: not all outputs apply to all intervention sites
Output 2.4: Appropriate mechanisms and incentives are in place to reduce involvement in wildlife crime Baseline: Incentive schemes in place, but need strengthening EOP targets: Strengthened mechanisms	PASS opted strategically to focus on awareness-raising to augment existing incentive and other mechanisms to discourage involvement in poaching and to encourage reporting of wildlife crimes. The awareness-raising campaign included: • Erection of 6 large, permanent awareness-raising billboards along main roads at strategically-selected locations (backed up by a rapid survey to assess impact of the boards) • Engagement with and strengthening of Parks and Neighbours Management Forums to promote awareness and encourage reporting (including working through cultural groups and schools)
Output 2.5: Improved legal system and effective prosecution and penalties in place Baselines: Draft Wildlife Management Bill in Place; no integrated strategy for enforcement EOP target: Enactment of Bill supported	PASS supported the strengthening of the legal and policy framework for effective enforcement by: • Supporting the national consultation process led by MET in all 14 regions of Namibia related to the Wildlife Management Bill (*Note: driving the enactment process was beyond the scope and sphere of influence of the project*) • Facilitating development of an integrated Law Enforcement Strategy by MET and partners • Strengthening regional forums relevant to law enforcement
Component 3: Integrated Fire Management	
Outcome: PA sustainability enhanced through improved capacity for detection and cost-effective management of fire	
Planned Outputs, baselines and	Achieved

EOP targets	
Output 3.1: Finalization and implementation of the Integrated Fire Management Strategy for PAs Baseline: Draft Fire Management Strategy developed EOP target: Fire Management Strategy reviewed, refined and approved	Draft Strategy reviewed, finalized, approved, printed and distributed to 7 National Parks
Output: 3.2. Standard Operating Procedures developed for National Parks, based on the Integrated Fire Management Strategy Baseline: No SOPs being implemented (draft available for Khaudum) EOP target: SOPs developed for 6 national parks	• SOPS and Fire Monitoring Plans developed for 2 national parks - Khaudum and Etosha (fire hotspots) • Capacity for implementation strengthened through servicing and provision of fire-fighting equipment and materials (Etosha National Park, and Khaudum-North community conservancies)

Anti-poaching equipment provided by the project: Left: Amphibious vehicle, Bwabwata National Park (Photo: M. Cadman); Right: Satellite phone (Photo: MET archives)

3.3.4. Relevance

The project is rated as highly relevant (R) to the main objectives of the GEF 5 Biodiversity Focal Area, UNDP priorities and global goals, and national environmental and development priorities in Namibia.

Relevance to GEF strategic focal area: The project is directly aligned with Objective 1 of the GEF 5 Biodiversity Focal Area Strategy, which is to improve the sustainability of protected area systems through:

(i)   Improved management effectiveness of existing protected areas (in the case of PASS, achieved through enhanced capacity for fire management; and improved capacity for dealing with wildlife crime).

(ii)   Closing the PA funding gap (in the case of PASS, by strengthening revenue collection systems, identifying alternative revenue generating mechanisms and developing a financial sustainability plan for protected areas).

Relevance to UNDP priorities and strategic goals: There is a clear relationship between the objectives, outputs and outcomes of PASS and the strategic directions of: the **UN Partnership Assistance Framework (UNPAF)** for Namibia, specifically under the Institutional Environment Pillar, **Outcome 12.** The project contributed significantly to strengthening standards, guidelines and skills for management of PA revenues, anti-poaching and fire management, within the MET and partner institutions (e.g. NAMPOL, NDF), and in surrounding community conservancies/community forests.

PASS is also directly relevant to the **UNDP Country Programme Action Plan, Programme 3**, which relates to energy and environment for sustainable development (including building resilience), as it contributes directly to the objective of assisting the country to better manage environmental risks, by building enhanced technical and institutional capacity to implement the Environmental Management Act (and, ultimately, the Parks and Wildlife Management Bill, once it is enacted), and by reducing risks and threats to the security of the national system of protected areas and community conservancies.

The project contributes to delivery of five **Sustainable Development Goals** (SDGs 1, 13, 15, 16 and 17 – see Annex 7), and four **Aichi Biodiversity Targets** (1, 11, 12 and 20 – see Annex 7), and all three priority areas identified under Signature Programme 2 of the **UNDP Ecosystems and Biodiversity Strategy 2012 – 2020** (See Annex 7).

Relevance to national environment and development priorities in Namibia: By strengthening protected area management, enhancing PA financial sustainability and bolstering the protection of charismatic wildlife species (rhinos and elephants), the PASS project makes a direct contribution to the ambitions of Namibia's National Development Plan v.5 (NDP 5), which seeks to position the country as the most competitive tourism destination in Sub-Saharan Africa. This is entirely dependent on having a well-managed, strategically located network of protected landscapes (owned by the state, communities and private operators), and secure wildlife and other natural resources that support the tourism sector and local livelihoods.

The project is aligned with the strategic directions of key government policies, including: the Environmental Management Act (2007); Controlled Wildlife Products and Trade Act (2008); Game Products Trust Fund Act (1997); Parks and Wildlife Management Bill (2012); National Policy on Community Based Natural Resource Management (2013); National Policy on Human-Wildlife Conflict Management; Policy for Conservation of Biotic Diversity and Habitat Protection (1994); Policy on Tourism and Wildlife Concessions on State Land (2007); and, the National Biodiversity Strategy and Action Plan (V.2)

3.3.5. Mainstreaming

The PASS project is a key element of **UNDP country programming** in Namibia and is well aligned with priorities set out in the UN Development Assistance Framework (UNDAF), the Country Programme

Document (CPD) and the Country Programme Action Plan (CPAP) – see section 3.3.4., above, on 'Relevance.' It also contributes directly to **global programmes of action** including the *UN 2030 Agenda on Sustainable Development* (see Annex 7 for alignment with the SDGs), the *CBD Strategic Plan for Biodiversity 2011-2020* (See Annex 7 for alignment with the Aichi Biodiversity Targets), as well as other global programs such as the *GEF Global Wildlife Programme[12]*.

The project did not have a specific outcome or outputs linked to mainstreaming, but it undertook several activities that served to integrate the economic importance of sustainable protected areas into the plans and priorities of numerous government Ministries (whose core functions have little to do with conservation), and economic sectors involving and a wide range of private sector and civil society role-players.

In particular, the project mainstreamed the importance of well-secured and financially sustainable protected areas into economic development and the promotion of employment opportunities through its support to the development and launching of the **KAZA TFCA (Kavango-Zambezi Transfrontier Conservation Area) Tourism Route**, and an associated promotional video[13]. The KAZA TFCA[14] links some of the premier nature-based tourism destinations in southern Africa (such as the Okavango Delta and the Victoria Falls). The Namibian component, which includes Khaudum National Park and the Bwabwata-Mamili-Mudumu (BMM) Complex, provides a critical link in the migration routes of keystone species such as elephants (of which the TFCA hosts the largest contiguous population in Africa), and offers multiple opportunities for cross-border tourism, which is a rich source of employment and livelihood opportunities for local communities and businesses. Although PASS did not have a component or outputs linked to the promotion of tourism, with the support of UNDP the project identified a strategic opportunity to mainstream its objectives into the development of this tourism route, to underscore the value of protecting Namibia's wildlife in its target protected areas.

The project addressed the connection between **environmental protection and disaster management** largely through Components 2 and 3. By increasing capacity for cost-effective enforcement and integrated fire management, the project bolstered disaster management capacity. Rampant poaching and runaway fires present a disaster for both protected area managers and communities, as they erode the natural assets on which people depend, and present a real threat to personal safety and infrastructure.

The project completed the GEF **Social and Environmental Screening Procedure** in order to identify potential social and environmental impacts of the project, and identify appropriate mitigation measures. It also completed a gender assessment in order to ensure gender sensitivity insofar as this was possible.

3.3.6. Country Ownership

The Government of Namibia places high importance on the protection of its unique biological diversity and landscapes as a key asset for economic development and creation of sustainable rural livelihoods. The objectives and outcomes of the PASS project were well aligned with key policies and legislation in both the environmental and development sectors. Relevant country representatives were involved in developing the project concept and in subsequent project development activities, and numerous line ministries and other stakeholder institutions were represented on the Project Steering Committee.

The project's **Executing Agency**, or Implementing Partner (IP) – the Ministry of Environment and Tourism – shows a high level of commitment to and ownership of the project, across the full hierarchy of the institution. There was, however, scope for broader involvement of MET staff in project design (especially including more people at the operational level, with a comprehensive field mission as part of the development process). During implementation the project was fully embedded into the functions and

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[12] https://www.thegef.org/sites/default/files/publications/GWP_BrochureENG_Mar2017_Web.pdf
[13] Video can be viewed at: https://www.youtube.com/watch?v=N6IkujXiA44
[14] https://www.kavangozambezi.org/index.php/en/

operations of the MET, staff were consulted regularly and engaged directly in activity-planning and implementation. Although the MET currently operates under tight budget restrictions, it has maintained financial commitment to the project and has secured additional sources of funding to sustain and scale-up activities catalysed through the project (see section 3.3.7.).

3.3.7. Sustainability

Overall, the sustainability of the project is rated as ***Likely*** to ***Moderately Likely,*** with moderate risks presented mainly by financial sustainability.

Financial resources: Financial sustainability is rated as *Moderately Likely*. Despite strong commitment from MET, financial sustainability is a concern, as budget allocations to government departments are expected to remain constrained, and this affects the ministry's operational capacity and effectiveness. Despite this, resources have been secured to sustain many of the gains made through the project as follows:

- Resources from the NAMParks project s (funded through KFM) will be used to refine the automated park revenue system at Etosha and to roll it out on a park-by park basis, using visitor numbers to prioritise the sequence in which parks are included in the roll-out programme.
- Funds secured through the American Embassy (and other sources) by the MET will be used to further equip and maintain the Enforcement Training Centre at Waterberg Plateau National Park, facilitate ongoing training, and establish a tracker-dog unit .
- A number of donors, private sector partners and other entities have committed funds to support ongoing strengthening of anti-poaching activities (See Annex 6). The PASS project played an important role in securing many of these commitments.
- The Legal Assistance Centre (LAC) has committed resources to retain the part-time services of Advocate Danie Small, to provide ongoing training to investigators, prosecutors and magistrates, to lobby for stiffer fines and penalties, and generally strengthen co-ordination across the wildlife crime law enforcement chain.
- Strengthening of cross-border co-operation to improve transboundary communication and address the drivers of poaching will be supported with funding from USAID.

