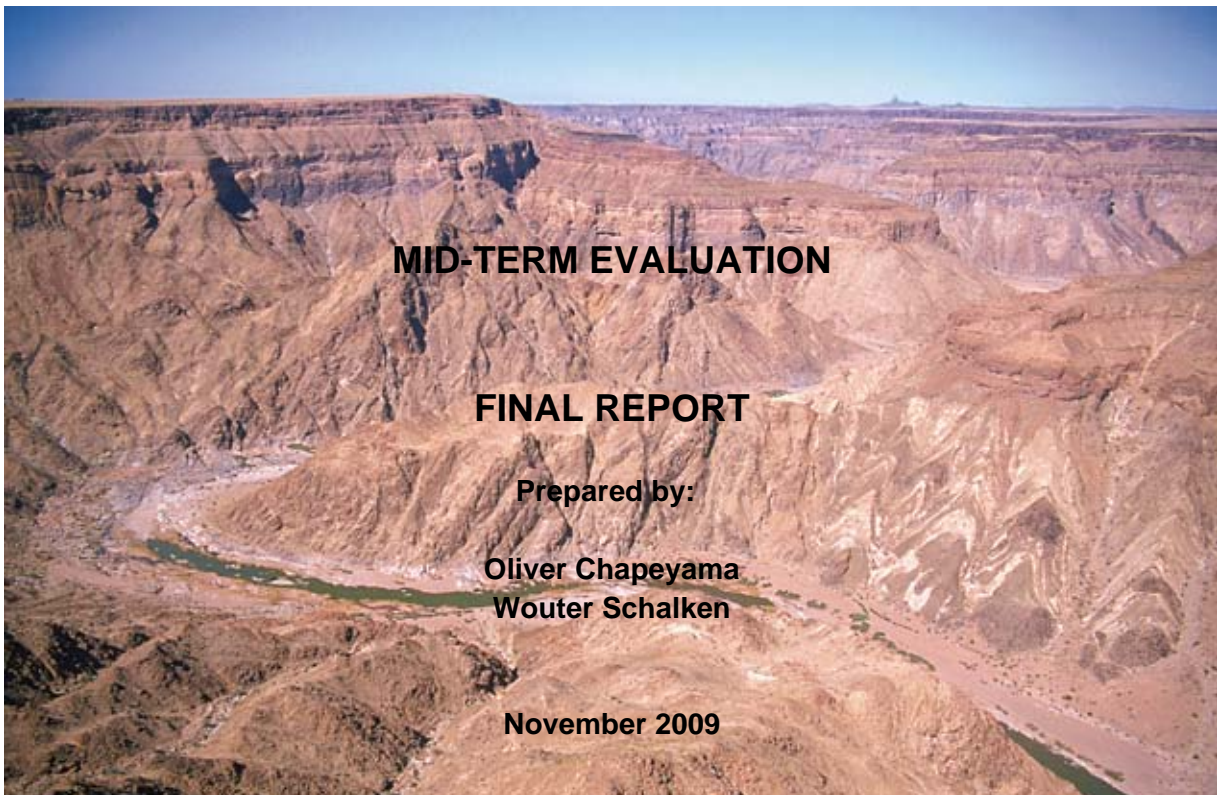




STRENGTHENING THE PROTECTED AREA NETWORK

(SPAN)



MID-TERM EVALUATION

FINAL REPORT

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LIST OF ACRONYMS

BMM	Bwabwata-Mudumu-Mamili
CBD	Convention on Biodiversity
CBNRM	Community-based Natural Resources Management
CITES	International Convention on Trade in Endangered Species
CoP	Conference of the Parties
CPP-Nam	Community Partnership Programme
FENATA	Federation of Namibian Tourism Associations
GEF	Global Environmental Facility
EU-RPRP	European Union Rural Poverty Reduction Project
FTA	Financial Transformation Advisor
GPTF	Game Products Trust Fund
GTZ	German Development Agency
HIV/AIDS	Human Immunodeficiency Virus Acquired Immune Deficiency Syndrome
HRTA	Human Resources Transformation Advisor
ICEMA	Integrated Community Based Ecosystem Management Project
IRDNC	Integrated Rural Development and nature Conservation
KfW	German Development Bank
M&E	Monitoring and Evaluation
MCA	Millennium Challenge Account
MET	Ministry of Environment and Tourism
NAMETT	Namibia Monitoring & Evaluation Tracking Tool
NBSAP	National Biodiversity Strategy and Action Plan
NACOMA	Namibian Coast Conservation and Management Project
NDP	National Development Plan
NGO	Non-Governmental Organization
NTB	Namibia Tourism Board
NWR	Namibia Wildlife Resorts
N\$	Namibian Dollar
PA	Protected Area
PAC	Project Advisory Committee
PDF	Project Development Fund
PMU	Project Management Unit
SADC	Southern Africa Development Community
SANParks	South Africa National Parks
SGP	Special Grants Programme
SPAN	Strengthening the Protected Area Network Project
TFCA	Transfrontier Conservation Area
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
USFWS	United States Fishery & Wildlife Services

Executive Summary

This report details the findings and recommendations of a Mid-Term Evaluation of the Strengthening Protected Area Network (SPAN) project. The evaluation was conducted by Oliver Chapeyama and Wouter Schalken between September and November 2009 to assess the project's implementation results and impacts as required by the UNDP/GEF Monitoring and Evaluation Policy. Specifically, the evaluation was conducted to achieve the following objectives:

- To assess overall performance against the project objectives as set out in Project Document and other related documents
- To assess the effectiveness and efficiency of the Project
- To critically analyze the implementation and management arrangements of the Project
- To list and document initial lessons concerning Project design, implementation and management
- To assess Project outcomes to date and review planned strategies and plans for achieving the overall objectives of the Project within the timeframe
- To assess Project relevance to national priorities
- To provide guidance for the future Project activities and, if necessary, for the implementation and management arrangements.

The SPAN Project is a Nationally Executed project that is implemented through the Ministry of Environment and Tourism with financial support from UNDP GEF. Total project budget is US\$ 8.5 million. The project was designed in 2004/5 for implementation over a six year period with a provision for a second phase thereafter. SPAN is divided into two phases. The first phase which will be implemented over a six year period focuses on three broad areas of intervention: 1) strengthening systemic capacity, namely the enabling legal/policy environment and financial mechanisms for protected area (PA) management; 2) strengthening the institutional capacity for PA management; and 3) demonstrating new ways and means of PA management, including partnerships with other government agencies, local communities and the private sector, to

promote the creation of a sustainable network of protected areas. At the time of project conceptualization, the understanding was that the achievements of Phase 1, would be used as a foundation for a second project phase that was to focus on the further consolidation and expansion of the protected area network through the establishment of new protected area categories that would facilitate the creation of protected areas on non-State land and to strengthen private reserves.

Throughout the project, strong emphasis is placed on the replication of best practices within Namibia and elsewhere through proactive knowledge management.

The project was designed to address the generally poor state of PAs in Namibia with insufficient infrastructure and poor management due to a systemic undervaluation as reflected by insufficient system financing. In addition, the following barriers also hinder sustainable management of parks: a fragmented policy framework; weak institutional capacities, weak human capacities for protected area operations, incomplete bio-geographic coverage, and the absence of tested mechanisms for public-private-community partnerships. The results achieved under each of the project outcomes at mid-term were:

Outcome 1: Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness.

The Protected Areas and Wildlife Management Bill has been under development for the past twelve years. With assistance of the SPAN project, an innovative and updated version of the draft Protected Areas & Wildlife Management Bill has been produced that addresses Namibia's objectives as formulated in NDP III. The Bill is however held up and undergoing internal review at MET.

While the consultative process on the Bill goes on, the Project has produced policies on diverse issues including Human Wildlife Conflict, Concessioning and Parks and Neighbours which are proving to be useful instruments that the Project can focus on having implemented in the interim.

The findings of the Economic Value and Financing of Namibia's Protected Areas have resulted in an increase in budget allocations to the Wildlife Directorate by government of the order of 310%. These increased allocations are however for park infrastructure rehabilitation and development and do not therefore go into improving park level management effectiveness.

The Ministry of Finance has also approved that MET be allowed to retain 25% of annual park entrance fees and make these available through the GPTF for the development of various infrastructure projects.

A framework for knowledge management has been created through the Event/Incident Book system. However, the KM outcomes show large discrepancies at field demonstration sites. A

very comprehensive information and publicity campaign on the project has been instituted with brochures and fact sheets on Parks produced. This has resulted in very high visibility for the project. The Project also organised the Etosha 100 celebrations in 2007 which drew world-wide attention. Over the remainder of the project life, focus will be placed on augmenting the NGO-Government Information System as a way of consolidating park conservation information.

Outcome 2: Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources.

MET has committed to restructuring and devolution of decision making functions including financial management to park level. Pilot initiatives in priority parks focusing on the management of procurement processes have been introduced the delegation of approval of purchase requisitions from Head Quarters to the park level following annual procurement plans that have been drawn up. In addition, the FTA is working with MET management to institutionalize the designation of parks as cost centres in their own right.

At mid-term review, 15 concessions had been awarded through the business development efforts with one such concession awarded directly to a community adjacent to Khaudum National Park in the North East of the country with other concessions awarded for lodge development in NNK Park.

Revenue streams from concessions brought in around N\$ 15 million in 2008 as opposed to the N\$ 1.5 million yielded in the past.

Devolution of control over procurement and budget needs to be done in concert with human resource management skills enhancement. It is anticipated that the performance management system initiated in 2006 will be institutionalised following the recent recruitment of a Human Resources Transformation Advisor. Already a training task force has been established within the DPWM and a training plan drawn up. Up to thirty training opportunities involving more than three hundred staff have been offered. In addition to training, a number of incentive schemes have been developed in order to motivate staff in their positions. The HRTA is also in the process of developing a Performance Management System in collaboration with the Prime Minister's Office which is developing a nationwide PMS.

Business Plans have so far been developed and adopted for Etosha National Park, /Ai-/Ais and Sperrgebiet National Parks, BMM and Kunene Peoples Park. Training in business planning has also been offered and reference materials on the training produced for use by park managers going forward.

It is clear from the about analysis of achievements under Outcome 2 that progress has been held back by the lack of internal capacity to initiate some of the work even though it had been identified as important for the project to achieve results. It is expected that with both the FTA and HRTA now on board, these initiatives can be embarked upon with earnest. The evaluation

team evaluated this Outcome as not having been achieved principally on account of limited in-house skills.

Outcome 3: PA management know-how is expanded and reinforced through innovative field management demonstration.

The SPAN project has established very successful demonstration sites at four sites around the country that are manned by Technical coordinators to demonstrate innovative park management. The presence of field coordinators at the Ai-Ais/Sperrgebiet demo site and at BMM complex is highly regarded by both MET staff and other stakeholders. It creates an effectiveness that has been lacking within MET own structures as well as short and effective communication between MET and other stakeholders through the facilitation by these coordinators. In addition, these coordinators have been able to effectively integrate the implementation of other programmes into the PA initiative.

At BMM, the project is on the threshold of achieving its best and most progressive management cooperation achievements especially if it can strengthen its efforts in kick-starting the Bwabwata Technical Steering Committee and clarifying its roles and responsibilities.

Overall project performance at midterm is rated as Successful **(S)**.

In addition to the results discussed above, the project has also yielded lessons that the evaluation team present for consideration in the design and implementation of projects and programmes targeting similar concerns that GEF might fund in other countries and regions worldwide.

1. There is need to understand the environmental, social, economic and political context within which large framework projects such as SPAN are to be implemented.