If these external sources of funds are **not** realized, the financial sustainability of the project could be rated as moderately *unlikely*.

Institutional sustainability: This is rated as ***Likely***. The project is systemically well-integrated in the MET, and an appropriate enabling legal and policy framework is in place to facilitate sustainability of project outcomes. The National Project Coordinator is also the Director of Regional Services and Parks Management in the MET, which provides for strong institutional continuity. Implementation of many project activities was carried out directly by MET staff, which means that they are fully integrated into the operational plans of the Ministry. The project has developed a Sustainability Plan, detailing priority actions, staffing and resource requirements, to aid MET as they sustain and scale-up the activities catalysed through the project. Enactment of the Parks and Wildlife Bill, would strengthen the enabling policy and legislative framework for long term sustainability, and UNDP is willing to provide support to this process if needed.

Stakeholders were unanimous in the view that the work of the PASS project should be continued, and hoped the project would either be extended, or followed by a second phase – PASS 2.

Social: Social sustainability is rated as ***Likely*** (i.e. there are negligible to moderate risks). The greatest social risk to sustainability stems from the demand for rhino horn and ivory, and local poverty, as it is this combination that drives the poaching cycle. The demand for wildlife products comes largely from foreign countries. Namibians in general are proud of their natural heritage and understand the value of protecting it. Through the exemplary efforts of the CBNRM programme, complemented by the work of projects such as

PASS – and others, wildlife is viewed increasingly as a vital asset underpinning local livelihoods and the all-important tourism industry. Poaching, and uncontrolled or unwise burning practices, are both understood to place this natural capital at risk and there is anecdotal evidence that people are becoming more willing to report wildlife crime. The communities interviewed also demonstrated a good understanding of the value of managing fire according to the recommended strategy.

Environmental: Environmental risks to sustainability of the project are relatively low, presented by two key issues:(i) The capacity of animal populations to recover quickly enough from the impacts of poaching – indications in the Kunene region are that the rhino population is breeding successfully and that the likelihood of recovery is high, if poaching can be maintained at reduced levels; and, (ii) Increased fire risk due to the impacts of climate change. This risk is mitigated by the adoption of improved fire management strategies, operating procedures and fire monitoring plans.

3.3.8. Impact

A project has impacts at multiple levels in space and time, and involves progression through a number of intermediate states before the desired end state is attained. In projects designed according to a classical logic model, this pathway is reflected in the progression from activities, through outputs to outcomes, which contribute to achievement of the overall development objective. In a Theory of Change model, progress to impact can be assessed by analysis of the causal pathway along which threats to the environment are addressed by affecting changes in behaviour (or outcomes) among target populations to reach a desired end point. Either way, the evaluation of project impact involves an assessment of the contribution a project has made to environmental stress reduction, or improvements in ecological status. This involves consideration of: (i) the mechanisms at work; (ii) the extent to which changes are taking place; and (iii) the likely permanence of the impacts.[15]

In the case of the PASS project, there is clear evidence presented in the PIRs and tracking tools to show that the project has contributed to a significant reduction in **environmental stress**, and that progress towards achieving **PA financial sustainability** has been made. The project reported significant **direct impacts**, including:

- The activity of better-equipped anti-poaching teams has led to increased arrests and prosecutions, and an overall decrease in the numbers of animals poached during the lifespan of the project, though these changes might not be due to the impact of the project alone. That said, stakeholders were unanimous in the view that the observed changes would not have been possible without PASS. Strengthened capacity to carry out anti-poaching patrols, and operationalization of anti-poaching camps is also thought to have served as an important deterrent, leading to a decrease in the incidence of poaching.
- Revenue collection – along with other financial management efficiencies – has been improved due to the introduction of the automated revenue system, though it is not clear yet if this will contribute to a significant reduction in the protected area finance gap, as only a small proportion of fees collected at Park entry gates are retained by the parks. At project mid-term, levels of government funding to protected areas had increased beyond the targets set, but a setback was suffered in 2017 due to the onset of the economic recession – updated figures were not available at the time of the terminal evaluation. The identification of new revenue generation mechanisms provides the opportunity for diversifying and growing park revenues, and already some protected areas are working through established parks and neighbours forums to develop and implement *Friends of Parks* schemes (one of the alternative mechanisms identified in the sustainable financing strategy developed through the PASS project). It will take some time, however, for alternative revenue-generation mechanisms to come into effect, and contribute enough resources to make a significant

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[15] UNDP,2012. Guidance for Conducting Terminal Evaluations of UNDP-Supported Projects.

difference. Relevant policies and mechanisms also need to be in place system-wide, to enable implementation of these alternative revenue-generation mechanisms and to ensure that benefits accrue to protected areas.

- A decrease in the incidence of severe environmental degradation resulting from the outbreak of uncontrolled/damaging fires has been reported as a result of strengthened fire-fighting capacity.

As is often the case at project closure, it is not possible to judge whether these impacts are part of a sustained trend, or if they will lead to **long-term change** or **global benefits**. However, the project has clearly put in place measures that should lead to lasting improvements, including:

Lasting capacity building measures: The establishment of the Waterberg Training Centre will enable ongoing capacity strengthening, not only for anti-poaching, but many other aspects of human-wildlife conflict management and other aspects of protected area management. The MET has made provision to appoint a dedicated centre manager (at the level of Warden) to ensure ongoing management and maintenance of the Centre. A tracker-dog unit will be installed (with funds already secured) and other types of training facilities will also be concentrated at the Centre in future.

Strengthened enabling policy environment: The National Law Enforcement Strategy developed and approved through the facilitation of the project, is an important enabler of an integrated and strategic approach to dealing with wildlife crime in Namibia, and will have an impact well beyond the lifespan of the project.

Enhanced co-operation and capacity across the law enforcement chain: The MET has established an Inter-Ministerial Law Enforcement Committee to co-ordinate communication and cooperation across the multiple ministries that have influence over the law enforcement chain. The partnership set up through PASS with the Office of the Prosecutor General, and engagement of Advocate Danie Small (former Deputy Prosecutor General of Namibia, for thirty years), enables ongoing efforts to strengthen co-operation across the enforcement chain at operational level– without this, increased arrests of poachers become impotent. The Legal Assistance Centre (LAC) has allocated funds (sourced through USAID) to retain the services of Advocate Small, to provide ongoing training in wildlife crime to investigators, prosecutors and magistrates, and to keep building the communication network across the law enforcement change. In the future, a second person may be appointed to work with Advocate Small, with a view to the possibility of creating a position for a dedicated Wildlife Crime Prosecutor in the Prosecutor General's Office. At ground level, co-operation is being promoted through the Community Enforcement Committees, the functioning of which was facilitated through PASS and will be sustained by the MET.

These, and other longer-term impacts, will be made possible through scaling up and replication of the gains made through the PASS project – at least some of which is already certain due to the commitments of funds secured through the project and the MET.

4. CONCLUSIONS, RECOMMENDATIONS, LESSONS
4.1. Conclusions

This PASS project has made a ***significant contribution to the goal*** of strengthening the capacity of the protected area system to address new management challenges. The direct outputs and short- to medium-term outcomes of the project demonstrate ***significant progress to impact***, through improvements in the revenue collection system, and strengthened capacity for cost-effective enforcement and integrated fire management. Implementation of the project is in substantial compliance with the expected results, and it can be taken as an example of '***good***' or even ***'best' practice.'*** The project overcame several ***deficiencies in project design***, and exercised ***good adaptive management*** to respond ***effectively*** to important changes in the operating environment, by focussing on activities that delivered ***maximum environmental and social returns*** for the smallest possible investment. The project objective and outcomes were delivered ***efficiently,***

with a high level of accountability and transparency, and in accordance with approved budgets, relevant rules and incremental cost criteria. The overall **quality of implementation and execution** is satisfactory, although there were some weaknesses in the set-up and implementation of the **M&E system** – some of these were addressed in later stages of the project. The Ministry of Environment and Tourism, and other stakeholders, exhibit **strong ownership** of the project and commitment to sustaining the gains made through **replication and scaling up**, although there are **moderate risks to financial sustainability.**

Considering the scale of the challenges being addressed, the vast geographic domain of the project and the relatively short time period for implementation, the project team should be **highly commended** for achieving such a high level of delivery – the overall **project outcome** is rated as *Satisfactory* to *Highly Satisfactory*.

A summary of the evaluation ratings is provided in **Table 11.**

Table 11: Summary of project ratings

Evaluation Ratings*			
1. Monitoring and Evaluation	**rating**	**2. IA& EA Execution**	**rating**
M&E design at entry	MU	Quality of UNDP Implementation	MS
M&E Plan Implementation	S	Quality of Execution - Executing Agency	HS
Overall quality of M&E	MS	Overall quality of Implementation / Execution	S
3. Assessment of Outcomes	**rating**	**4. Sustainability**	**rating**
Relevance	HS/R	Financial	ML
Effectiveness	HS	Socio-economic	L
Efficiency	HS/S	Institutional framework and governance	L
5. Impact	**rating**	Environmental	L
Environmental stress reduction	Significant	Overall likelihood of sustainability:	L/ML
Overall Project Outcome Rating			**S - HS**

Standout achievements of the PASS project include:

- The Waterberg Plateau Training Centre and Skerpieon Bult Anti-poaching Command Centre (Etosha National Park), both of which can be taken as examples of best practice, in every respect.
- The implementation of the automated revenue system in ENP, with dedicated IT capacity, and a detailed feasibility plan to guide future roll-out.
- The development of the National Law Enforcement Strategy, and finalization of the Integrated Fire Management Strategy, which brought together many role-players (who previously had a weak history of collaboration), to co-ordinate efforts in a strategic way.
- Efficient, transparent and responsive project management which built stakeholder confidence and nurtured strong project ownership within the MET.
- Innovative leveraging of co-finance for the project, and future commitments to enable replication and scaling up.

4.2. Recommendations

4.2.1.   Addressing challenges faced by the project:

The PASS project, like most complex interventions, grappled with numerous **challenges** that constrained its performance. A set of **recommendations** for overcoming these types of challenges in future initiatives is presented here.

Weaknesses in project design

Recommendation: The PASS project design included a number of weaknesses. To ensure that the project's Strategic Results Framework is useful as a monitoring and evaluation tool, it is essential to ensure that: (i) the indicator and targets framework is robust, appropriate and well-formulated (complying with SMART criteria – i.e. specific, measurable, achievable/attributable, relevant and time-bound). Particular care needs to be taken with the use of tracking tool scores as indicators, and ensuring that the selected indicators are reliable and accurate measures of the project's contribution to observed impacts; (ii) the SRF remains internally coherent when changes are made through adaptive management, and that all necessary changes are made to keep the SRF relevant; and (iii) the risk management strategy is robust, systematically structured, regularly updated, and related to the outputs and activities of the project.

Weaknesses in the indicator and targets framework could be addressed by: (i) contracting the services of an M&E expert to participate in the development of the indicator and targets framework, or to evaluate it during the project design phase, to ensure that inherent weaknesses do not run through the entire project lifecycle; (ii) UNDP commissioning a set of experts to develop an indicative list of SMART indicators relevant to PA strengthening projects, giving particular attention to the use of tracking tool scores, appropriate indicators for measuring the effectiveness of enforcement, and, specifically how to assess more meaningfully, the contribution the project makes to the observed changes. (Recommendations to this effect might emerge from the thematic learning review that is currently being conducted of UNDP's global protected area project portfolio).

Project Governance: balancing representation and functionality

Recommendation: The configuration and composition of the project's governance structures need to balance stakeholder representation with functionality. The Project Steering Committee (PSC) had fourteen members. Whilst this maximized representation of stakeholders, it hampered effectiveness as it was difficult to achieve a quorum at four meetings per year (the planned meeting interval). It would have been preferable to have a smaller, more tightly-constituted PSC (comprising representatives of the UNDP and Executing Agency), that met only twice a year, complemented by a Technical Working Group, comprising designated technical experts from relevant stakeholder institutions). The Technical Working Group would provide practical guidance to the project team, on a one-on-one, needs-driven basis, complemented by an annual or twice-yearly working group session to focus on cross-cutting issues.

Composition of the project team

Recommendation: In the original project design, the plan was to have two technical experts – one for PA financing and one for law enforcement. A decision was later taken at the Inception Workshop to appoint only one technical expert, in an advisory capacity. It is, however, rare to find one person with knowledge and experience in two such specialised fields. The Project Manager and one Field Co-ordinator brought with them considerable practical experience in protected area management, so it would have been appropriate to appoint a Technical Adviser with expertise in PA financing, OR, to retain the advisory services of two experts on a part time basis: one for PA finance and the other for monitoring and evaluation. Alternatively, if the project had a Technical Working Group, with the right spread of expertise represented on it, an M&E expert could have been appointed to the project staff – this would have strengthened a slightly weak area of performance.

Induction of the project team and UNDP support

Recommendation: The project team had not been appointed at the time the Inception Workshop was held. This meant that they did not benefit from a proper induction and familiarization process, and many tasks that are carried out at the Inception Workshop (such as developing the detailed stakeholder engagement plan, and setting impact-level indicators) did not take place. In future, project staff should be in office by the

time the Inception Workshop takes place, and they should be afforded a proper induction, to familiarize them with the SRF, UNDP-GEF reporting procedures, results-based monitoring, effective use of GEF tracking tools, and so on. This should be backed up by consistent and regular technical and M&E backstopping from the UNDP country office and Regional Support Centre. UNDP should conduct regular supervision missions to ensure that they stay familiar with the practical issues affecting project implementation – Executing Agencies should also embrace active participation of UNDP staff in supervision missions.

Knowledge products and lesson sharing

Recommendation: The PASS project generated several information-rich technical reports, and numerous activity reports that satisfied internal project reporting requirements. The project was less effective, however, in the development of knowledge products that could be used to promote broader awareness of the project's activities and contribute to reflexive learning – for example, by capturing and communicating technical lessons learnt, or through the publication of other communications pieces (stories). To be fair, it was probably well beyond the limits of what could be expected of the project team to develop such knowledge products. To address these sorts of issues: (i) The UNDP CO should work closely with projects to maintain a 'lessons learnt' log throughout the project; (ii) Capacity should be secured to develop appropriate knowledge products and disseminate them through available channels (e.g. best practices published on the IUCN Panorama webpage, SSMART Solutions ,or similar platforms, and stories could be posted in the UNDP Namibia or MET webpages); and, (iii) The UNDP Communications Officer (or communications staff in the Executing Agency) could provide more proactive support to projects to ensure that stories are captured and effectively distributed.

Sustainability

Recommendation: Sustainability of large, complex, donor-funded projects always presents a challenge to developing countries, even if the likelihood of sustainability is rated as high (with all things being equal). However, all things are often not equal and, although, the gains made in a project are sustained for a few years after project closure, momentum is soon lost, for a variety of reasons. The PASS project has developed a sustainability plan, which includes a list of priority actions and describes staff and management requirements to support ongoing activities. This should be workshopped by the MET and its partners, to develop a practical resourcing plan and formalize implementation arrangements and commitments. (In future projects, more emphasis should be placed on the development of a detailed Sustainability Plan as an integral part of the project's workplan and outputs; the Sustainability Plan should be developed collaboratively, workshopped extensively and accompanied by formal implementation agreements and a resourcing plan).

Essential components of the sustainability plan should include, as a *minimum,* the following measures (some of which can be implemented with available resources and capacity, and others may be incorporated into future projects):

Component 1:

(i)   ***Refine and roll-out of the automated entry system***:
- MET should **retain the IT Technician** at Etosha National Park, and **strengthen regional IT capacity** to support roll-out at other parks[16] (partners in the IT sector could be approached, with

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[16] Note: The IT service provider who developed the system still has ownership of it. The MET should negotiate with the service provider to provide in-house training to MET staff, so that they are empowered to roll-out and manage the system internally, with phased-out support provided by the external service provider. Whilst it is important to respect the intellectual property rights of the system's developer, ideally, the MET IT staff should be able to install, maintain and manage the system into the future.

support of UNDP, to fund this process), and enable linkage between individual park systems and a centralized data repository at MET head office.

- Secure **dedicated budget for maintenance and upgrade of the hardware and software** and associated equipment on which the system depends (monthly maintenance is required, and system upgrades will likely be necessary about every two years), and provide **ongoing skills development** for MET staff operating the system.
- allocate **dedicated budget** (in line with determinations made during the feasibility study) to **roll-out the system** on a prioritized basis at other parks (using infrastructure development funds – e.g. from public works budgets, or from externally-supported MET programmes such as NAMParks, rather than relying on park operational budgets).

(ii)   *Strengthen and diversify revenue generation mechanisms:*

- Secure technical capacity (e.g. secure advisory services of a PA financing specialist, and a coordinator/facilitator) to support MET staff with **implementation of the sustainable financing plan**, specifically to implement some of the alternative financing mechanisms that build on existing platforms, have the lowest transaction costs, and can yield quickest returns (e.g. developing Friends of Parks schemes). This will contribute to ensuring sustainability not only of PASS interventions, but also interventions catalysed through other time-bound projects, and core operations in national parks. (It is important to ensure, however, that system-wide policies and mechanisms are in place to enable implementation of the alternative revenue generation schemes, and to ensure that the revenues earned accrue to the relevant protected areas).
- **Strengthen and leverage partnerships** with private sector and development partners through establishment of a Forum that enables joint planning, prioritization and strategic deployment of available resources.

Component 2:

(i)   *Ensure that anti-poaching teams are adequately equipped and accommodated:*

- Budget must be allocated to **maintain all equipment** that was installed/supplied through the project, and to **enable replacement** when necessary – this could be funded through development rather than operational budgets.
- Leverage partnerships with private sector partners to **replicate the Skerpioen Bult anti-poaching camp model**, to ensure that anti-poaching teams are adequately accommodated at field bases – the re-purposed shipping containers used at Skerpioen Bult will be much more durable than tents, which should be used for temporary encampments.

(ii)   *Maintain and expand the Waterberg Training Centre as a specialized centre of excellence*, for building skills and capacity for addressing wildlife crime and human-wildlife conflict:

- Ensure that the **Centre Manager,** and **appropriate support staff** (for infrastructure maintenance and operation of the Centre), are appointed.
- Build on relationships with partners to provide ongoing financial support to enable completion of all facilities (e.g. the tracker-dog unit) and ongoing provision of specialist training.

(iii)   *Strengthen capacity for case preparation and prosecution and enhance cross-border co-operation to address drivers of wildlife crime:*

- Maintain the **partnership between MET, the LAC and the Office of the Prosecutor General**, to promote co-operation across the diverse institutions involved in the law enforcement chain, and provide ongoing, specialized training to investigators, prosecutors, magistrates and customs/border control officials, and raise high-level political awareness.
- Work with relevant partner institutions to establish specialized, **regional forensic facilities f**or processing wildlife crime scene evidence, to reduce processing times and strengthen intelligence gathering.

- **Leverage the cross-border collaboration** that has been established through the KAZA TFC to develop an integrated, transfrontier approach to law enforcement and monitoring, and to broker co-operation between governments to address the drivers of transboundary wildlife crime.

(iv)   Strengthen the enabling policy/legal framework for more cost-effective enforcement:
- Prioritize enactment of the **Wildlife and Parks Management Bill,** and put in place appropriate measures to address any remaining barriers to this process. (UNDP is willing to play a supporting role if required).
- Lobby national treasury to allocate budget to **operationalize the planned Anti-Poaching Units**, in a phased approach.

Component 3:

(i)   Finalize adoption of SOPS and Fire Monitoring Plans:

The Integrated Fire Management Strategy and the Standard Operating Procedures for fire detection and response include detailed technical information of a high standard. Implementation of these important fire management tools could be enhanced by:

- Working with park managers to develop flexible and locally-appropriate practical arrangements for implementation (without requiring establishment of new staffing structures, for which there may not be resources available at present).
- Re-packaging the information so that it is practically useful and palatable to operational staff.
- Ensuring that parks have adequate equipment for fire-fighting and management.