The SPAN project was conceived as a framework initiative for the multiplicity of environment and development projects that were under implementation in Namibia. This explains why the project covers a variety of aspects from establishing a network of protected areas including core protected areas, communal land conservancies and commercial farming land to including all biomes that are represented in Namibia. Projects with such wide scopes are usually threatened by stakeholders holding out for their own interests. To avoid this, the SPAN project was preceded by a comprehensive situation analysis which provided a clear overview of the issues of concern in the country at the time of project design. A key initiative in this initial scan was the Study on the Economic Value and Financing of Namibia's Protected Areas that was commissioned in 2004 to assess the value of PAs to Namibia's economy.

2. Framework projects should be structured so as to build on the successes of already on-going initiatives.

The SPAN project is structured in such a way as to build upon the experiences of programmes that were already on-going at the time it was introduced. Namibia has had a successful community based natural resources management initiative that has been going on with support from various cooperating partners. In addition, programmes have also been developed As a result of this programme to promote effective coastal resources management. Instead of coming in to displace these already successful initiatives the SPAN project was designed to compliment them and focus on specific aspects that were not receiving attention. Of particular importance under this lesson was the fact that SPAN has managed to leverage additional financial resources from these initiatives thereby ensuring that there was adequate funding for the activities envisaged under the project.

3. There is need to ensure that all stakeholders with interests in the subject that projects address are identified and roles and responsibilities are assigned at the outset to promote effective participation in project implementation.

A comprehensive stakeholder identification process was engaged upon at the design of SPAN which resulted in the development of a stakeholder engagement plan which the PMU has been using since project inception.

4. Projects that deal with biodiversity management and access to land and other resources cut across various sectors and can therefore generate conflicts. Such projects require respected champions that promote their cause for them to take off.

The SPAN project was the brainchild of Dr Malan Lindique who is an internationally renowned and respected Namibian conservation scientist. His passion for the re-establishment of a contiguous wildlife migration corridor between Etosha National Park to Skeleton Coast National Park among other project objective drove the design of SPAN. The project has also benefitted from a highly motivated PMU that is headed by a passionate Project Coordinator which explains why some activities have produced results that far exceed targets.

5. Projects that engage nationals and or residents of recipient countries as coordinators benefit from the intimate knowledge of local conditions that these professional possess. This knowledge facilitates the quick mobilization of project implementation and the effective management of sensitive or potentially conflictual issues around projects.

Most donor funded development projects engage expatriate coordinators with international project management experience to head up PMUs that include locally hired professional and administrative staff. While this management model facilitates the bringing in of experiences from elsewhere, the opportunity for engaging locals with intimate local knowledge for coordinator positions is lost. Southern African countries now have a rich pool of experts who are qualified to occupy these executive positions. The SPAN Project involves the management of resources that are considered valuable by a variety of interest groups and could therefore generate

conflicts. The engagement of a Namibian resident for the position of Project Coordinator has helped with steering the SPAN project through these potential conflicts. In addition, the recruitment of young female Namibian Project Assistants has helped address the issues of gender and sustainability under this project.

6. Complex projects which include working with government entities require adaptive management for them to achieve intended results.

Government processes are generally slow. A good example is that of the process of developing the Protected Areas and Wildlife Management Bill which has taken the better part of 12 years. This slow pace of project implementation can stall projects unless project management adopt adaptive management as an integral part of their project management approaches. SPAN project managers have adjusted plans and programme in response to the situation obtaining on the ground resulting in them achieving results around issues that were proving to be contentious.

The evaluation process concludes with the following observations and recommendations for enhancing the effectiveness of the implementation of the SPAN project between the mid-term stage and the end of project in three years time. It is recommended that:

1. **The PMU takes a fresh look at those areas where targets have been exceeded and update targets and indicators for those activities that require support between now and the end of the project.**
2. **The Project considers identifying one smaller park where they can focus their attention on demonstrating effective management at a scale that most stakeholders can relate to.**
3. **Over the next three years SPAN redefines the Phase 1 targets and indicators to address issues that were originally mooted for Phase 2. This way the investment that has gone into Phase 1 will not be lost.**
4. **The SPAN PMU and relevant stakeholders further assess the utility of NAMETT given their experience to date and develop an assessment tool that adequately addresses more than just process indicators of PA management. NAMETT should also assess progress with issues such as ecosystems health which are important for assessing management effectiveness at park level.**
5. **The Project refocus its efforts away from these protracted processes and concentrate on the implementation of the policies that it has invested in developing and use the outcomes from the processes to inform management decision making in government.**
6. **The SPAN project focus its attention on these two initiatives so they can become the laboratory from which other entities in government can learn from.**

- 7. The UNDP Country Office engage with responsible authorities in MET to formulate a strategy to be used in expediting recruitment for the positions on the project so that the momentum that has been generated by the project achievements to date is not lost.**
- 8. Government clearly articulate their position with regards to the inclusion of private land into these management systems especially with regards to the concept of co-management of natural resources.**

1.0 INTRODUCTION

The Strengthening Protected Area Network (SPAN) project is a Nationally Executed project that is implemented through the Ministry of Environment and Tourism with financial support from UNDP GEF. Total project budget is US\$ 8.5 million. The project was designed in 2004/5 for implementation over a six year period with a provision for a second phase thereafter. In designing the project, the Ministry of Environment and Tourism (MET) was taking advantage of funding opportunities from the GEF to spearhead the long-overdue upgrading of Namibia's protected area system. Senior management at the MET took direct and personal interest in the conceptualisation of the project which is designed as a 6 year intervention between 2006 and 2012.

SPAN is divided into two phases. The first phase which will be implemented over a six year period focuses on three broad areas of intervention: 1) strengthening systemic capacity, namely the enabling legal/policy environment and financial mechanisms for protected area (PA) management; 2) strengthening the institutional capacity for PA management; and 3) demonstrating new ways and means of PA management, including partnerships with other government agencies, local communities and the private sector, to promote the creation of a sustainable network of protected areas. These interventions are critical to improve management effectiveness in the PA system as a whole. Activities under each component will focus on the removal of barriers hindering the management performance of the protected area system. At the time of project conceptualization, the understanding was that the achievements of Phase 1, would be used as a foundation for a second project phase that was to focus on the further consolidation and expansion of the protected area network through the establishment of new protected area categories that would facilitate the creation of protected areas on non-State land and to strengthen private reserves.

Throughout the project, strong emphasis is placed on the replication of best practices within Namibia and elsewhere through proactive knowledge management.

1.1 Purpose of the Evaluation

The Monitoring and Evaluation Policy (M&E Policy) at the project level in UNDP/GEF has four objectives to:

- a) Monitor and evaluate results and impacts;
- b) Provide a basis for decision making on necessary amendments and improvements;
- c) Promote accountability for resource use; and
- d) Document, provide feedback on, and disseminate lessons learned.

The mid-term evaluation is intended to provide a comprehensive overall assessment at mid-term of the project and provides an opportunity to critically assess administrative and technical strategic issues and constraints.

The evaluation should provide recommendations for strategies, approaches and/or activities to improve the potential of the project to achieve expected outcomes and meet objectives within the project timeframe. Findings of this evaluation will be incorporated as recommendations for enhanced implementation of the current project phase as well as for the design of the subsequent project phases.

The purpose of the Mid-Term Evaluation is:

- to assess overall performance against the project objectives as set out in Project Document and other related documents;
- to assess the effectiveness and efficiency of the Project;
- to critically analyze the implementation and management arrangements of the Project;
- to list and document initial lessons concerning Project design, implementation and management;
- to assess Project outcomes to date and review planned strategies and plans for achieving the overall objectives of the Project within the timeframe;
- to assess Project relevance to national priorities;
- to provide guidance for the future Project activities and, if necessary, for the implementation and management arrangements.

1.2 Key issues addressed in the Evaluation

The evaluation of the SPAN project was conducted to address the following issues:

(1) Project Design – A review the original project intervention strategy including objectives, outcomes, outputs and activities was conducted to assess the quality of the design and the delivery of planned outcomes. The review of the project design focused on the project conceptualization, effectiveness, relevance as well as the project's potential for implementation. A review of the project Logical Framework, as amended, was conducted as part of this process.

(2) Project Progress and Impact – An assessment of the project achievements was conducted against the objectives and outcomes as stated in the Logframe. An assessment of the indicators of progress was also conducted to test the objectivity of these indicators. Of special importance regarding project progress and impact was the Namibia Management Effectiveness Tracking Tool for measuring management effectiveness in protected area. This tool was evaluated for its utility with recommendations being made for its improvement.

(3) Project Implementation – The evaluation team reviewed the processes that were used in the implementation of the project with specific focus on the following aspects as detailed in the Terms of Reference:

- a. Project management arrangements: A review of the effectiveness of the UNDP Regional Office, the UNDP Country Office, the Project Management Unit (SPAN PMU), SPAN Project Appraisal Committee (PAC);
- b. A review of the effectiveness of the field demonstration sites in terms of generating lessons for improved protected area management;
- c. An assessment of the quality and timeliness of delivering on project outputs and activities. This assessment included a review of the extent to which project management had worked with Government of Namibia counterparts, other UNDP-GEF funded projects as well as with development agencies that were funding projects in the sector. The following are some of the partners that were reviewed: GEF-supported projects (ICEMA, NACOMA, CPP-NAM, SGP), UNDP, Government counterparts (Ministry of Environment and Tourism; Mines and Energy; Fisheries and Marine Resources), bilateral-funded projects (USAID, KfW, EU-RPRP, Conservation International, Millennium Challenge Account, GTZ); PMU; demonstration sites (Etosha-Skeleton Coast, //Ai-Ais, Bwabwata-Madumu-Mamili) and private companies (NAMDEB, NWR, NTB);
- d. A review of the financial management systems including the project budget and the project expenditure status. This review included an assessment of the extent to which the pledged co-financing had been secured; and
- e. The extent to which the Project Implementation team applied adaptive management in response to changing environmental conditions around the project.

1.3 Methodology of the Evaluation

The evaluation process involved:

- the review of project related documents;
- interviews with policy makers and project managers at various levels;
- field visits, and interviews with stakeholders including selected project beneficiaries.

The consulting team reviewed national legislation and policies relating to development planning, wildlife conservation and environmental protection in order to obtain an understanding of the context within which the project was being implemented. At the project level, the team reviewed

the project document, progress reports, financial management and audit reports, and back-to-mission reports which provided information on project implementation progress.

A specific approach to the evaluation was the conduct of stakeholder consultations. As part of this process, interviews were conducted with policy makers in the Ministry of Environment and Tourism, Ministry of Trade and Industry and at UNDP. The evaluation team also met with representatives of various non-governmental organizations and private sector entities that the SPAN project has established strategic partnerships with in the implementation of the project. These include organizations such as Namibia Nature Foundation, IRDNC, and FENATA.

At the project level the team had briefing sessions and constant interaction with the Project Management Unit staff in Windhoek as well as Project Coordinators in the field in order to obtain a clear sense of issues related to the implementation of the project. Field visits were conducted to the field demonstration sites in the North east, around Etosha and in the south of the country where site meeting and targeted interviews were conducted with MET staff, lodge operators and some community representatives to establish the extent to which the project has had an impact on biodiversity management on the ground.

An out-briefing session was held with project management and with management at the UNDP Country Office at the end of the data gathering process.

The evaluation was based on the GEF Project Review Criteria and looked at the following elements:

- a) Implementation approach;
- b) Country ownership/Driveness;
- c) Stakeholder participation/ Public Involvement;
- d) Sustainability;
- e) Replication approach;
- f) Financial planning;
- g) Cost-effectiveness;
- h) Monitoring and evaluation.

A major constraint faced by the team was the unavailability of some critical stakeholders at both national level and project site level. In addition, the time allocated to consultations was also limited which made it difficult for the team to contact and interview a representative sample of community representatives in the field. But then again SPAN is targeting strengthening the Protected Area Network. As a result of this, this report is based largely on the views of government representatives and the review of project documents including project progress reports.