4.2.2. Recommendations for future projects
The PASS project was universally well-received and all stakeholders expressed the desire (and NEED) for the project activities to continue.

It is recommended that a series of future projects could be developed, building on the achievements of PASS. Whilst PASS enjoyed notable successes and had a demonstrable catalytic effect, its broad geographic spread and diversity of components made it difficult to achieve impacts at landscape scale. Addressing wildlife crime remains an important issue for Namibia to address, but it is proposed that this should be included as part of a holistic approach (combining environmental and social approaches) to *managing the human-wildlife interface*. This could have three main elements:

(i)   *Wildlife Crime*: maintaining and expanding capacity for monitoring and detection, investigation (including forensics) and prosecution; building dedicated capacity and enhancing co-operation across the law enforcement chain (including working with customs officials); promoting transboundary co-operation to address drivers and develop coordinated strategies; addressing economic and social aspects of wildlife crime, including working with communities – and especially women – to win the 'hearts and minds' of people, to discourage involvement in wildlife crime.

(ii)   *Human-wildlife conflict*: empowering people to cope, developing strategies and a practical toolkit to reduce conflict and respond appropriately when it occurs.

(iii)   *Strengthening the Community Conservancy Programme*: financial management, governance; capacity development.

4.3. Lessons

The PASS project was successful in implementing a number of **best practices**. For these to be replicated, it is important to understand the conditions for success – these are described briefly below.

Participation, collaboration and networking: The project was highly effective at bringing role-players together to collaborate and work co-operatively to identify needs, develop solutions and plan project activities – both within the MET and in other agencies that did have a previous track record of co-operation. This success can be attributed largely to the deployment of knowledgeable, experienced and respected individuals to facilitate the networking process and champion the project's cause. In the case of engagement with staff in the MET, the Project Manager and at one of the Field Co-ordinators had prior experience of working as protected area managers and their credentials were well-known and respected in the Ministry. They had a practical understanding of the operating context within which MET staff work, and this built a high level of confidence and trust amongst MET stakeholders. Similarly, the project engaged Advocate Danie Small – the recently retired Prosecutor General of Namibia – to lead the engagement with key stakeholders across the enforcement chain, and conduct training of investigators and prosecutors. With 30 years of experience as a prosecutor, he had all the relevant knowledge, and a well-established reputation in the judicial system, and was able to gain co-operation where someone with a different background might not have been successful. In all of these cases, those leading the stakeholder engagement processes also had a genuine and obvious passion for their work.

Nurturing project ownership: The PASS project is fully integrated into the operations and functions of the MET and there is strong ownership across all levels of the institution. This was achieved through maintaining interaction with MET staff, regular reporting and joint planning. The project was responsive to emerging needs, whilst retaining its core focus, and delivered quick, tangible benefits. It also **g**ave effect to the vision of MET staff (e.g. in development of the Waterberg Training Centre and the Skerpioen Bult Anti-Poaching Command Centre) rather than imposing externally-sourced ideas on them. In terms of engaging communities, the project worked through existing structures that have legitimacy and support, rather than setting up new collaboration forums.

Engaging private sector partners: In partnership with UNDP and the MET, the PASS project was successful in securing unplanned co-finance from Yahoo Japan. The donor sought an association with UNDP due to its brand recognition and oversight functions, and the project afforded Yahoo Japan high visibility in return for a relatively small, but significant, investment. Building on this experience, the project has secured further commitments from local private sector partners. The question is how to leverage these partnerships with the private sector to work at scale? It may be fruitful to establish a Forum (linked not only to anti-poaching but for all activities linked to environmental conservation) that brings role-players together to discuss, prioritise and coordinate activities and funding requirements, and to ensure strategic deployment of available resources. PASS catalysed this type of interaction at the Wildlife Day Celebrations it co-hosted with MET in 2017. Going forward, UNDP, as an 'honest broker' with strong brand recognition, could play a useful facilitation role in supporting the MET to expand and maintain such a partners forum.

Implementing best practice for cost-effective enforcement: With a relatively limited budget, PASS chose to focus on four key strategies for building capacity for more effective enforcement: i) providing equipment and support for patrols; (ii)strengthening intelligence-led operations; (iii) strengthening capacity for specialized investigations, evidence gathering and competent case preparation; and (iv) going 'beyond enforcement' to engage with and empower communities. These strategies are consistent with internationally-recognised best practice.[17] While the training and provision of communications and other specialized equipment made practical improvements to patrolling capacity, it was the improvement of

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[17] Henson, D.H.; Malpas, R.I.; D'Udine, F.A.C. (2016). *Wildlife Law Enforcement in Sub-Saharan Africa's Protected Areas: Best Practices*. IUCN Species Survival Commission Occasional Paper 58. IUCN, Cambridge (UK) and Gland (Switzerland)

general living conditions that made the biggest difference to effectiveness, through building morale. Anti-poaching work is physically onerous, often dangerous, and requires many sacrifices. The contribution that the PASS project made to building operational effectiveness through improved living conditions in anti-poaching flycamps (fenced-off living areas, tents and sleeping bags, day-shelters, boreholes for safe drinking water, ablution facilities, solar power, and so on), should not be underestimated.

Greening the Blue: The PASS project showed a high level of innovation and efficiency in the use of resources. This included allocating funds strategically to maximize returns and ensure complementarity with other initiatives, as well as using physical resources in ways that reduce environmental footprints and achieve cost savings. Examples include: innovative construction methods (e.g. the modular building system and renewable energy technologies used at the Waterberg Plateau Training Centre); using recycled materials (e.g. re-purposing of disused shipping containers as accommodation and ablution units at the Skerpioen Bult Camp); locating developments on previously-disturbed sites and enhancing existing infrastructure. In some construction projects, labour was sourced locally, providing work opportunities and skills development to unemployed youth from surrounding communities. These are all best practice stories that should be captured and publicised as part of UNDP's 'Greening the Blue' campaign.

Wildlife crime training:

Top: On-site training in how to process a poaching crime scene; Bottom: Training for prosecutors and investigators, conducted at Popa Falls, Divundu. (Photos: MET archives)

PART 5: ANNEXES

1. Terms of Reference for the Terminal Evaluation

2. Data Evaluation Matrix

3. List of Documents Reviewed

4. In-country mission itinerary

5. List of people interviewed

6. Leveraged finance

7. Alignment of the PASS project with UNDP programming priorities

8. Evaluator Code of Conduct

Equipment and infrastructure supplied by the project: Top left: mobile water trailers (Photo: J. Heita); top right: refurbished borehole, Bwabwata East (Photo: M. Cadman); Left, middle: Battery units for satellite phone mast, Waterberg Plateau (Photo: M.Cadman); Bottom left: portable solar panel at flycamp in Etosha National Park to facilitate communications (Photo: M.Cadman); Bottom right: shower cubicle at flycamp in the Kunene Region (Photo: M.Cadman)

Final Terminal Evaluation Report: 1 June 2018

Annex 1: Terms of Reference for the Terminal Evaluation (without Annexes)

TERMS OF REFERENCE FOR TERMINAL EVALUATION OF THE STRENGTHENING THE CAPACITY OF PROTECTED AREAS SYSTEM TO ADDRESS NEW MANAGEMENT CHALLENGES (PASS).

A. INTRODUCTION

In accordance with the UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP-supported, GEF-financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the full-size project "Strengthening the capacity of protected areas system to address new management challenges (PASS) Project" implemented by the Ministry of Environment and Tourism (MET) to be undertaken in Quarter 4 of 2017/Quarter 1 2018, (PIMS 4623). The essentials of the project to be evaluated and reviewed are as follows:

B. PROJECT SUMMARY TABLE

Project Title:	Strengthening the capacity of protected areas system to address new management challenges (PASS) Project			
GEF Project ID:	PIMS 4623	**Project financing**	*at endorsement (Million US$)*	*at completion (Million US$)*
UNDP ATLAS Project ID:	00079312	GEF financing:	4,000,000	4,000,000
Country:	Namibia	IA/EA own:	360,000	360,000
Region:	Southern Africa	Government:	14,000,000	14,000,000
Focal Area:	Biodiversity	Other (Private sector, UNDP, Bilateral Aid Agencies):		
GEF Focal Area Objectives, Strategic Program/OP:	Sustainable financing of Protected Area Systems at the National Level (SP 1)	Total co-financing:	140,000.00	140,000.00
Executing Agency:	Ministry of Environment and Tourism	Total Project Cost in cash:	18,500,000	18,500,000
Other Partners involved:	Ministry of Safety and Security, Ministry of Justice, Ministry of Defence, Ministry of Finance	ProDoc Signature (date project began):		1 July 2014
			Planned closing date: 31 December 2017	Revised closing date: 31 March 2018

C. PROJECT DESCRIPTION

The Protected Areas Systems Strengthening (PASS) Project is a project of the Ministry of Environment and Tourism (MET), funded by the Global Environmental Facility (GEF), through the United Nations Development Programme (UNDP). Over the past years, the Government of the Republic of Namibia has established an impressive system of 21 state-managed Protected Areas (PAs) with a goal of protecting and conserving biological diversity. These efforts are complemented by a strong Community-Based Natural Resource Management (CBNRM) through communal conservancies. To date, 44% of Namibia's land area is under conservation management. Over the years, Namibia has been a beneficiary of substantial catalytic investment from other the GEF and other development partners whose support has resulted in the expansion and improved management effectiveness of the protected areas system. However, the protected areas funding gap remains, mostly due to recent expansion of the PA estate and emerging management challenges such as fire outbreaks and Namibia's vulnerability to the increasing threat of poaching of key species such as elephants and rhinos. Weaknesses in revenue collection and at various entry points of the economic enforcement chain need to be urgently addressed to ensure Namibia's response to these challenges is adequate. Specific interventions are also needed to reinforce the fire management response in protected areas.

The project objective is to ensure that the Protected Area system of Namibia is strengthened and financed sustainably through improving current systems for revenue generation, introduction of innovative revenue generation mechanisms; and cost effective enforcement through application of the Enforcement Economics Model.