1.4 Structure of the Report

A brief Executive Summary covering major findings of the evaluation is given at the beginning of this report. This is followed by Section 1 which provides background and context to the project and describes the objectives of the terminal evaluation.

Section 2 provides an assessment of the project concept and design, objectives and activities. This also includes a discussion of any design changes that were implemented since the mid-term evaluation and how these have assisted with the realization of project objectives.

Section 3 describes project implementation arrangements and covers institutional arrangements, financial management as well as stakeholder participation.

Section 4 analyses the project's outputs. Each project component is evaluated for the results or outputs it has produced. These are then measured against agreed to indicators and targets.

The project impacts and sustainability are analyzed in Section 5 which is followed by an assessment of Lessons Learnt in Section 6 and Conclusions and Recommendations in Section 7.

Section 8 shows the reference material used in compiling this report.

Finally a list of Annexes is attached. These include the Project Logframe as amended, Revised Indicators and Targets, Terms of Reference, List of people interviewed and an Itinerary for the evaluation.

2.0 PROJECT CONCEPT AND DESIGN

2.1 The Project and its Development Context

Namibia's dryland ecosystems are a globally significant repository of biodiversity, acclaimed for their species richness, habitat diversity and biological distinctiveness. The country has established an impressive system of resource management approaches through the development of three categories of ecosystem management. The three categories of conservation area are, State Protected Area, Communal Conservancy and Private Reserves.

State Protected Areas are managed by the State and constitute a cornerstone of its conservation programme. These areas are purposely geared to satisfying biodiversity conservation objectives. With the exception of small recreational reserves, these areas provide the lynchpin of the conservation strategy for the following reasons: they protect larger blocks of habitat than is usually possible in a conservancy or private reserve, they enjoy higher long-term land tenure security, and they allow a more intensive management regimen to be employed than is generally possible in production landscapes. In particular, they provide a refuge for large or dangerous animals such as elephants, lions and buffalo, which are unable to survive in settled areas. They also provide refuge for predators, which may be extirpated from hunting areas to protect game and livestock numbers. This system comprises 20 protected areas, covering 13.8% of the terrestrial area (114,000 km²).

Over the past fifteen years, Namibia has established a strong community-based natural resource programme outside State protected areas through which community groups are managing natural resources including wildlife for their own development. Communal area conservancies were established starting in 1996 after the amendment of the Nature Conservation Ordinance, granting rights to rural communities for non-consumptive and consumptive use (game for trophy hunting, human consumption, commercial sale of meat, or the capture of game for live sale) and management of the natural resources. Currently, thirty-one (31) conservancies covering an area of 79,032 km² are registered with an additional thirty sites due for registration in the near future.

In addition, 24 conservancies have been established on private freehold lands, comprising around 1000 commercial farms. Freehold conservancies do not have the same legal rights to natural resources as communal conservancies or any defined legal status and are therefore voluntary associations of commercial farms, aiming to promote conservation of natural resources. There are currently no subsidiary regulations, contracts with the Government to govern resource use, or a regular reporting mechanism to ensure sound conservation practices are applied in these private reserves. Up to 20% of Namibia's private land (freehold land) is variously estimated as being dedicated to wildlife management. This land use is propelled by the international demand for wildlife tourism and hunting, and local demand for venison.

Communal conservancies and most private reserves cater simultaneously to conservation and production uses of land, such as livestock husbandry and farming. They thus act as buffers to the State protected area system, providing a transition zone from more intensive to less intensive land uses across production landscapes, thus providing spill over areas for wildlife where movements are not hindered by fences. Taken together, the combination of State PAs and conservancies and private reserves offers some of the best prospects for protecting biodiversity in southern Africa. However, because these areas currently operate as a patchwork rather than as an integrated system, their conservation potential is undermined. There is huge potential for these areas to be woven together to form a tight, cohesive and effective network of protected areas, providing an effective buffer against threats to biodiversity. However, a number of barriers are hindering movement toward improving protected area management effectiveness. These include a fragmented policy framework; weak institutional capacities, weak human capacities for protected area operations, incomplete bio-geographic coverage, poor investment in infrastructure development resulting in deterioration of park facilities, and the absence of tested mechanisms for public-private-community partnerships.

2.1.1. Problems that the Project seeks to Address

As stated in the section above, the parks in Namibia are generally in a poor state; they have insufficient infrastructure and poor park management partly due to a systemic undervaluation of protected areas as reflected by insufficient system financing. In addition, the following barriers also hinder sustainable management of parks: a fragmented policy framework; weak institutional capacities, weak human capacities for protected area operations, incomplete bio-geographic coverage, and the absence of tested mechanisms for public-private-community partnerships.

The SPAN project was instituted to intervene so as to lift these barriers in order to improve management effectiveness specifically in State Protected Areas and on terrestrial ecosystems, as well as to complement other initiatives in ecosystem management across the country.

2.2 Immediate and Development Objectives of the Project

Project Goal: The long term development goal of the full GEF project is: ***Sustainable management of renewable natural resources protects biodiversity while contributing to equitable economic and social development.***

Project Objective: The immediate objective of the full project is: ***increased management effectiveness of the national PA network for biodiversity conservation.***

Expected Outcomes/ Results

The project design has identified three complementary project outcomes under which a number of outputs and activities were to be implemented. These are discussed below.

Outcome 1: Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness.

Under this Outcome, the SPAN project set to enhance the capacity of the broader environment or system that the project was to be implemented in. This included the enhancement of the legal and policy environment for protected area management, the improvement of the financial mechanisms for park management and the formulation of park management plans.

A major focus of the project under this Outcome is the promulgation of the Parks and Wildlife Management Act and associated Regulations. The promulgation of this legislative framework will create the enabling framework for the realization of the following results: a) creation of new categories of protected area; b) a standardized approach towards protected area management and development planning; c) a monitoring regime for protected areas; d) a framework for the management of concessions, covering tourism, hunting and other activities, defined to be compatible with the Government's conservation objectives; e) a sustainable financing mechanism for protected area management; f) the institutionalization of adequate safeguards to prevent adverse impacts from minerals prospecting and mining on biodiversity; g) the development of a cooperative and harmonized management arrangements between state protected areas and adjacent communal and private land.

Outcome 2: Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources.

This component addresses the capacity issues of park staff and the institutional organization of parks management within the MET, including research and monitoring functions. Capacity support will also be provided to other key role players in the sector including new creations such as the Namibia Wildlife Resorts, regional and local governments as well as traditional authorities.

The project will support the structural reorganization of the Ministry to improve operational and administrative efficiencies, and maximize cohesion among the MET divisions; particularly at the protected area site level. Reorganization will entail the devolution of the decision making and financial management as a way of increasing the accountability of protected area managers. This will be tested at three demonstration sites.

Institutional capacity of necessity involves training related to management. This will be implemented at the field demonstration sites with results replicated across the country. In addition, a range of monetary and non-monetary incentive mechanisms will be introduced as a way to motivate staff to perform at higher levels.

The Valuation of Parks Study of 2004 and its update of 2008 indicated that Namibia's Parks estate is a valuable asset. This has resulted in increased government attention to this sector. The SPAN project will marshal this new interest through the introduction of business planning capacity enhancement training for MET staff. Special attention will be paid to enhancing the capacity of MET to negotiate and manage concessions within the protected area network.

The project will also promote the creation of partnership with interested and critical stakeholders including other donor organizations supporting conservation programmes, government entities, the private sector and community groups living adjacent to protected areas.

An important issue regarding management of protected areas is that of sustainability through effective succession planning in management. Namibia is currently experiencing a major problem in relation to the effects of the HIV/AIDS pandemic. The project will introduce an HIV/AIDS intervention programme to effect the succession planning.

Finally, under this Outcome an effective monitoring and Evaluation plan will be introduced to track developments in effective management at protected area level. Feedback mechanisms will be developed under this activity to inform project management at the pilot sites and nationally. Lessons learnt will also be disseminated to inform regional and global initiatives.

Outcome 3: PA management know-how is expanded and reinforced through innovative field management demonstration.

Under this outcome, targeted interventions will be made at 4 field demonstration sites to test the project objectives as stated under Outcomes 1 and 2 above. The chosen field demonstration sites are:

Field Demonstration Site 1: Ai-Ais Hot Springs Game Park:

At this site, the GEF funding was to support the following activities:

- 1) strengthening of the institutional framework for transfrontier park management; the MET will finance staffing costs and routine operations expenses, while the GEF will fund capacity building, including training and instalment of administrative systems;
- 2) development of administrative systems and capacities to allow the trial devolution of decision making authorities and financial management functions from MET headquarters to the PA;³²
- 3) on-the-job training for joint law-enforcement and threat monitoring operations with South African National Parks (SANPARKS) (GEF support will be limited to the MET);
- 4) establishment of a monitoring system, to cover biological and socio-economic parameters, threats and management effectiveness; and
- 5) limited infrastructure construction including a visitor gate, staff accommodation and an interpretation centre.

Field Demonstration Site 2: Bwabwata-Mudumu-Mamili (BMM) Complex:

This site has experienced long term interventions through the CBNRM initiatives that have been active in Namibia since independence. In addition KfW is supporting a major infrastructure development and planning initiative in the area. GEF funding was therefore planned to be complimentary to these efforts and provide co-financing for the following intervention areas:

- 1) establishment of a local level consultative forum for integrated PA-conservancy management including a joint biodiversity-monitoring mechanism;
- 2) establishment of collaborative management systems including partner identification, clarification of rights and accountabilities, and capacity building for the MET and partners;
- 3) establishment of benefit sharing mechanism for PA residents and neighbours; and 4) testing of the shared wildlife management responsibilities for shared resources.

Field Demonstration Site 3: Etosha / Skeleton Coast Link

The Etosha field demonstration site provide unique opportunities for demonstrating the creation of protected area networks including state, private and communal area conservation initiatives.

The GEF funding was to target efforts to link the Etosha and Skeleton Coast protected areas and the concessions and community managed areas in Kunene Region. The intervention was also intended to build appropriate capacity to manage the expanded protected area by focusing on:

- 1) development of business and management plans for the expanded protected areas;
- 2) development of human-wildlife conflict mitigation measures (with USAID co-financing);
- 3) staff training, and development of capacities within conservancies for collaborative management with the protected areas (including definition of the roles and functions of the different partners, development of enforcement mechanisms, joint management systems, and capacity enhancement of community game rangers); and
- 4) provision of equipment (vehicles, communications infrastructure), development of limited infrastructure, including staff housing, and an interpretation centre to be co-managed by local communities.

Field Demonstration Site 4: The Sperrgebiet:

MET will finance PA staffing, infrastructure and operations. Conservation International, one of collaborating NGOs in the management of Ai Ais National Park has financed: the development

of a biodiversity inventory, and establishment of a monitoring system; the purchase of land to create a corridor between the Spergebbiet and Ai Ais protected areas to protect conservation hotspots threatened with habitat conversion; and the development of a business/tourism development plan and accompanying regulations. The GEF will fund the establishment of a multi-sectoral management body for the PA; staff training, development of participatory management skills; and equipment, including vehicles and radios.

2.3 Project Design and Revision

The project purpose is the promotion of the long term conservation of species and genetic biodiversity in the areas inside and outside Protected Areas in Namibia through the establishment of a network including state protected areas, communal area and private freehold conservation areas. SPAN was viewed as a framework intervention for all Ministry of Environment and Tourism projects through which the barriers to effective management would be lifted in order to improve management effectiveness in the protected area system as a whole. The project was designed with a specific focus on State Protected Areas and on terrestrial ecosystems while complementing other initiatives in production landscapes and in coastal and marine ecosystems. GEF funding was identified as an initial opportunity to support this framework intervention which would be further supported through leveraging funds from other associated programmes.