D. SCOPE OF WORK

Project-level Terminal Evaluations (TE)
The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported GEF-financed Projects.

E. EXPECTED OUTPUTS AND DELIVERABLES

Terminal Evaluations (TE)
The total duration of the evaluation will not be more than *35* days according to the following plan:

Activity	Timing	Completion Date
Preparation and Inception Report	*3* days	12 January 2018
Evaluation Mission	*11 days*	26 January 2018
Draft Evaluation Report and presentation of report to PSC	*15* days	02 February 2018
Final Report	*6* days	16 February 2018

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

G. INSTITUTIONAL ARRANGEMENTS

Final Terminal Evaluation Report: 1 June 2018

The principal responsibility for managing this evaluation resides with the UNDP CO in Namibia. The UNDP CO will contract the evaluator[18]. The Project Team will be responsible for liaising with the evaluators team to set up stakeholder interviews, arrange field visits, coordinate with the Government etc. The consultant will be responsible for making his/her own logistical arrangements for all his/her travel to and from the site and lodging when stationed at the site.

H. DURATION OF WORK

The services of the consultant are required from 12 January 2018 to 15 March 2018 with the total consultancy days not exceeding **35 effective person days**.

I. DUTY STATION

The consultant's duty station during the contract will be Windhoek and any other field station identified for the purposes of delivering the expected outputs mentioned in E. above.

J. QUALIFICATIONS OF THE SUCCESSFUL CONTRACTOR

The evaluation will be carried out by 1 independent international consultant. The consultant shall have prior experience in evaluating similar projects. Experience with GEF-financed projects is an advantage. The consultant selected should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities.

The consultant must present the following qualifications/ credentials:

- At least a Masters degree in a relevant field such as biodiversity conservation, environment sciences, natural resources management, agricultural science, land management, water resources management, or a related field;
- Minimum of ten (10) years relevant work experience (e.g. conducting project/ programme evaluations) in the environment;
- Knowledge of conducting evaluations for UNDP / GEF supported projects / programmes is an advantage;
- Competencies in result-based management evaluation, application of SMART indicators and reconstructing or validating baseline scenarios, including adaptive management are essential;
- Demonstrable analytical skills;
- Excellent English communication skills;
- Excellent interpersonal skills and the ability to engage and motivate a wide range of stakeholders;
- Evidence of previous work; and
- Experience working in the sub-Saharan African region. Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (in *Annex E*) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluations'.

K. SCOPE OF PRICE PROPOSAL

All proposals must be expressed in an all inclusive daily fee for the duration of the engagement and submitted in the individual contract (IC) time sheet. Alternatively, an all inclusive lump sum amount should be provided in the offer for the purposes of fixing the contract price regardless of the changes in the cost components. The consultant will be provided with the UN Daily Subsistence Allowance (DSA) prevailing at the time of sourcing, for the duty station and all other cities indicated in the ToR as part of the duty travel destinations.

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[18] An all-inclusive quotation is needed and evaluator will be directly responsible for their costs as indicated in the scope of price proposal in section L.

L. APPLICATION PROCESS

Candidates are expected to submit an offer for this particular assignment by 05th January 2018. To assist candidates in understanding the requirements of this assignment, the following documents have been attached:

a) The Terms of Reference for the assignment described above;
b) The standard Letter of Confirmation of Interest and Availability, which the candidate must accomplish and submit to UNDP; and
c) The Individual Contract and its General Terms and Conditions, which you would be expected to sign in the event you are the selected Offeror in this procurement process.

Candidates as individual consultants are invited to submit applications together with their CV for these positions. The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact. Candidates are expected to submit a price offer (all inclusive) indicating the total cost of the assignment (including daily fee, per diem and travel costs).

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

M. RECOMMENDED PRESENTATION OF OFFER

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

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

N. CRITERIA FOR SELECTION OF THE BEST OFFER

Offers will be evaluated on the basis of specific criteria and may be done in the following manner:

a) A Combined Scoring method – where the qualifications and methodology will be weighted a maximum of 70%, and combined with the price offer which will be weighted a maximum of 30%.

O. ANNEXES TO THE TOR

a) Project Document (which includes the Inception Workshop Report)
b) MTR Report and management responses
c) Project Implementation Review (PIR) reports
d) Quarterly Progress Reports and Annual Work Plans

    e) Audit reports
    f) Project Extensions Submission
    g) GEF Tracking Tools at TE stage
    h) M & E Operational Guidelines; and
    i) Financial and Administration guidelines.

The following will also be available amongst others:

    j) Project operational guidelines, manuals and systems
    k) Minutes of Project Steering Committee/ExCo Meetings
    l) PMU Meetings Minutes
    m) Training Manuals, Info Brochures, Promotional Videos
    n) Various Studies Conducted Reports
    o) The GEF Completion Report guidelines
    p) UNDP Monitoring and Evaluation Frameworks

P. EVALUATION APPROACH AND METHOD

An overall approach and method[19] for conducting project terminal evaluations of UNDP supported GEF financed projects have developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact,** as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects. A set of questions covering each of these criteria have been drafted and are included with this TOR (*in Annex E)*. The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct field missions to all project sites where substantive investment has been made to date and relevant surrounding strategic areas. These field visits in Namibia will be undertaken to the specific sites for feasibility assessment to improve the consultant's context of the project and to access additional stakeholders.

 Interviews will be held with the following organizations and individuals at a minimum:

1. UNDP staff with responsibilities over the PASS;
2. Executing agency: Ministry of Environment and Tourism (MET);
3. The Project Management Unit staff;
4. Project stakeholders, particularly those represented by the Steering Committee Members: Ministry of Safety and Security (MoSS), Ministry of Defence (MoD), Ministry of Justice (MoJ); Ministry of Agriculture, Water and Forestry (MAWF) and Ministry of Finance (MoF); and
5. Development Partners with co-financing and or complementary activities, such as the GIZ, KfW.

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

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[19] For additional information on methods, see the <u>Handbook on Planning, Monitoring and Evaluating for Development Results</u>, Chapter 7, pg. 163

Evaluation criteria & ratings

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

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

Project finance / co-finance

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

Co-financing (type/source)	UNDP own financing (mill. US$)		Government (mill. US$)		Partner Agency (Private Sector)(mill. US$)		Total (mill. US$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Actual	Actual
Grants								
Loans/ Concessions								
• In-kind support								
• Other								
Totals								

Mainstreaming

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

Impact

The evaluators will assess the extent to which the project has achieved impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) an optimized and accountable revenue collection system with appropriate capabilities, b) enhanced Protected Areas System (PAS) through improved capacity for detection monitoring and cost-effective enforcement; and c) enhanced PAS sustainability through improved fire management, and/or d) demonstrated progress towards these impact achievements.[20] The GEF Tracking Tool for biodiversity projects and the UNDP Capacity Development score card must be reviewed by the consultants as part of the Terminal Evaluation.

Conclusions, recommendations & lessons

The evaluation report must include a chapter providing a set of **conclusions**, **recommendations** and **lessons** besides the separate thematic learning review.

Q. APPROVAL

This TOR is approved by: [*indicate name of Approving Manager*]

Signature:

Name and Designation:

Date of Signing:

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

Annex 2: Data Evaluation Matrix

Evaluation Criteria	Follow-up questions/issues	Indicators	Sources of data	Methodology
RELEVANCE: Is the project relevant to environmental and development priorities and organizational policies at local, regional and national level?				
To what extent is the project aligned with the main objectives of the GEF focal area?	How did the project support the objectives of the GEF's Biodiversity focal area strategy to improve the sustainability of protected areas?	Focal area strategic objectives and priorities incorporated into project design	• ProDoc, PIRs, Tracking Tools • GEF strategy documents	• Document analysis • Interviews
	Does the GEF investment add to an existing baseline of investment in anti-poaching/PA financing and fire management?	Project investment that has incremental value over baseline	• ProDoc and financial reports • Peer review and report assessments	• Document analysis • Interviews
To what extent is the project aligned with strategic objectives of the UNDP	How did the project align with the UNDAF and CPAP for Namibia?	Clear relationship between objectives, outputs and outcomes and the strategic directions of the UNDP CPAP and UNDAF for Namibia	• Project documents • CPAP, UNDAF • Interviews with UNDP	• Document analysis • Interviews
	How did the project support achievement of the Sustainable Development Goals and the Aichi Biodiversity Targets?	Clear relationship between objectives, outputs and outcomes and the SDGs	• Project documents • Agenda 2030; CBD Strategy • stakeholders	• Document analysis • Interviews
	How did the project support achievement of the priorities identified under Strategic Programme 2 of the UNDP EBD Strategy 2012 – 2020?	Clear relationship between objectives, outputs and outcomes and the SDGs	• Project documents • PIRs • UNDP EBD Strategy for 2012-2020	• Document analysis • Interviews
How relevant are the objectives and outcomes of the project to national environmental and development priorities in Namibia?	How does the project support the development priorities of Namibia?	Clear relationship between objectives, outputs and outcomes and the strategic directions of key government policies	• Project document • National policies such as the National Development Plan	• Document analysis • Interviews
	How does the project align with national policies and strategies relating to environment and protected area management? (In particular, policies related to anti-poaching and human-wildlife conflict;	Clear relationship between objectives, outputs and outcomes and the strategic directions of key government policies	• Project document • Relevant national policies	• Document analysis • Interviews

Evaluation Criteria	Follow-up questions/issues	Indicators	Sources of data	Methodology
	Parks and Neighbours; Tourism and Wildlife Concessions – among others)			
Did the project adequately take into account the national realities in Namibia?	Were the capacities of the executing institutions and its counterparts properly considered when the project was designed?	• Appreciation from stakeholders of relevance of project design • Involvement of government officials and other stakeholders in project design • Extent to which implementing partners were able to deliver on their responsibilities	• Stakeholders • Project Implementation Reviews • Baseline assessment	• Interviews • Document analysis
	Did the project align with the policy objectives of MET, NAMPOL and other key stakeholders?	Consistency with policies	• Project documents • Data gathered throughout evaluation • Inputs of project executants and partners	• Document and data analysis • Interviews
Is there strong country ownership of the project?	What was the level of stakeholder ownership during project design?	Evidence of active involvement of stakeholders in government in the project development process	• Stakeholder engagement plan in ProDoc • Project partners	• Document analysis • Interviews
	What was the level of stakeholder ownership during project implementation?	Evidence of involvement of a diversity of government stakeholders in implementation (e.g. on Steering Committee)	o Stakeholder engagement plan o Attendance lists from key project meetings (e.g. Inception, progress meetings) o Project Implementation Reports o Project partners	o Document analysis o Interviews
	Has Namibia enacted legislation and/or developed policies and regulations in line	Coherence between project objectives and national	o Policies o Stakeholders in	o Document analysis o Interviews