At the global level, The SPAN project falls under the GEF Operational Programme 1 (Arid and Semi-Arid Zone Ecosystems) and responds to GEF Strategic Priority 1 in the Biodiversity Focal Area (Catalyzing Sustainability of Protected Areas). The Project is designed to address the following four types of operational activities suggested under this priority: 1) Demonstration and implementation of innovative financial mechanisms; b) Capacity building for long-term sustainability; c) Catalyzing community- public- private partnerships; and d) Removing barriers to facilitate public-private partnerships.

At the regional level, the project links with and benefits from the Southern Africa Regional Biodiversity Programme, a GEF funded initiative aimed at strengthening the capacity of SADC member states to implement provisions of the CBD. As a result of implementing this project, Namibia is expected to provide useful lessons to other SADC countries and the global community on the conservation and sustainable use of biological resources.

It is clear therefore that the SPAN project was designed to meet local, national and global conservation and development objectives.

The project was initially designed in two phases with Phase 1 focusing on improving management effectiveness of the existing PA network, through capacity building at the systemic, institutional and individual levels and testing various management and conservation approaches at four field demonstration sites. Phase 2 was intended to build on the expected successes of Phase 1 with a specific focus on mainstreaming protected areas into regional and

local development planning, developing new protected area categories on private lands and institutionalization of the concept of co-management of protected areas.

GEF project management systems no longer provide for implementing projects in phases. It is therefore unlikely that there will be a second phase of SPAN. However, given the importance of the protected areas to Namibia's economic development, UNDP Namibia is already discussing a possible successor programme to SPAN with the Government of Namibia.

2.4 Project Budget and Financial Planning

The total project Budget is indicated as US\$ 46.8 million. This made up of a total GEF contribution of US\$ 8.55 million which includes a sum of US\$ 0.35 million PDF B funding for project development and co-financing of US\$ 38.4 million.

Co-financing for the SPAN project was made up of UNDP managed funding as well as partner managed funding as indicated in the table below. All the co-financing indicated has been committed to project activities.

Table: Financial Overview SPAN Project

Name of Partner or Contributor	Nature of Contributor	Amount used in Project Preparation (PDF B)	Amount committed in Project Document	Additional amounts committed after Project Document finalization	Estimated Total Disbursement by 31 December 2006	Estimated Total Disbursement by 31 December 2007	Estimated Total Disbursement by 31 December 2008	Estimated Total Disbursement by 30 June 2009	Expected Total Disbursement by end of project
GEF Contribution	GEF	0.35 m	8.20 m	0	0.35	2.74 m	3.97 m	4.31 m	8.55 m
Cash Co financing – UNDP Managed									
UNDP (TRAC)	UN Agency	0.08 m	0.3 m	0		0.15 m	0.19 m		0.30 m
USAID	Bilateral	0.08 m	0.18 m	0		0.174 m	0.174 m		0.174 m
MET/GPTF (Procurement Support Project)	National Government	0	0	0.093 m		0.086 m	0.093 m		0.093 m
Cash Co financing – Partner Managed									
MET	National	0.28 m	24.50 m	0		7.74 m	12.76 m		24.78 m

	Government								
KfW	Bilateral	0	3.25 m ¹	4.55 m ²		0.35 m	0.49 m		7.80 m
GTZ	Bilateral	0	0.10 m	0		0.10 m	0.10 m		0.10 m
Conservation International	NGO	0	0.91 m	0		0.33 m	0.91 m		0.91 m
WWF – UK	NGO	0	1.49 m	0		0.21 m	0.71 m		1.49 m
NAMDEB	Private Sector	0	0.40 m	0		0.12 m	0.40 m		0.40 m
In-Kind Co financing									
MET	National Government	0	2.30 m	0					2.30 m
Total Co financing		0.44 m	33.43 m	4.643 m		9.26 m	15.827 m		38.437m
Total for Project		0.79 m	41.63 m	4.643 m		12.00 m	19.797 m		46.897 m

The SPAN project has produced comprehensive financial reports which record a very high expenditure of budgeted funds of between 82% and 96% on a quarterly basis and is therefore likely to achieve expected total disbursement by end of project.

¹ € 2.5 million originally committed at the current exchange rate of US\$ 1 = € 0.77

² € 3.5 million top up funding at the current exchange rate of US\$ 1 = € 0.77

3.0 EVALUATION FINDINGS

3.1 Implementation Approach

The SPAN project is a Nationally Executed Project that is implemented through the Department of Parks and Wildlife Management of MET. Day to day management and implementation responsibility rests with the Project Management Unit which is embedded within the implementing agency. An innovation that the project has introduced is the secondment of Technical Officers to each pilot site to facilitate the implementation of the project. Overall project oversight is provided through a Project Management Group and a Project Advisory Committee. Additional management committees have been established at project demonstration sites to monitor implementation. This management arrangement has been very effective in delivering on project objectives and outcomes while building institutional capacities for project management.

The linkages that the project has developed with other on-going initiatives in the sector in Namibia have proved invaluable for advancing the goals and objectives of SPAN. These linkages have also resulted in the leveraging of additional resources for the project. The assessment of co-financing that has been realized so far in the Budget and Financial Planning Section of this report clearly demonstrates this aspect of project management.

3.2 Cost Effectiveness

Project cost-effectiveness addresses concerns as to whether the resources made available for project implementation have been put to the best use possible. The social and political environment within which projects are implemented has a lot of influence on how effectively projects are implemented. Namibia has some specific socio-political realities that can influence both the pace at which projects are implemented and the effectiveness of resource use. With their direct relationship and linkage to the land issue in Namibia, wildlife management and protected area management constitute a potentially contentious area of activity. Indeed, there have been cases where official positions have not facilitated the realization of some of the project's objectives. The failure by the project to realize the passing of the Protected Areas and Wildlife Management Bill in the allotted project timeframe is one such example. Further, government administrative systems promote the entrenchment of "institutional turf" at the same time as they turn over very slowly and can therefore adversely affect project implementation processes. The project's targets of systemic and institutional strengthening depended to a large extent on the pace at which government implemented internal programmes like institutional restructuring and decentralization of management responsibilities.

Despite the potential bottlenecks that are highlighted above, the SPAN project has made commendable progress towards realizing its objectives. The investment that the project made in the study on the economic value and financing of protected areas in 2004 which indicated that

the PA system contributed upwards of six percent (6%) of the country's Gross Domestic Product has resulted in increased investments into the sector by government with annual budgetary allocations to park management having been increased by 310% in the last four years. In addition, through the influence of the SPAN project government has also authorized the earmarking of twenty-five percent (25%) of park entrance fees for reinvestment in park and wildlife management through the Game Products Trust Fund. This is equivalent to an additional allocation of US\$ 2 million per year for park management.

It is customary for projects the size of SPAN to establish themselves as independent entities and work in total isolation from other on-going initiatives. Besides failing to benefit from experiences that have already been gained, projects implemented in this manner also contribute to waste of resources as they invariably try to re-invent the wheel. It has been stated that SPAN was designed as a framework umbrella project for the implementation of the multiplicity of environmental projects that were operational in Namibia. In line with this, SPAN Project Management adopted an approach that was based on collaboration with already on-going initiatives thereby maximizing the benefits to be realized from joint implementation of programmes. The resources that SPAN has expended to date have thus been targeted at specific deliverables thereby enhancing cost effectiveness. Examples of this abound in all the areas where the project has been active-collaboration with KfW and IRDNC funded programmes in BMM, collaboration with Conservation International and NACOMA in the Ai-Ais-Richtersveld TFCA and Sperrgebiet National Park.

The SPAN project has also supported the institutionalization and implementation of a Concession Policy which has revamped the process of awarding of hunting and tourism concessions resulting in a diversified customer base and substantially increased revenues. Revenues realized from this revamped concessioning processes are in the rendition of N\$ 15 million as opposed to the N\$ 1.5 million that was being realized when the SPAN project was introduced. It is expected that when the Concession Unit that is proposed under the project is fully established and functional these revenue streams will increase further. Fifteen concessions were awarded in 2009 alone while tourism development plans have been developed for the Kunene Peoples Park and the Bwabwata-Mudumu-Mamili Complex Parks. A potential threat against this is the parallel process by the Government Tender Board targeting the award of concessions. MET will need to ensure that this potential conflict is resolved to avoid confusion.

Cost effectiveness is also influenced by the extent to which a project incorporates adaptive management strategies in its operations. Park management and operations systems depend on the extent to which staff skills are enhanced and decision making responsibilities are devolved to the operational level. MET has made a commitment to decentralize park management and financial management to park level. The pace at which these processes will roll out is however dependent upon the pace at which government systems work. The SPAN project has however adopted adaptive management with the engagement of a Human Resource Transformation Advisor and a Financial Transformation Advisor who are engaging with MET management to develop human resources and financial management systems that are intended to lay the

groundwork for effective implementation of the decentralization process. These systems are being developed along the lines of the prototypes that have been developed by government so that they can easily be grafted onto the national programmes at the appropriate time. Already training programmes and incentive schemes for staff at various levels have been implemented with the result that staff in the outlying areas is now more motivated.

An especially important contribution that the SPAN project has made to the protected area management programme in Namibia is the introduction of an HIV-AIDS mitigation strategy aimed at addressing the threat to sustainability of park management posed by increased mortality due to the pandemic. The strategy is important as it will address issues of family-friendly staff deployment especially in a Directorate such as Wildlife whose operations are mostly rural based. The location of most of the Ministry staff in the outlying areas also means that they have limited access to HIV/AIDS related information which this strategy will also address.

All the initiatives discussed above that the SPAN project has invested despite a less than optimal operational environment point to the cost effectiveness of the project. The results achieved to date pay a very strong foundation for promoting effective protected area management in Namibia over the remainder of the project.

3.3 Country Ownership/Drivenness

The importance that the Government of Namibia places on biodiversity conservation and broader natural resource management is indicated in the country's constitution and national development initiatives such as Vision 2030 and National Development Plans. The third National Development Plan (NDP III) lays out clear objectives for the environment and natural resources management sector as follows: NDPIII: " The **wildlife sub-sector** aims to achieve the sustainable utilisation of wildlife resources and the maintenance of bio-diversity in and outside of protected areas. The sub-sector strategies include: (i) **the promotion of sustainable utilisation of wildlife in communal and commercial areas**; (ii) mitigating human-wildlife conflict; (iii) proclaiming and managing protected areas; and (iv) adopting appropriate policies and regulations and implementing them. The sub-sector programme will facilitate wildlife management in and outside the protected areas. The environment sub-sector strategies include: (i) the prevention of overexploitation of natural resources; (ii) improving understanding of the Benguella Current system; (iii) improving optimal land use and livelihood options; (iv) **increasing recreational facilities (including parks, monuments and museums)**; (v) extending community-based natural resources management (CBNRM); (vi) protecting Namibia's unique tourism product focus on low impact, high quality and nature-centred tourism; (vii) ensuring healthy, diverse and productive wildlife populations and economically important species outside State-owned lands; (viii) **integrating parks into economic activities on farmland**; (ix) mainstreaming climate change adaptation and mitigation; (x) **strengthening the management of natural resources and bio diversity**; (xi) mitigating the effects of pollution, waste, urban and industrial development on the environment; (xii) **increasing people's participation in**

environmental planning and management; and (xiii) improving environmental awareness and education”.

Namibia ratified the Convention on Biological Diversity in 1997. The National Biodiversity Strategy and Action Plan (NBSAP) developed under the provisions of this Convention places a high priority on strengthening the protected area network. Namibia has also ratified a number of other environmental conventions such as the Convention to Combat Desertification, then Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) the Ramsar Convention and the World Heritage Convention all of which have direct implications for biodiversity conservation.