Evaluation Criteria	Follow-up questions/issues	Indicators	Sources of data	Methodology
	with the project objectives?	policies/legislation	government	
How is the project relevant with respect to other donor-supported activities aimed at addressing anti-poaching, fire management or revenue generation in Namibia's protected areas?	Does the GEF investment in this project help fill gaps that are not filled by other donors?	Degree of coherence between the project and other donor-funded initiatives in the region	• Project documents and information • Project partners and other donors/agencies	• Document analysis • Interviews
	Was there co-ordination and complementarity between the project and other donor-supported activities in the region?	Evidence of collaboration		
Does the project provide relevant lessons and experiences to help shape other similar projects in the future?	What are the key lessons that were learnt that can be extrapolated to other regions?	*N/A*	Data collected throughout the evaluation	• Desktop analysis • Interviews
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved, or how likely are they to be achieved? *This section will involve assessment of progress made towards achieving the targets in the SRF*				
Has the project contributed meaningfully to the intended project goal and **objective**?	Has the project effectively strengthened capacity to deal with management challenges under the three components of the project?	• Objective indicators in SRF • Targets in project tracking tools and scorecards	• Project Document, quarterly and annual reports • Project tracking tools and scorecards • Partners and stakeholders • Field observations	• Document analysis • Interviews • Site visits
Has the project been effective in achieving expected **outcomes** and **outputs**?	Did the project achieve its expected outcomes under the 3 components of the project: (If outcomes were not achieved, state	Indicators in SRF	• Project logframe • Annual and quarterly progress reports • Project Implementation	• Document analysis • Interviews • Site visits

Evaluation Criteria	Follow-up questions/issues	Indicators	Sources of data	Methodology
	briefly why)		Reviews • METTs • Scorecards • Project team and stakeholder inputs	
Project design: Were the project's objectives and components clear, practicable and feasible within its timeframe?	Was the results chain correctly formulated with SMART indicators that are logically linked to outcomes and outputs? Was the time frame of the project long enough to enable completion?	• Project coherence and adherence to SMART criteria • Degree of vertical coherence between results levels and assumptions	Project document (SRF)	Document analysis and interviews
Did the project have an effective **risk management strategy?**	Were the risks and assumptions robust, realistic and well-articulated? How effectively has the risk mitigation strategy been implemented? Was the risk management strategy updated and amended according to needs? Is there a clear strategy for risk management related to long-term sustainability of the project?	• Completeness of the identification of risks and assumptions • Quality of information systems in place to identify emerging risks • Quality of risk mitigation strategies and evidence that they have been followed	• Project document (SRF) • UNDP, Project Team and relevant stakeholders	Interviews and document analysis
What **key lessons can be learnt** regarding the effectiveness of the project, for other similar projects in future?	What were the key lessons regarding achievement of outcomes?	• Tangible/evident issues gathered from various stakeholders and field visits	• Data gathered throughout evaluation	Data analysis
	What changes could have been made (if any) to the design of the project in order to improve achievement of the expected results?	N/A	• Indicators and targets in Project Logframe • Project Implementation Review and quarterly reports • Field observations • Inputs form project team and stakeholders	• Document analysis • field visits • Interviews

Evaluation Criteria	Follow-up questions/issues	Indicators	Sources of data	Methodology
Has the **project M&E system** been effective?	Did the project make effective use of the SRF (baseline, indicators and targets) as a tool for M&E?	• Clearly defined SMART indicators, baselines and targets	• Project logframe	Document analysis
	Was the M&E framework adjusted during the course of implementation (if so, why and how?)	• Changes to M&E Framework	• M&E Framework • PIRs • Project Team	Document analysis Interviews
	Were enough resources (human/financial) provided for the effective implementation of the M&E system?	• M&E information collected and reported	• Project progress reports and PIRs • MTR Report	Document analysis
	Were the recommendations of the MTR taken up? (If Y explain how, if no explain why)	• M&E framework	• Project documents • Project Manager	Desktop review and interviews
Efficiency: Was the project implemented in a cost-effective manner, in-line with international and national norms and standards?				
Was project support provided in an efficient way?	Was adaptive management used (or needed) to ensure efficient use of project resources? (Were there delays, what caused them and how were they managed? Did they incur costs?)	• Quality of results based management • Timeliness and adequacy of reporting • Levels of discrepancy/agreement between planned and actual expenditure • Costs in view of results achieved • Adequacy of project choices in view of context, cost • Changes in project design/implementation approach in response to emerging need • Cost associated with delivery mechanism and management structure	• Project documents, progress reports and evaluations • UNDP and project team	• Document analysis • Key interviews
	Were progress reports produced accurately and timeously?			
	How was results-based management used during project implementation?			
	How efficient was the performance of the implementing agency (UNDP-CO)? (Did they identify problems timeously and provide adequate assistance in solving them?)			

Evaluation Criteria	Follow-up questions/issues	Indicators	Sources of data	Methodology
		when compared to alternatives		
Did the project budget enough time for efficient implementation?	Did the project deliver the intended outputs according to the original project plan? (If not, what were the reasons for this and how were delays managed?)	• Discrepancy/alignment between planned and actual achievement against time	• Project progress reports, PIRs and MTR • Project Team • UNDP	• Interviews • Document analysis
Were the project resources (financial) used efficiently?	Were the accounting and financial systems in place adequate for project management and for producing accurate and timely financial information?	• Compliance with incremental cost criteria • Evidence that the planned results were achieved within the expected budget • Evidence that expenditure did not exceed cost levels of similar projects in similar contexts • Co-finance	• Project reports (quarterly and annual) • Project implementation reports • Audit reports and financials • Project Team	• Document analysis • Interviews
	Did the project exercise due diligence in management of funds and financial audits?			
	Was project implementation as cost-effective as planned? (planned vs actual)			
	Did leveraging of co-finance happen as planned? (If not, why? How was this accommodated?)			
	Was procurement carried out in a manner that made the most efficient use of project resources?			
	Were counterpart resources and adequate project management arrangements in place at the start of the project?			
Did the project efficiently use local capacity for implementation?	Was there an appropriate balance between use of local and international experts?	Procurement records and implementation arrangements	• Project Reports • Project Team	• Document analysis • Interviews
	Did the project take local capacity into account in design and implementation?			
	Was there effective collaboration between institutions responsible for implementation?			
Sustainability: the likely ability of the intervention to continue to deliver benefits beyond the lifespan of the project				
Are there financial risks that may	Will adequate financial resources be available to maintain project activities or	• National strategies and budget commitments to	• District Development Frameworks	• Document analysis • Interviews

Evaluation Criteria	Follow-up questions/issues	Indicators	Sources of data	Methodology
jeopardise the sustainability of project outcomes?	scale them up after the GEF investment ends? (if so, what are the likely sources?)	sustain project benefits • Donor agreements	• Sectoral budgets • Partners	
	How will the MET maintain and expand the CEPS after the project ends?	Roll-out arrangements	Stakeholder inputs	Interviews
Are there socio-economic or political risks that may jeopardise the sustainability of the project outcomes?	Are there social or political risks in the region that may threaten sustainability?	Stakeholder inputs		Interviews
	Is it likely that the level of stakeholder ownership (including by government) will be sustained into the future?			
	Do stakeholders see it as being in their interests to maintain/scale-up the project benefits?			
	Is there sufficient stakeholder/public awareness in support of the project's long term objectives?			
	Have the project activities been effectively mainstreamed into the economy and/or community activities?			
Are the project outcomes institutionally sustainable?	Do the legal frameworks, policies and governance structures and processes within which the project operates pose any risks to sustainability?	• Stakeholder inputs • Project reports • Specialist reports		• Interviews • Document review
	Are requisite systems of co-ordination and accountability in place?			
	How will the MET roll-out the CEPS in other protected areas?			
	Is adequate technical know-how available to provide ongoing support to project beneficiaries?			
	What measures have been put in place to ensure the sustainability of partner networks (especially in relation to law enforcement and fire management)?			
	What measures have been put in place to			

Evaluation Criteria	Follow-up questions/issues	Indicators	Sources of data	Methodology
	ensure ongoing capacity-building for revenue management, anti-poaching and fire management?			
Are there any environmental risks that may jeopardise the sustainability of the project outcomes?	Issues will be emergent	Stakeholder inputs, field observations, specialist reports		
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status or human well-being?				
Is there evidence that the project has contributed to reducing environmental stress?	• Has the APU's activities led to increased arrests and prosecutions of poachers? • Has the number of animals poached declined during the project lifespan? (results for rhinos, elephants and black-faced impala, disaggregated by protected area) • Has integrated fire management been implemented in any protected areas? If not, how will this be driven forward after project end?	• National statistics • Indicators and targets in Project Logframe and scorecards • Management effectiveness	• SRF, PIRs, METT and scorecards • Stakeholder inputs	Document review and interviews
To what extent are the projects' goals being achieved and how does this impact on achievement of Global Environmental Benefits?		• Evidence from key stakeholders • Evaluation team	• Project document and financials • Stakeholders	• Document analysis • Interviews with UNDP, VPO-DoE, other partners
How has the project affected the well-being of different groups of stakeholders, and what do beneficiaries/stakeholders perceive to be the impacts of the project in their lives?		• Evidence of the impacts (positive and negative)	• Stakeholders • Project Implementation Reviews	• Interviews • Document analysis
How does the project contribute to lasting capacity development	What types of institutions and community groups were involved in the capacity building carried out by the project? (under	• Number of institutions and community groups trained	• Stakeholder inputs • Project Implementation	• Interviews • Document analysis