As indicated in the SPAN Project Document, the country has taken a number of significant steps towards realizing its commitments under the Convention on Biological Diversity (CBD), including strengthening the institutional framework for conservation and passing necessary enabling legislation. The SPAN project fulfils a number of the objectives of the Convention, including the *in situ* conservation of biodiversity and the enhancement of national capacities to manage natural ecosystems. Specifically, the Project addresses elements 3 and 4 of the CBD COP VII decision on Protected Areas and the accompanying work programme (UNEP/CBD/COP/7/L.32). The SPAN project aims to: 1) develop an enabling policy, institutional and socio-economic environment for protected area management; 2) build capacity for the planning, establishment and management of protected areas; 3) ensure financial sustainability of protected areas; 4) improve the effectiveness of protected area management; and 5) assess and monitor the conservation status and trends in protected areas. All these are aspects covered under the CBD.

As stated in the Introduction Section of this report, the SPAN project was conceptualized as a framework initiative for the multiplicity of projects and programmes that were being implemented by MET at that time with a view to maximizing the linkages across these programmes. The alignment between SPAN and the following programmes of the MET at the time of project design was because of this desire by government: the Protected Area Management Programme, the Protection and Management of Key Species and Natural Resources Programme and the Improving the Economic Value of Natural Resources and Protected Areas in the MET Jurisdiction Programme. Accordingly, the project pays particular attention to strengthening capacity at the systemic and institutional levels, and improving conditions and capacities needed to forge durable management partnerships with local government, communities and the private sector. Such partnerships are needed as part of efforts to strengthen capacity for protected area management. To ensure that capacity is enhanced within MET; the Project Management Unit (PMU) that has been set up to manage the implementation of this programme is located within the beneficiary Ministry. This co-location facilitates the institutionalization of project functions into the existing structure of the Ministry thereby ensuring the full involvement of key personnel in its various Directorates.

An important feature of country drivenness on the SPAN project is that most of the staff that have been recruited to work on the project are either nationals or residents of Namibia. In addition, most of the organizations that the project collaborates with are also managed by Namibian nationals. While most these staff are young and therefore have limited experience in project management and implementation, their involvement in the project will build a corps of Namibian professionals that will assume greater responsibilities on similar projects in future. Particular attention has also been paid to engaging young female University graduates who currently serve as Project Assistants on the project. This is a commendable approach to project implementation as it addresses the issue of males dominating field based sectors such as environmental management.

3.4 Stakeholder Consultation

A comprehensive stakeholder analysis was undertaken during the project preparation phase. The MET held two national workshops and several local level consultative sessions with the identified stakeholders to ensure that:

- 1) stakeholders are fully aware of project objectives and outputs;
- 2) stakeholders participate in project design and in the determination of implementation arrangements; and
- 3) project development is integrated with ongoing and future initiatives both at the national and site levels.

According to the analysis conducted at project conceptualization, the SPAN project stakeholders include, but are not limited to, key government agencies like the MET, the Ministry of Finance, the Ministry of Fisheries and Marine Resources, Ministry of Mines and Energy, Ministry of Agriculture, Water and Forestry, regional government and traditional authorities, the NWR, residents within protected areas and neighbours including communal and commercial conservancies that lie adjacent to protected areas and private investors in and adjacent to the protected areas. Private sector entities that are important stakeholders to the SPAN project include: the Namibia Tourism Board, private tour operators, NGOs, the National Monuments Council, the Federation of Namibian Tourism Association, and the Namibia Professional Hunters Association. These stakeholders have been assessed for their potential contribution to the project and role and responsibilities have been allocated in a comprehensive stakeholder involvement plan that was articulated in the Project Document.

These stakeholders will continue to be involved in project implementation through a comprehensive Knowledge Management system that has been developed to coordinate the management of information related to MET's conservation programmes.

3.5 Linkages between the Project and Other Interventions

UNDP/GEF financed the National Capacity Self Assessment (NCSA) project, executed by the MET, to examine Namibia's institutional, systemic and individual level capacity to achieve global environmental goals under three conventions—UNFCCC, CBD and CCD. A number of recommendations pertinent to SPAN came out of the NCSA exercise. At the national level, priority areas for capacity building pertinent to this project identified in the NCSA include: Institutional level: 1) Building technical and scientific capacity within the government (the MET Directorate of Parks and Wildlife Management and the Directorate of Scientific Services are identified as priorities in this regard); 2) Strengthening data management systems; Systemic Level: 3) Simplifying and harmonizing laws, so that they are understood by all levels of society; 4) Strengthening the policy framework, pertaining to the CBD; 5) Improving enforcement of legislation, and stiffening fines; 6) Monitoring policy impacts; Individual Level: 7) Strengthening the capacity of MET staff to work with different stakeholders, agencies and communities and to handle conflicts appropriately.

Key recommendations pertinent to this project concerning the PAs include: 1) Fostering the partnerships between Etosha PA authorities and northern communities; 2) Formulating a park-neighbour policy, and developing joint park-neighbour activities; 3) Developing tourism attractions in communal areas adjacent to the PA; 4) Training of the Anti-Poaching Unit (APU), park wardens and rangers in public relations and conflict resolution skills; and 5) Consolidating the infrastructure base and equipment inventory to facilitate service delivery.

UNDP/GEF is financing the Country Pilot Partnerships for Sustainable Land Management (SLM) Programme. The programme addresses the systemic, institutional and individual capacity constraints to devising and implementing an integrated ecosystem approach to combating land degradation. The overall goal of the project is to reduce and reverse the process of land degradation in Namibia. Four regions in the north central part of the country have so far identified as pilot sites for the programme. As three of the four regions form parts of Etosha, there is great potential for achieving synergetic impact between SPAN and SLM.

There are several past and ongoing GEF projects involving Namibia that have particular relevance to this proposed initiative. The Enabling Activities (both UNEP/GEF financed) include the preparation of the Biodiversity Country Study and National Biodiversity Strategy and Action Plan. These efforts have contributed to priority setting for conservation, thus informing the development of this initiative.

World Bank/GEF is currently financing two projects in Namibia which are of relevance to the National Protected Area Project. The Government of Namibia has ensured close coordination between the PA initiative and these projects, with the aim of optimizing complementarities and respective impacts. The Namib Coast Biodiversity Conservation and Management Project (NACOMA), aims to mainstream biodiversity conservation into sustainable economic

development through integrated coastal management in line with the GEF Strategic Priority “Mainstreaming biodiversity conservation in the production landscape”. Coastal management will be done through a coastal zone-planning framework. The project’s geographical scope includes the Namibian coastline from the Orange River in the south to the Kunene River in the north. Interventions under NACOMA have been scheduled to complement and add value to those spearheaded under SPAN. In particular, the support provided by NACOMA for the establishment and management of Marine Protected Areas (MPAs) will yield data that will be incorporated into the data management systems and Strategic PA Network Plan being established through the SPAN. In addition, NACOMA will support the integration of PA Management Plans for the Namib-Naukluft National Park, Sperrgebiet NP, and Skeleton Coast Park developed through SPAN into the Integrated Coastal Zone Management framework for regional development planning. This is essential for the achievement of bio-regional level conservation objectives and complements the SPAN project’s support for park management planning. The NACOMA project will further support capacity building for both regional councils and key MET staff, for integrated coastal zone management. This support will also complement the activities of SPAN at these sites, which focus on capacity building for PA specific management operations.

The Integrated Community Based Ecosystem Management Project (ICEMA), part funded by WB-GEF aims at strengthening community based natural resource management within communal conservancies. This includes support for the development of 15 integrated conservancy management plans. The project is also providing strategic support to the MET to improve its planning, implementation, monitoring and replication capacity in order to promote, develop and implement the National CBNRM Programme. As this is expected to directly or indirectly improve management in the 17 conservancies adjacent to State Protected Areas, the initiative is highly complementary to SPAN. The project includes two demonstration sites (Kwando and Ehirovipuka) which are within the Bwabwata-Mudumu-Mamili Complex and Etosha –Skeleton Coast corridor respectively. The desired linkage between conservancy and protected area management will be promoted in these areas through the operationalisation of collaborative management agreements between SPAN and ICEMA.

Close coordination among the above projects has already started with regular meetings and frequent email telephone exchanges between the various coordinators and GEF Implementing Agencies. MET has assumed responsibility for ensuring the activities of the various initiatives are tightly coordinated through frequent contact, the Project Management Group (PMG), the Project Advisory Committee (PAC) and information dissemination.

In South Africa, the WB/GEF is financing a medium size project, the Richtersveld Community Biodiversity Conservation Project (RCBCP). This project aims to put in place a strong system of community based biodiversity conservation to protect globally significant biodiversity in the Richtersveld National Park, which accounts for 31% of the Ai-Ais/Richtersveld Transfrontier Park. The project will support, *inter alia*, formulation of the integrated development plan and environmental management plan, development of community conservancy and biodiversity-

based businesses. Close collaboration with this project will be maintained with respect to the Ai-Ais field demonstration site.

Finally, the lessons learned from the UNEP/GEF funded regional Desert Margins Programme (DMP) which has since come to a close will be useful for the implementation of the SPAN project.

3.6 Monitoring and Evaluation

The Project Management Group and Project Advisory Committee have met as scheduled and produced minutes of their proceedings. The Project Management Team, UNDP Country Office and Government of Namibia have conducted periodic monitoring of the project since its inception. Mission report back reports have been produced after each visit by UNDP Country Office. Progress reports have been produced on schedule as have Project Annual Reports and Project Implementation Reports. The UNDP Regional Coordination Office has also performed project monitoring responsibilities as evidenced by comments provided in the PIRs.

Specific mention needs to be made of the comprehensive manner in which the SPAN Project Management Unit has documented all the actions and activities that have been undertaken since project inception. It was therefore easy for the evaluation team to find information they were looking for as well as to form opinions regarding project implementation. This is a sign of effective project management on the part of the PMU which provides a lesson for other projects.

4.0 RESULTS TO DATE

This section discusses the Project achievements highlighted in the table below and provides initial feedback on lessons and recommendations for consideration by MET and the SPAN Project Management Unit. These are being presented for discussion before they are distilled into formal recommendations and lessons learnt.

The general conclusion of the evaluation is that the project management team has done a lot of work to put the project in place with a functional office that is embedded within MET. Demonstration site Coordinators have also been appointed as have the Human Resources and Financial Management Advisors. The project has created a very high profile around itself through a very good communication campaign out of which numerous publicity materials have been produced. As stated in the Cost Effectiveness section above, the PMU has been especially adept in manoeuvring its way around a particularly difficult institutional set as characterizes MET. Project strategies have not always been coincident with current government operational priorities which could have caused conflict but the PMU has consistently adapted to the situation by promoting complimentary activities that have now laid the foundation for effective project implementation. The results achieved to date are discussed below.

Table 2: Results to Date

Project Strategy														
Goal	Sustainable management of renewable natural resources protects biodiversity while contributing to equitable economic and social development.													
PERFORMANCE AT OBJECTIVE LEVEL														
	Indicator	Baseline		Midterm Target	Achievement at Midterm/ Comment	Rating								
Objective of the project: Increased Management effectiveness of the national PA network for biodiversity conservation.	1. Net improvement in Management effectiveness for PA land. These PAs will move to a higher category of management effectiveness using the following definition of NAMETT (Namibia METT) categories: > 50..... High 40 - 49 Intermediate Less than 40 ... Low	Baseline NAMETT results are as follows:		35% of land managed as PA will have moved to a higher NAMETT category.	<table border="1"> <thead> <tr> <th>Total Land Area</th> <th>Category</th> </tr> </thead> <tbody> <tr> <td>105,79 km2 (83%)</td> <td>High</td> </tr> <tr> <td>21,041km2 (16%)</td> <td>Intermediate</td> </tr> <tr> <td>1,093 km2 (1%)</td> <td>Low</td> </tr> </tbody> </table> <p>Net improvement in management effectiveness is 98% of all PA land.</p> <p>*NAMETT is not appropriate for measuring process and outputs.</p> <p>(Is the indicator and targets set appropriate?)</p>	Total Land Area	Category	105,79 km2 (83%)	High	21,041km2 (16%)	Intermediate	1,093 km2 (1%)	Low	S
		Total Land Area	Category											
105,79 km2 (83%)	High													
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<table border="1"> <thead> <tr> <th>Total land Area</th> <th>Category</th> </tr> </thead> <tbody> <tr> <td>14,675 km2 (13%)</td> <td>High</td> </tr> <tr> <td>57,769 km2 (53%)</td> <td>Medium</td> </tr> <tr> <td>37,655 km2 (34%)</td> <td>Low</td> </tr> </tbody> </table>		Total land Area	Category	14,675 km2 (13%)	High	57,769 km2 (53%)	Medium	37,655 km2 (34%)	Low					
Total land Area	Category													
14,675 km2 (13%)	High													
57,769 km2 (53%)	Medium													
37,655 km2 (34%)	Low													
	2. Percentage representation of the 6 biomes in the PA system.	Unit = % covered by PA system				S								
		Biome	Baseline	Midterm Target	Midterm Achievement									
		Namib Desert	69.43	75	75.32									
		Nama Karoo	5.03	7	5.03									
		Lakes and Salt pans	95.76	95.76	95.76									
		Acacia tree and shrub Savanna	4.5	5	4.50									

		Broadleaved tree and wood Savanna	7.79	18	7.91	
		Succulent Karoo	11.01	90	90.34	
		Comment: See above				
Overall rating Objective Level						S
PERFORMANCE AT OUTCOME LEVEL						
	Indicator	Baseline	Midterm Target	Achievement at Midterm/ Comment	Rating	
Outcome1: Improved Systemic capacity provides the enabling framework for enhancing PA management effectiveness.	1. Needs-weighted average level of vegetation type coverage.	Needs-weighted average 0.28	0.36	Errors were discovered during implementation and PMU has recommended that the indicator be changed.	MS	
	2. Enactment of the Parks and Wildlife Management Bill, and development of subsidiary policies.	The Parks and Wildlife Management Bill is under discussion.	The Parks and Wildlife Management Bill is enacted.	Bill has not been enacted. Progress unlikely in the next six months. Project has however achieved a lot with the development of various policies on.	MU	
	3. Budget amount appropriated for PA management will have increased to 70% with additional revenue from park usage fees and a sustainable financing mechanism.	The current available budget for PA management is about N\$ 40 million per year as opposed to projected N\$106 million per year to realize adequate management.	New sustainable financing mechanisms developed, resulting in budget amount increasing by 40%.	Due to Park Valuation Study of 2004(updated in 2008)Government budget for PA management has increased by 310% since 2004 with Ministry of Finance approving the retention of 25% of Park entrance fees through the Game Products Trust Fund. Leveraged funding from other sources: (KfW, EU, MCA, and USFWS (+/-US 50 million since 2006) Midterm target has therefore been exceeded	S	

	4. Functioning knowledge management system will have been institutionalized and made accessible to a wide range of conservation partners including MET staff, line ministries, communities, and local and international NGOs and individuals, to ensure sustainability and replicability of the achievements and lessons learned.	There is no knowledge management system.	A framework for the knowledge management system is developed and an awareness raising exercise undertaken to promote the value of the system	Incident Book for local level monitoring has been developed. Not clear whether this is being used for intended purpose although some information has been integrated into CONINFO (informal information data base developed by NGOs) Brochures and fact sheets on Parks produced (branding process) ; Quarterly Park Newsletter (Sandpaper) (15 copies) published; State of the Parks report in production; Etosha 100 celebrations in 2007 were a major information for SPAN; Park Talks (18) organized. These are popular with private sector Midterm target exceeded, Project will now focus on a) CONINFO to consolidate park conservation information. There is need to formalize this through Ministry/Government; b) Developing the Ministry website	S
Overall Rating Outcome 1					S
Outcome 2: Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human	1. Devolution of decision-making functions including financial management tested in the priority parks, resulting in more effective staffing and budget use.	Average length of procurement process is 62 days.	<ul style="list-style-type: none"> • Average length of the procurement process will be 14 days. • <i>Mid-term:</i> Average length of 	The mid-term target has been achieved. The average length of procurement process has been reduced to 30 days. The project appointed a Financial Transformation Advisor (FTA) in September 2008. Re-designing of the existing ministerial procurement process is under her ToR. A procurement	S

resources.			procurement process 30 days.	<p>workshop was held in April 2009, with a number of recommendations for the way forward.</p> <p>A cost centre approach for financial management has been adopted, enabling the park managers to better budget and keep track of the expenditure. In the proposed new organizational structure, it is envisaged that financial management functions will be partially devolved to regions.</p> <p>DWNP restructuring recommendations submitted to the Ministry. Initial procurement training conducted targeting devolution of procurement responsibility to budget holders. Concession unit and office, concession policy and action plan were created and approved. One high profile concession has been directly awarded to a community in Khaudum NP and a tender has been awarded. Hobatere Lodge, direct award to local community with a joint venture partner that results in income for the community and increased income from MET. Tourism lodge development rights will be awarded to the Gobabeb Training and Research Centre, supporting desert research activities and adding 25-30 jobs into the region (Namib Naukluft Park).</p>	
	2. Individual performance	Training and M&E system do not	Average staff	Staff skills development has at best been	S

	<p>M&E system is institutionalised and used effectively in the management of incentive mechanisms and career development. A stratified sample of supervisor-led skills rating shows average staff skill level has risen to 60%.</p>	<p>exist.</p>	<p>skill level is 30% of potential effectiveness.</p>	<p>ad hoc through various training activities (at least 30 short term training courses conducted for 300 staff). Incentive scheme (Park Innovation Grant scheme and annual Field staff Award scheme in place. There is need for a comprehensive staff development programme that covers promotion criteria for all staff. Recently hired Human Resources Transformation Advisor developing a performance management system (PMS) in conjunction with PMs Office. The SPAN Project PMS will need to fit with Government-wide PMS. Staff morale especially among long-serving rangers is affected.</p>	
	<p>3. Use of business methods at individual park level, and existence of a PA performance monitoring system.</p>	<p>There is no business planning at individual PA level and no institutionalized PA performance monitoring system.</p>	<p>PA Performance monitoring system and business planning approach adopted in two parks.</p>	<p>Business development plans developed for Etosha, Sperrgebiet, Bwabwata, Mudumu, Mamili and Ai Ais and preliminary plan for Kunene Peoples Park. Tourism scoping studies for BMM, KPP and Sperrgebiet were produced Two “friends of the parks” associations have been formed in Rosh Pinah and Oranjemund. MET HIV/AIDS policy has been drafted for development of succession plan. National Policy on Mining in PA and Monument Sites was updated and submitted to the MME. A proposal to exclude certain areas within PA from (future) mining activities</p>	<p>S</p>

				has been drafted and submitted to MME.																									
	4. Prevalence of career development planning for staff within MET.	Formalized career planning does not take place.	30% of staff have agreed MET career development plans.	Not achieved. Career planning is not existent with some staff members funding own training. This is an important issue as it affects staff morale.	U																								
Overall Assessment Outcome 2					MS																								
Outcome 3: PA management know-how is expanded and reinforced through innovative field management demonstration	1. Management effectiveness index of Pas at demonstration sites will have increased as below with a minimum ranking of intermediate for all sites.	<table border="1"> <thead> <tr> <th>Site</th> <th>Baseline</th> <th>Midterm</th> </tr> </thead> <tbody> <tr> <td>Ai Ais</td> <td>28</td> <td>34</td> </tr> <tr> <td>Bwabwata (Caprivi Mahango)</td> <td>35</td> <td>42</td> </tr> <tr> <td>Etosha</td> <td>50</td> <td>56</td> </tr> <tr> <td>Mamili</td> <td>31</td> <td>39</td> </tr> <tr> <td>Mudumu</td> <td>36</td> <td>45</td> </tr> <tr> <td>Skeleton Coast</td> <td>44</td> <td>50</td> </tr> <tr> <td>Sperrgebiet</td> <td>35</td> <td>43</td> </tr> </tbody> </table>		Site	Baseline	Midterm	Ai Ais	28	34	Bwabwata (Caprivi Mahango)	35	42	Etosha	50	56	Mamili	31	39	Mudumu	36	45	Skeleton Coast	44	50	Sperrgebiet	35	43	<p>Demonstration sites have been established and staff is in place. NAMETT scores show Midterm targets have been achieved. Most initiatives at sites compliment activities from past interventions or those of other on-going initiatives. Issues of attribution for results achieved arise even though this was how SPAN was designed. Examples are designation of Sperrgebiet National Park also claimed by NACOMA and activities in BMM Complex also being supported by IRDNC. Use on NAMETT to assess this Outcome is confusing! Indicator is same as for Objective. Further, indicator statement is the same as target?</p>	S
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<p>> 50..... High 40 - 49 Intermediate Less than 40 ... Low</p>																													
Overall Assessment Outcome 3					S																								
OVERALL PROJECT ASSESSMENT					S																								

HS-Highly Successful; S-Successful; MS-Moderately Successful; MU-Moderately Unsuccessful; U-Unsuccessful; HU-Highly Unsuccessful

4.1 Results at Objective Level

The objective of the project is stated as: Increased Management effectiveness of the national PA network for biodiversity conservation. Management Effectiveness is measured according to scores realized through the allocation of values to answers to a list of predetermined questions developed as part of the METT/NAMETT. At the objective level, the indicator is “net improvement in management effectiveness for PA land” with progress measured according to the size of PA land areas that have moved into a higher category of management effectiveness using the following definition of NAMETT categories: High - >50, Intermediate – 40-49 and Low – Less than 40. Results recorded by the project of progress with management effectiveness at mid-term review showed that Namibia’s PAs had achieved improvement in management effectiveness that was in excess of the targets set for both the mid-term and end of project stage of the project. While the target set for midterm was a 35% increase in the area of land under improved management, the actual improvement at mid-term was 54.6% against an end of project projection of 50%. In other words, the project had exceeded both its midterm and end of project targets.

At first glance this level of achievement is indeed commendable and it is possible that a project such as SPAN could have achieved such high results. It is however important to recognize the findings of the SPAN Project Management Unit of 2009 where they observe that “it is difficult to assess the health of the ecosystem or its biodiversity using NAMETT. NAMETT is a management effectiveness assessment tool that is process oriented rather than output and outcome oriented.” It is therefore important that the SPAN project introduces a system of measuring park management effectiveness through tools that can be combined with outcome-based assessments focusing on biological, ecological and cultural values. Further, the ranges of the classification categories could be broadened so as to accommodate a broader set of issues.

A second indicator that the SPAN project sought to track at the Objective level was the increase in percentage of representation of biomes in the protected area network. As with the indicator discussed above, the project recorded achievements that were either at mid-term target levels or beyond. The only area that could be proclaimed as PA by the end of the project is Kunene Peoples Park. If it is proclaimed all end of project targets will have been achieved. It is therefore important that consideration be given to revising the end of project targets set at project conceptualization.

On the basis of these numeric values, the Evaluation Team rated project performance at Objective level as Successful (**S**). There will however be need for the Project to review these Objective level indicators so as to set new and realistic targets for the end-of project. It might be necessary for the project to develop new indicators and targets for the project to deliver on by end of project.

4.2 Results at Outcome Level

The results achieved under each of the project outcomes are discussed below.