Evaluation Criteria	Follow-up questions/issues	Indicators	Sources of data	Methodology
(at individual, institutional and systemic levels) and strengthening of institutions?	all 3 components)	• Park revenues	Reviews and project reports • Capacity Development Scorecards • Integrated Fire Management Plan • Stakeholder inputs	
	What plans are in place to ensure the future operation of the Law Enforcement Training Centre at Waterberg National Park?			
	How will roll-out of the Integrated Fire Management Plan be facilitated and monitored?			
	Has the introduction of new systems at park entry points led to improved revenue collection and customer service?			
What is the general attitude of local people/stakeholders towards the project and has it changed over the lifespan of the project?	Did the stakeholders receive the project well and would they like is activities to continue? What were the reasons for the positive or negative attitude of stakeholders? Have attitudes towards poaching and use of fire changed?	Stakeholder opinion	• Stakeholders • Project Implementation Reviews • Project Team	• Interviews • Document analysis
Has the project had any catalytic effect in the country (or elsewhere)? (e.g. inputs to development of a KAZA-wide anti-poaching strategy, or WWF-led Rhino Programme?		Catalytic effect	Stakeholder inputs and PIRs	• Interviews and document review
Stakeholder participation and partnership arrangements				
How effective and efficient were the partnership arrangements for the project?	To what extent were partnerships between institutions and organisations encouraged and supported (during design and implementation)? Which partnerships were facilitated? (e.g. WWF Rhino Programme, MCA Tourism Project, IRDNC-led projects?) Which partnerships were effective in helping the project achieve its outcomes?	• Examples of supported partnerships • Evidence that partnerships will be sustained • Specific activities conducted to support development of co-operative partnerships	• Project documents and evaluations • Project partners and relevant stakeholders • Partnership agreements	• Interviews • Document analysis

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Evaluation Criteria	Follow-up questions/issues	Indicators	Sources of data	Methodology
	Which partnerships can be considered sustainable?			
	How did the project deal with stakeholders that opposed the project interventions?			
	Did the project have adequate conflict management measures in place (Describe if yes)?			
	What are the key lessons that can be learned regarding building effective partnerships for project implementation?	N/A		
Did the project meaningfully address the needs and interests of local communities and indigenous people (rights- and stakeholders)?	How did the project support the needs of relevant stakeholders?	o Strength of the link between needs of stakeholders and project outputs o Degree of involvement and inclusiveness of stakeholders	o Project partners o Project Reports o Stakeholder engagement reports	o Document analysis o Interviews
	Has the implementation of the project been inclusive of all relevant stakeholders?			
	Were local beneficiaries adequately involved in project design and implementation?			
How has gender empowerment and inclusion of vulnerable groups been handled in the project?		Inclusive stakeholder involvement	PIRs, meeting minutes, reports, interview records	Desktop analysis and interviews

Annex 3: List of documents reviewed

Project Documents:

1. The GEF Project Identification Form (PIF)
2. The Project Document (ProDoc)
3. Minutes of the ePAC meeting held on 7 February, 2014
4. The Project Document (original and revised, and including the project Inception Report)
5. Project implementation reports (APR/PIR's – 2014 to 2017)
6. Annual work plans
7. Reports on specific project activities, including: inauguration events (training centre, anti-poaching camp and awareness billboards); Wildlife Day Celebrations; law enforcement training, concept note for de-horning of rhinos and for a regional law enforcement workshop.
8. Project Budget
9. Project Procurement Plan
10. Financial Data including Combined Delivery Reports (CDR), Co-financing letters, Annual Audit Reports
11. Management Effectiveness Tracking Tools (METT) and Financial Sustainability Scorecard
12. Social and Environmental Screening Protocol (filled in at project initiation)
13. Capacity Development Scorecard
14. Midterm Review Report
15. Management Response to the Midterm Review
16. Minutes of the Project Steering Committee Meetings
17. Relevant Specialist Reports (including the Integrated Fire Management Plan, Fire Management Operation Plans and Monitoring Plans for Khaudum and Etosha National Parks; the National Law Enforcement Strategy; the Financial Feasibility Plan for the Roll-out of the Computerised Entry and Payment System; the Integrated Financial Sustainability Plan for Protected Areas)
18. Sustainability Plan for the PASS Project (2017, Draft)
19. Media releases, promotional flyer
20. Financial and Administration guidelines

GEF Documents:

✓ The GEF Completion Report guidelines
✓ GEF IEO 2017 Guidelines for conducting Terminal Evaluations
✓ The GEF 5 Strategy

UNDP Documents:

✓ Development Assistance Framework (UNDAF) for Namibia
✓ Country Programme Action Plan (CPAP) for Namibia
✓ UNDP Guidance for conducting terminal evaluations of GEF-financed, UNDP-supported Full Sized Projects
✓ M & E Operational Guidelines, UNDP Monitoring and Evaluation Framework

National documents:

✓ Namibia's National Biodiversity Strategy and Action Plan v.2
✓ The National Development Plan 5
✓ The National Policy on Community Based Natural Resource Management (2013)
✓ The National Policy on Human-Wildlife Conflict Management (2009)
✓ Baseline Assessment on Protected Area Financing in Namibia (2016)
✓ MET/NACSO: The State of Community Conservation in Namibia – 2014, 2015, 2016

Annex 4: In-country mission itinerary

Date	Time	Activity	Overnight
Wednesday 21 Feb	13.25	Consultant arrives in Windhoek	Windhoek
Thursday 22 Feb	09.00 – 12.00	Inception Meeting with UNDP and PMU at UNDP	Windhoek
	14.00 –	Document Review	
Friday 23 Feb	08.00 – 13.00	Stakeholder meetings: Dept. of Forestry; MET (Finance); MET staff	Windhoek
	14.00 – 17.00	Meeting with Advocate Small Meetings with MET staff	
Saturday 24 Feb		Document Review	Windhoek
Sunday 25 Feb		Document Review Travel to Waterberg National Park	Waterberg Wilderness Lodge
Monday 26 Feb	AM	• Travel to and assess Law Enforcement Training Centre • Assess Waterberg anti-poaching camps • Interviews: Park Warden and Rangers	
	PM	Travel to Rundu	Rundu (Omashare Hotel)
Tuesday 27 Feb	09.00 – 12.00	Meeting: Regional Head for north-east regions and other regional MET staff, in Rundu	Popa Falls Resort
	Afternoon	Travel to Kikera. Meet with Representatives of Community Conservancies (George Mukoya and Muduva Nyangana); Travel to Divundu.	
Wednesday 28/02	08.00 – 13.00	Assessment of AP camps in Buffalo Core Area (Nova and Delta), Bwabwata West; demonstration of Amphibious boats; interviews with Park Warden, Rangers and other anti-poaching personnel	Namushasha Lodge, Kwando River
	13.00 – 18.00	Travel to Bwabwata East. Meeting with park warden and ranger, assessment of Gwesha and Mukwanyati AP camps and group discussions with Special Field Forces units	
Thursday 1 March	08.00 – 19.00	Travel to Etosha National Park	Mokuti Lodge
Friday 2 March	08.00 – 10.00	Meeting with Chief Warden, and wardens (Etosha East and Halali)	
	10.00 – 13.00	Assessment of AP camps in Etosha East (Namutoni – Osiovelo)	
	13.00 – 16.00	Travel to Okaukuejo; meet with DD, Etosha, Chief Control Warden, Chief Warden, Wardens and other park staff	Okaukuejo (NWR)
	16.00 – 18.00	Assessment of park entry system at Anderson Gate and Okaukuejo Paypoint	
Saturday 3 March	08.00 – 15.00	Assessment of Etosha Central AP camp (Skerpioen Bult), and 3 other flycamps	
	15.00 – 18.00	Travel to Dolomite Camp; meeting with Warden (Etosha West)	Dolomite Camp

Sunday 4 March		Travel to Kunene Region via Kamnjab and Grootberg Pass	Palmwag Lodge
Monday 5 March	08.00 – 09.00	Meeting: Save the Rhino Trust, MET staff; Special Field Forces at Palmwag; Joint Assessment of AP camps in Palmwag Concession Area	Grootberg Lodge
	14.00	Assessment of AP camp at Bakondja and inspection of anti-poaching billboards on Sesfontein/Anabeb Road	
	16.00 – 18.00	Travel to Grootberg Lodge	
Tuesday 6th March	09.00 – 15.00	Travel to Windhoek	Windhoek
Weds 7th to Thursday 8 March		• Collation of data and preliminary findings • Follow-up interviews: Permanent Secretary; MET Project Director (at Daan Viljoen Nature Reserve), UNDP staff (Note: the UNDP Resident Representative was interviewed telephonically, after the in-country mission)	Windhoek
Friday 9 March	14.30	Presentation of preliminary findings to Project Steering Committee	Windhoek
Sat 10 March	08.35	Consultant departs for South Africa	

Annex 5: List of persons interviewed

Name	Institutional affiliation	Position
UNDP (Implementing Agency)		
Ms. Phemo Kgomotso	UNDP: RSC for Africa, Addis Ababa	RTA and Head: Regional Service Centre
Ms. Kiki Gbeho	UNDP Namibia	Resident Representative
Ms. Martha Naanda		Environmental Specialist, UNDP Namibia County Office (PSC Member)
Mr. Ignatius Kauvee		Project Associate
Ministry of Environment and Tourism – MET (Implementing Partner/Executing Agency)		
Dr. Malan Lindique	Ministry of Environment and Tourism (MET)	Permanent Secretary
Ms L. Mupetami		Deputy Permanent Secretary, Natural Resources Management (Chairperson: PSC)
Mr. Colgar Sikopo		Director: Wildlife and National Parks (PASS National Project Coordinator, PSC Member)
Ms. Tukaleni Emvula		Deputy Director: Administration, Finance, and Resource Management (PSC member)
Ms. Elly Hamunyela		Director: Scientific Services (PSC Member)
Ms. Elise Hashikutuva		Deputy Director: Tourism (PSC Member)
Other Key Stakeholders		
Ms. Marlyn Mbapaha	Ministry of Agriculture, Water and Forestry (MAWF)	Senior Forester – Community Forests (PSC member)
Ms. Mariette Boonzaier	Office of the Prosecutor General	Prosecutor General (PSC Member)
Colonel F. T Rugharo	Ministry of Defence	Senior Staff Officer, Legal Services (PSC Member)
Colonel W. Morkel	Ministry of Defence	Senior Staff Officer, Military School (PSC Member)
Advocate Danie Small	Retired Former Deputy Prosecutor General of Namibia	PASS Lead Consultant and Facilitator on training courses on Wildlife Crime Investigations and Prosecution
Mr. Michael Sibalatani	MET: NAMParks Projects	NAMParks Project Manager (and former manager: SPAN project)
Project Management Unit (PMU)		
Mr. Jonas Heita	MET – PASS Project	Project Manager
Mr. Kosmas Shilongo		Field Coordinator (North-East)
Ms. Victoria Jason		CEPS Maintenance IT Technician / Systems Administrator (Etosha)
Ms. Pewa Iyambo		IT Technician (assisting the PMU)
Ms. Raili Hasheela		Technical Advisor
Ms. Tertu Iileka		Project Assistant (UNDP Intern)
Waterberg Plateau National Park		
Mr. Manie le Roux	Ministry of Environment and Tourism (MET)	Chief Control Warden: Central Parks (Windhoek)
Mr. David Masen		Warden: Waterberg Plateau National Park