Outcome 1: Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness.

Systemic capacity refers to the policy, institutional and resource (financial and human resources) environment projects are expected to operate. The Protected Areas and Wildlife Management Bill has been under development for the past twelve years. With assistance of the SPAN project, an innovative and updated version of the draft Protected Areas & Wildlife Management Bill has been produced that addresses Namibia's objectives as formulated in NDPIII. The Bill is however held up and undergoing internal review at MET. Senior management at the Ministry have indicated that the period following general and Presidential elections in November 2009 will see concerted efforts towards having this Bill enacted. While this might be considered as a failure by the Project, it is important to note that legislative development processes are long and tortuous especially when they deal with issues such as land that are politically sensitive. While the consultative process on the Bill goes on, the Project has worked with government through MET to produce policies on diverse issues including Human Wildlife Conflict, Concessioning and Parks and Neighbours which are proving to be useful instruments that the Project can focus on having implemented in the interim.

Following the presentation of the findings of the Economic Value and Financing of Namibia's Protected Areas there has been an increase in budget allocation to the Wildlife Directorate by government of the order of 310%. These increased allocations are for park infrastructure rehabilitation and development and do not therefore go into improving park level management effectiveness. The approval by the Ministry of Finance that MET be allowed to retain 25% of annual park entrance fees and make these available through the GPTF for various projects has greatly contributed to increased budget flows to MET units.

A framework for knowledge management has been created through the Event/Incident Book system. However, the KM outcomes show large discrepancies at field demonstration sites. The incident books are not used at all sites, while some staff criticize these as being not adapted to individual PA requirements which the project should address. The evaluation team found evidence in the field of the Knowledge Management system being stuck at data collection level with only anecdotal evidence of it being used for planning (Sperrgebiet) activities and inclusion in the ConInfo system.

Finally stakeholders interviewed during the evaluation highlighted that the efforts of the project in successfully organizing the Etosha Centenary involved the establishment of a special centenary committee which was disbanded immediately after the event. This committee formed an ideal platform for knowledge management at park level and should have been maintained and used as a vehicle for information dissemination.

The evaluation team rated the Project Performance under this Outcome as Moderately Successful.

Outcome 2: Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources.

Capacity for protected area management under this Outcome was interpreted to cover issues such as procurement, financial and human resources management and career planning, and business planning.

MET has committed to restructuring and devolution of decision making functions including financial management to park level. As with most government processes this process has taken a long time to achieve results. The SPAN project has appointed a Financial Transformation Advisor who has introduced pilot initiatives in priority parks focusing on the management of procurement processes. Some of the recommendations that have been made include the delegation of approval of purchase requisitions from Head Quarters to the park level following annual procurement plans that have been drawn up. In addition, the FTA is working with MET management to institutionalize the designation of parks as cost centres in their own right.

The FTA is also working to establish the Concession Unit in MET. At mid-term review up to 15 concessions had been awarded through this effort with one such concession awarded directly to a community adjacent to Kaudum National Park in the North East of the country with other concessions awarded for lodge development in Namib Naukluft Park. As stated earlier this policy is already yielding results with revenue streams from concessions bringing in around N\$ 15 million in 2008 as opposed to the N\$ 1.5 million they have yielded in the past. While the potential for realizing incomes and distributing benefits directing to community groups through concessions is high, there is a potential threat posed by the Government Tender Board also issuing concessions outside the decentralization framework that MET has recommended to government. This apparent contradiction will need to be managed to avoid confusing the market.

Devolution of control over procurement and budget needs to be done in concert with human resource management skills enhancement. While the project initiated a performance management system in 2006, this process was stalled due to lack of in-house capacity within MET. It is anticipated that with the recent recruitment of a Human Resources Transformation Advisor more focused attention can be paid to this important aspect of institutional capacity building. Already a training task force has been established within the DPWM and a training plan drawn up. As a result of this plan up to thirty training opportunities involving more than three hundred staff have been offered. In addition to training, a number of incentive schemes have been developed in order to motivate staff in their positions. The HRTA is also in the process of developing a Performance Management System in collaboration with the Prime Minister's Office which is developing a nationwide PMS.

Business planning is another important aspect of park management. Business Plans have so far been developed and adopted for Etosha National Park, /Ai-/Ais and Sperrgebiet National Parks, BMM and Kunene Peoples Park. Training in business planning has also been offered and reference materials on the training produced for use by park managers going forward. These statements by the project need to be verified as during the field interviews the evaluation team was informed that this might not be the case as discrepancies exist between the project statements that “business plans are adopted” and field demonstration site statements that “fire fighting is THE daily activity”. The consulting team reviewed the business and tourism plans that have been produced and made the following observation: The plans lack realistic implementation schedules that acknowledge current activities by park staff and current usage of PAs by tourists. Tourist data is limited to annual entrance numbers and average length of stay and proposed limited and high use areas are not quantified. The tourism plans lack some innovation around actual product development (beyond enterprise development) and miss the opportunity to complement Namibia’s current tourism product at field demonstration site level.

An issue that the evaluation team identified in the field is that of the general lack of a staff career development plan in MET. The SPAN project long since identified this as an important aspect of capacity enhancement for effective management of PAs but could not address the issue due to capacity limitations. The appointment of the HRTA should see more targeted attention being paid to this aspect of project implementation. This will be handled in tandem with the Park Innovation Grant scheme and the Field Staff Award scheme that has been developed.

It is clear from the about analysis of achievements under Outcome 2 that progress has been held back by the lack of internal capacity to initiate some of the work even though it had been identified as important for the project to achieve results. It is expected that with both the FTA and HRTA now on board, these initiatives can be embarked upon with earnest. The evaluation team evaluated this Outcome as not having been achieved principally on account of limited in-house skills Performance under this Outcome is therefore rated as having been Moderately Successful **(MS)**

Outcome 3: PA management know-how is expanded and reinforced through innovative field management demonstration.

The SPAN project has established very successful demonstration sites at four sites around the country that are manned by Technical coordinators to demonstrate innovative park management. The presence of field coordinators at the Ai-Ais/Sperrgebiet demo site and at BMM complex is highly regarded by both MET staff and other stakeholders. It creates an effectiveness that has been lacking within MET own structures as well as short and effective communication between MET and other stakeholders through the facilitation by these coordinators. In addition, these coordinators have been able to effectively integrate the implementation of other programmes such as into the PA initiative. The field coordinator for Etosha has recently assumed duty so it is too early to judge whether he is effective. Issues at

this site are also more complex thereby requiring more time to assess the utility of the position. The evaluation team could also not obtain a clear assessment of whether MET staff at Okaukeujo see much value addition from this position despite the need for focusing on the proclamation of Kunene Peoples Park as a way of establishing the link between Etosha and Skeleton Coast and restore traditional wildlife migration routes,.

At BMM, the project is on the threshold of achieving its best and most progressive management cooperation achievements especially if it can strengthen its efforts in kick-starting the Bwabwata Technical Steering Committee and clarifying its roles and responsibilities. The evaluation's rating of this Outcome is Successful **(S)**.

Overall project rating is Successful **(S)**.

5.0 PROJECT IMPACTS AND SUSTAINABILITY BEYOND THE PROJECT LIFE CYCLE

The project has been designed to ensure the financial, institutional and social sustainability of its conservation outcomes. As demonstrated by the Economic Valuation of Protected Areas Study of 2004, Namibia's protected area estate is a valuable economic asset for the country. With improved management and investments in infrastructure and tourism services this situation is set to improve.

Financial sustainability of MET is guaranteed to improve through the development of new financial mechanisms, revision of fee schedules, and through the realization of operational efficiencies, that are already showing signs of improving the cost effectiveness of protected area operations with very good returns. Although the government of Namibia will be expected to continue to shoulder the recurrent costs of managing the protected area system it is expected that with improved revenues into the future this cost will decrease. Greater retention of park entry fees through the GPTF are already showing good returns with the budget of DWNP having increased tremendously over the past few years. Additional financial resources for investment in protected area management secured from donor partners have also gone a long way towards addressing some systemic problems of sustainability which have plagued the protected area system in Namibia over the years. Considerable investments will be expected to flow from kfW and MCA to fund infrastructure development in protected areas which should boost the morale of officers that have continued to work under very difficult conditions.

Further growth in the tourism sector is expected to improve the economic fundamentals for achieving financial sustainability over the longer-term.

Institutional sustainability has so far been addressed through Outcome 2. The evaluation team has not identified any aspect of institutional strengthening that could be considered to be sustainable into the future. Most planned interventions are either at planning stage or have only just started. Critical departments of MET such as DPWM and DSS still operate as separate entities even though the scope for them collaborating is high. A good example of this is in Etosha and the BMM Complex where DSS could be providing valuation research back-up to park management.

Support for policy and regulatory reform has not yielded the desired result of the promulgation of the Protected Area and Wildlife Management Bill. However, a number of comprehensive Policies have been developed and adopted by MET with support from the project. While this might seem as a major failing of the project the evaluation team recognizes that legal reform is a long and difficult process especially if it is in connection with something as valuable as the protected area system in Namibia. While MET and government consider the drafts that have been developed with SPAN support, it is recommended that it is recommended that the project

focus on the implementation of the approved policies as use the results from this effort to encourage the adoption of the legal instrument.

The project has established a comprehensive stakeholder engagement plan as well as a very effective partnership programme which involves a variety of stakeholders. These should be used in the promotion of the implementation of the policies that have been approved.

6.0 LESSONS LEARNT

A number of lessons have been learnt from the implementation of the SPAN project to date.

1. There is need to understand the environmental, social, economic and political context within which large framework projects such as SPAN are to be implemented.

The SPAN project was conceived as a framework initiative for the multiplicity of environment and development projects that were under implementation in Namibia. This explains why the project covers a variety of aspects from establishing a network of protected areas including core protected areas, communal land conservancies and commercial farming land to including all biomes that are represented in Namibia. Projects with such wide scopes are usually threatened by stakeholders holding out for their own interests. To avoid this, the SPAN project was preceded by a comprehensive situation analysis which provided a clear overview of the issues of concern in the country at the time of project design. A key initiative in this initial scan was the Study on the Economic Value and Financing of Namibia's Protected Areas that was commissioned in 2004 to assess the value of PAs to Namibia's economy.

2. Framework projects should be structured so as to build on the successes of already on-going initiatives.

The SPAN project is structured in such a way as to build upon the experiences of programmes that were already on-going at the time it was introduced. Namibia has had a successful community based natural resources management initiative that has been going on with support from various cooperating partners. In addition, programmes have also been developed as a result of this programme to promote effective coastal resources management. Instead of coming in to displace these already successful initiatives the SPAN project was designed to compliment them and focus on specific aspects that were not receiving attention. Of particular importance under this lesson was the fact that SPAN has managed to leverage additional financial resources from these initiatives thereby ensuring that there was adequate funding for the activities envisaged under the project.

3. There is need to ensure that all stakeholders with interests in the subject that projects address are identified and roles and responsibilities are assigned at the outset to promote effective participation in project implementation.

A comprehensive stakeholder identification process was engaged upon at the design of SPAN which resulted in the development of a stakeholder engagement plan which the PMU has been using since project inception.

4. Projects that deal with biodiversity management and access to land and other resources cut across various sectors and can therefore generate conflicts. Such projects require respected champions that promote their cause for them to take off.

The SPAN project was the brainchild of Dr Malan Lindique who is an internationally renowned and respected Namibian conservation scientist. His passion for the re-establishment of a contiguous wildlife migration corridor between Etosha National Park to Skeleton Coast National Park among other project objective drove the design of SPAN. The project has also benefitted from a highly motivated PMU that is headed by a passionate Project Coordinator which explains why some activities have produced results that far exceed targets.