Name	Institutional affiliation	Position
North East Regions (Kavango and Zambezi)		
Mr. Apollinarius Kannyinga	Ministry of Environment and Tourism (MET)	Deputy Director: North-East Regions (Rundu)
Mr Leveerty Muyoba	Ministry of Environment and Tourism	NAMParks 4 , Project Coordinator, Northeast regions (Rundu)
Mr. Sylvester Sikongo		Works Inspector, Maintenance, Northeast regions (Rundu)
Ms. Hilde Iileka		CBNRM Warden: Khaudum North (Rundu)
Mr. Wilbard Mukena		Ranger, CBNRM Sub-division, North-East Regions (Rundu)
Mr. Jonas Hausiku		Warden: Bwabwata West (Mahango)
Mr. Chester Kamwi		Assistant Ranger: Bwabwata West (Mahango)
Ms. Ellen Simataa		Warden: Bwabwata East (Susuwe)
Mr. Bollen Zingolo		Ranger: Bwabwata East (Susuwe)
Ms. Felicia Katupisa	Bwabwata National Park – Karamacan Association	Former Operational Manager, Khwee Community residing in Bwabwata National Park (Multiple Use Area)
Warrant Officer Joseph Immanuel (and patrol team, Mukwenyati Camp)	NAMPOL: Special Field Forces	Commander: Mukwenyati Anti-poaching Patrol Camp, Bwabwata East
Warrant Officer Simon Manyatela (and patrol team, Gwesha Camp)		Commander: Gwesha Anti-poaching Patrol Camp Camp, Bwabwata East
NE Region Community Conservancy/Forest Representatives		
Mr Jacob Hamutenya	George Mukoya Conservancy/Community Forest	Chairperson
Mr Lucia Kandjendje		Vice Chairperson
Mr. Andrew Shashipapo		Manager
Mr. Simon Kavaru		Member
Mr Max Muyemburuko	Muduva Nyangana Conservancy/Community Forest	Chairperson
Mr Laurence Lirumba		Coordinator
Mr John Haingura		Treasurer
Mr Bartholomeus Dikuwa		Secretary
Etosha National Park		
Mr. Pierre du Preez	Ministry of Environment and Tourism (MET)	Deputy Director: Etosha National Park (Okaukuejo)
Mr. Evaristo Nghiilai		Chief Control Warden: Etosha National Park (Okaukuejo)
Mr. Namandje Amunime		Chief Warden: Etosha Central (Okaukuejo)
Mr. Bonny Simataa		Chief Warden: Etosha East (Namutoni)
Mr. Martin Herman		Warden: Etosha East (Namutoni)
Ms. Petrina Ndumbu		Warden: Etosha East (Halali)
Mr. Joseph Tashiya		Warden: Etosha West (Otjovasandu)
Mr. Gabriel Shatumbu		Pilot/Warden: Etosha National Park (Okaukuejo)
Ms. Linda Nambinga		Revenue Administrative Officer (Okaukuejo, Etosha)
Mr. John Shilipipo		Gate Entry Official (Anderson Gate, Etosha NP)

Name	Institutional affiliation	Position
Warrant Officer Lucky Kunene	Namibian Defence Force (NDF)	Commander Anti-poaching Ops HQ, Skerpioen Bult, Etosha (and team members)
North West Regions (Kunene and Erongo)		
Mr. Christopher Munwela	Ministry of Environment and Tourism (MET)	Deputy Director: North-West Regions (Outjo)
Mr. Amon Uararavi		Ranger: Sesfontein
Mr. Simson Uri-Khob	Save the Rhino Trust (SRT)	Chief Executive Officer, Palmwag
Chief Inspector Romanus Amulungu	Namibian Police (NAMPOL) – Special Field Force (SFF)	Chief Inspector / Commander, anti-poaching operations, Palmwag

Annex 6: Leveraged commitments of funds for future work

Financer	*Type of institution	Type of co-finance		
		In-kind	Cash	Total
GIZ	International agency	24,333,333.33		24,333,333.33
KfW	International Development Bank	73,000,000.33		73,000,000.33
US Embassy	Embassy	15,166,666.67		15,166,666.67
Angolan Embassy	Embassy		416.67	416.67
Chinese Embassy	Embassy		16,666.76	16,666.76
WWF	International NGO	1,141,666.70		1,141,666.70
Nambia Wildlife Resorts	Namibian Parastatal		2,500.00	2,500.00
Agro-Marketing and Trade Agency (AMTA)	Namibian Parastatal	8,333.33		8,333.33
Onguma Game Reserve	Local private sector	12,500.00		12,500.00
Novel Ford	Private Sector		833.33	833.33
Erongo Red	Local Private sector		833.33	833.33
Namib Mills	Local Private sector		1,666.67	1,666.67
Denchi Consulting Engineers	Local Private sector		833.33	833.33
Hangana Sea Food	Local Private sector		833.33	833.33
Innosun Energy	Local Private sector		1,666.67	1,666.67
Swakop Uranium	Local Private sector		833.33	833.33
Namibia Fish Consumption Promotion Trust (NFCPT)	Local Private sector	12,500.00		12,500.00
Total		51,668,333.67	210,160.34	108,411,827.37

Annex 7: Alignment between the PASS Project and UNDP strategic priorities

6.1. The Sustainable Development Goals (SDGs)

The project contributes directly towards achievement of the following SDG targets:

SDG 1 (No poverty), target 1.5, to build the resilience of the poor and those in vulnerable situations, by reducing their exposure and vulnerability to climate-related extreme events (i.e. damaging fires), and other economic, social and environmental shocks and disturbances (i.e. poaching and other forms of wildlife crime, that erode the wildlife resource base on which economic development, both nationally and locally, is based in Namibia)

SDG 13 (Climate Change), Target 13.1: Strengthen resilience and adaptive capacity to climate related hazards (i.e. through increased capacity for integrated fire management)

SDG 15 (Life on Land), targets 15.1 (ensure conservation and sustainable use of terrestrial ecosystems and their services), 15.a (mobilize resources to conserve and sustainably use biodiversity and ecosystems), and 15.c (combat poaching and trafficking of protected species)

SDG 16 (Strong Institutions), target 16.7, to ensure responsive, inclusive, participatory and representative decision-making at all levels (served by strengthening community management forums)

SDG 17 (Partnerships for the Goals), Target 17.9 (implement effective and targeted capacity building to support national plans to implement the SDGs) and 17.17 (encourage and promote effective public, public-private and civil society partnerships)

6.2. The Aichi Biodiversity Targets

The project contributes to achievement of the following ABTs:

ABT 1: Increased awareness of the value of biodiversity (achieved through an anti-poaching public awareness-raising campaign; training courses for rangers, investigators and prosecutors; and mainstreaming the importance of protected areas into development of the KAZA TFCA Tourism Route)

ABT 11: Protected areas effectively managed (through strengthened financial sustainability, increased capacity for anti-poaching and integrated fire management)

ABT 12: Conservation status of species in decline is improved, and extinction prevented (through effecting a decrease in poaching of rhinos and elephants)

ABT 20: Mobilization of resources (through development of a sustainable financing implementation plan for PAs and through securing leveraged co-finance and commitments for future activities)

6.3. Alignment with the UNDP Ecosystems and Biodiversity Strategy 2012 - 2020

a) **Strengthening protected area systems and their ability to conserve biodiversity through**:
- Improvement in protected area policies and the broader policy environment to enable effective management of PAs (support for enactment of the Wildlife Management Bill; Integrated Fire Management Strategy; Law Enforcement Strategy)
- Increased protection of vulnerable species (rhinos and elephants)
- Improved management effectiveness by preventing and mitigating threats (poaching and wildlife crime), upgrading management planning (integrated fire management and adoption of SOPs for fire management)
- Strengthening capacity (for revenue collection, enforcement and fire management)

b) **Promoting access to innovative and effective financial mechanisms, throug**h:
- Supporting the development of sustainable financing plans
- Identifying a diverse portfolio of sustainable financing mechanisms
- Strengthening financial planning for PAs (through institutional and policy interventions)
- Securing leveraged funds to support ongoing PA strengthening (e.g. Yahoo Japan, local private sector partners)

c) **Enabling protected areas to secure local and sustainable livelihoods by:**
- Partnering with indigenous and local communities (conservancies surrounding targeted PAs)
- Strengthening governance systems by revitalization of community management forums, to promote conservation of species threatened by illegal and unregulated activities
- Mitigating and preventing threats to natural resources (by strengthening capacity for enforcement and improving fire management).

Annex 8: Evaluation Consultant Code of Conduct and Agreement Form

Evaluators:

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

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Evaluation Consultant Agreement Form[21]

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

Name of Consultant: ___Dr Mandy Jane Cadman_____

Name of Consultancy Organization (where relevant)**:** __N/A_____

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

Signed at Place: _Port Elizabeth, South Africa_____ **on Date:** __19 February 2018_____

Signature: _____   *M-J. Cadman .*   _____

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[21]www.unevaluation.org/unegcodeofconduct