5. Projects that engage nationals and or residents of recipient countries as coordinators benefit from the intimate knowledge of local conditions that these professional possess. This knowledge facilitates the quick mobilization of project implementation and the effective management of sensitive or potentially conflicting issues around projects.

Most donor funded development projects engage expatriate coordinators with international project management experience to head up PMUs that include locally hired professional and administrative staff. While this management model facilitates the bringing in of experiences from elsewhere, the opportunity for engaging locals with intimate local knowledge for coordinator positions is lost. Southern African countries now have a rich pool of experts who are qualified to occupy these executive positions. The SPAN Project involves the management of resources that are considered valuable by a variety of interest groups and could therefore generate conflicts. The engagement of a Namibian resident for the position of Project Coordinator has helped with steering the SPAN project through these potential conflicts. In addition, the recruitment of young female Namibian Project Assistants has helped address the issues of gender and sustainability under this project.

6. Complex projects which include working with government entities require adaptive management for them to achieve intended results.

Government processes are generally slow. A good example is that of the process of developing the Protected Areas and Wildlife Management Bill which has taken the better part of 12 years. This slow pace of the project implementation can stall projects unless project management adopt adaptive management as an integral part of their project management approaches. SPAN project managers have adjusted plans and programme in response to the situation obtaining on the ground resulting in them achieving results around issues that were proving to be contentious.

7.0 CONCLUSIONS AND RECOMMENDATIONS

1. The assessment of the results achieved to date shows that the project has already achieved or exceeded most of the targets set for the midterm stage of implementation. A number of design factors are responsible for this. The SPAN project was designed as a framework programme to house the disparate environmental programmes highlighted elsewhere in this report. The Project was therefore meant to compliment already on-going initiatives through innovative collaborative effort and picking up on programme aspects that were not being addressed by these already on-going projects. It was therefore easy for the project to achieve its targets through cost-effective investment. A good example of where this has worked is in the BMM Complex which where SPAN initiatives have benefitted from years of investment under the CBNRM programme.

It is recommended that the PMU takes a fresh look at those areas where targets have been exceeded and update targets and indicators for those activities that require support between now and the end of the project.

2. The development of new and innovative park management systems involve changing the way institutions have done business for many years. The SPAN project chose to focus on large pilot parks which are more difficult to manage and therefore might not yield results in the desired timeframe. Including one or more smaller PAs such as Waterberg or Daan Viljoen among the demonstration sites could have produced results much more easily.

It is recommended that the Project consider identifying one smaller park where they can focus their attention on demonstrating effective management at a scale that most stakeholders can relate to.

3. As discussed in the Results section of this report, the SPAN project has achieved most of the targets set for the end of project stage after only three years of implementation. The original project design included a second phase during which it was intended to consolidate the gains of Phase 1 and also recommend new PA categories especially on private land. Issues such as capacity enhancement in large institutions such as the Parks department required effort and support over periods longer than the six years that SPAN 1 will be implemented over. The evaluation team is aware that UNDP and Government of Namibia are discussing a possible follow-on initiative that is different from SPAN Phase 2 and looks at PA management from a landscape perspective. This new initiative might therefore not be able to pick up on issues of institutional strengthening at park level. It is therefore imperative that the current SPAN project adequately addresses this issue before it is terminated.

It is recommended that over the next three years SPAN redefines the Phase 1 targets and indicators to address issues that were originally mooted for Phase 2. This way the investment that has gone into Phase 1 will not be lost.

4. The evaluation team understands that METT is a global management tool developed for use in tracking the effectiveness of PA management initiatives and that Namibia has already amended some aspects of this tool to come up with NAMETT which addresses Namibian conditions specifically. However, the team observe that the SPAN PMU still found NAMETT inadequate for addressing issues related to ecosystem health which are an important component of measuring effective management of protected areas.

It is recommended that the SPAN PMU and relevant stakeholders further assess the utility of NAMETT given their experience to date and develop an assessment tool that adequately addresses more than just process indicators of PA management. NAMETT should also assess progress with issues such as ecosystems health which are important for assessing management effectiveness at park level.

5. The SPAN project is being implemented in a very fluid environment that is fraught with socio-political considerations. Some of the activities the project has spent time and money trying to influence are clearly beyond their scope. Notable among these is the enactment of the Protected Area and Wildlife Management Bill. The project has done all it can in this respect especially given the fact that it has gone on to support the development of various policies with a bearing on PA management.

It is recommended that the Project refocus its efforts away from these protracted processes and concentrate on the implementation of the policies that it has invested in developing and use the outcomes from the processes to inform management decision making in government.

6. The SPAN project has started very important initiatives in Financial and Human Resources Transformation as precursors to the implementation of devolution management responsibilities to the local level. These are potentially long term initiatives that require concerted effort over a period longer than six years.

It is recommended that the SPAN project focus its attention on these two initiatives so they can become the laboratory from which other entities in government can learn from.

7. The Project has suffered delays in procurement processes for the engagement of staff in the past. For example, it took more than a year to fill the HRTA post, while the Deputy Project Coordinator and the Tourism Concession Specialist positions are also vacant. Soon, the position of Project Coordinator will also fall vacant. Delays in staff recruitment have adversely affected the overall effectiveness of project implementation.

It is recommended that UNDP Country Office engage with responsible authorities in MET to formulate a strategy to be used in expediting recruitment for the positions on the project so that the momentum that has been generated by the project achievements to date is not lost.

8. Although the SPAN project is targeting the creation of a network of protected areas as a way of promoting effective management its focus seems to be on the core protected areas with

some attention being paid to the communal area conservancies. Programme elements on the ground are not definitive with regards to the place of commercial area freehold land in the creation of the envisioned networks. These three land use categories are essential elements in the creation of PA networks. The project could exploit the opportunity provided by NDP III which provides the endorsement to expand the PA network beyond state controlled areas. In this regard, the demonstration value at field site level needs to be intensified to show (even temporarily) innovative management efforts and business usage (tourism).

It is recommended that government clearly articulate their position with regards to the inclusion of private land into these management systems especially with regards to the concept of co-management of natural resources.

8.0 ANNEXES

ANNEX 1: Terms of Reference – Mid-Term Evaluation (MTE) MET/UNDP/GEF Implementation of the Strengthening Protected Area Network (SPAN) Project

The United Nations Development Programme (UNDP), on behalf of the Namibian Ministry of Environment and Tourism (MET) seeks the services an international and national consultant to undertake a Mid-Term Evaluation for the Strengthening Protected Area Network (SPAN) Project as per the UNDP/Global Environmental Facility (GEF) policies and procedures for monitoring and evaluation.

1. INTRODUCTION:

The Monitoring and Evaluation Policy (M&E Policy) at the project level in UNDP/GEF has four objectives to:

- a) Monitor and evaluate results and impacts;
- b) Provide a basis for decision making on necessary amendments and improvements;
- c) Promote accountability for resource use; and
- d) Document, provide feedback on, and disseminate lessons learned.

A mix of tools is used to ensure effective Project Monitoring and Evaluation (M&E). These might be applied continuously throughout the lifetime of the project e.g. periodic monitoring of indicators through the annual Project Implementation Reports (PIR), Project Steering Committee meetings – or as specific and time-bound exercises such as Mid-Term Reviews (MTR), Audit Reports and Final Evaluations (FE). In accordance with UNDP/GEF policies and procedures, all projects are with exception of the preparatory grants mandated to conduct mid-term and final evaluations. The evaluation is responsive to GEF Council decisions on transparency and better access of information during the implementation. Mid-term evaluations are intended to identify project design problems and to recommend corrective measures. They are to be conducted by an independent evaluator not associated with the implementation of the project at any stage.

2. BACKGROUND:

The Strengthening the Protected Area Network (SPAN) Project is a six-year project which officially started in 2006 with funding from the Global Environmental Facility (GEF) through the United Nations Development Programme (UNDP-Namibia). The project is housed within the Directorate of Parks and Wildlife Management of the Ministry of Environment and Tourism (MET). Overall, SPAN was planned to contribute towards the realisation of the Namibian Government's strategic vision for Protected Areas (PAs). SPAN has been designed to be implemented in two phases – during Phase I (6 years – 2006-2012) interventions include: (i)

strengthening systemic capacity - namely the enabling legal/policy environment and financial mechanisms for PA management; (ii) strengthening the institutional capacity for PA management; and (iii) demonstrating new ways and means of PA management, including partnerships with other government agencies, local communities and the private sector, to add to the range of options currently available. These interventions are critical to improve management effectiveness in the PA system as a whole.

Phase II (5 years) is envisaged to build on the successes of Phase I by consolidating the experience and lessons learned of Phase I ensuring that PAs are systematically mainstreamed into regional and local development, building on the lessons learned and experience gained. Funding for Phase II is not secured and can be sourced from various sources, the GEF, the Government of Namibia, other bilateral or multilateral donors and the like.

The Project Development Goal:

The long-term goal of the SPAN Project is ensuring the ***sustainable management of renewable natural resources protects biodiversity while contributing to equitable economic and social development***¹.

The Project Objective:

The immediate objective of the project is ***“to increase management effectiveness of the national PA network for biodiversity conservation”***.

The Project has three Outcomes, and associated Outputs as listed below:

Outcome 1: Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness

1.1 Parks and Wildlife Management Act and Regulations

1.2 Park Management Plans

1.3 Sustainable PA Financing Mechanism

1.4 Strategic PA Network Plan

1.5 Systematic Biodiversity Monitoring Mechanism

1.6 Knowledge Management System

Outcome 2: Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources

2.1 Structural Reorganization

2.2 Devolution of Decision making and Financial Management

2.3 Individual and Park-Level Performance M&E

2.4 Training and Incentive Mechanisms

2.5 PA Economics and Business Planning Capacity

2.6 Partnership Building Capacity

2.7 HIV/AIDS Succession Planning Capacity

Outcome 3: PA management know-how is expanded and reinforced through innovative field management demonstrations

3.1 Field Demonstration Site 1: Ai-Ais Hotsprings Game Park

3.2 Field Demonstration Site 2: Bwabwata-Mudumu-Mamili Complex

3.3 Field Demonstration Site 2: Etosha/Skeleton Coast Link

3.4 Field Demonstration Site 4: Sperrgebiet National Park (combined with field demonstration site 1)

3. GENERAL OBJECTIVES OF THE EVALUATION:

The mid-term evaluation of the UNDP/GEF project “SPAN” is initiated by the UNDP Namibia Office and it is being undertaken in accordance with the UNDP/GEF Project Monitoring and Evaluation Policy see

(<http://thegef.org/MonitoringandEvaluation/MEPoliciesProcedures/mepoliciesprocedures.html>).

The principal purpose of the mid-term evaluation is to assess the project’s implementation results and impacts as required by the UNDP/GEF Monitoring and Evaluation Policy. It is also mandatory to evaluate and review any UNDP project of the magnitude of USD 1 million or more, at mid-term and when the assistance is about to phase out called final evaluation.

4. PROJECT PERFORMANCE:

4.1 OBJECTIVES OF THE MID-TERM EVALUATION:

The mid-term evaluation is intended to provide a comprehensive overall assessment at mid-term of the project and provides an opportunity to critically assess administrative and technical strategic issues and constraints.

The evaluation should provide recommendations for strategies, approaches and/or activities to improve the potential of the project to achieve expected outcomes and meet objectives within the project timeframe. Findings of this evaluation will be incorporated as recommendations for enhanced implementation of the current project phase as well as for the design of the subsequent project phases.

The purpose of the Mid-Term Evaluation is:

- To assess overall performance against the project objectives as set out in Project Document and other related documents
- To assess the effectiveness and efficiency of the Project
- To critically analyze the implementation and management arrangements of the Project
- To list and document initial lessons concerning Project design, implementation and management
- To assess Project outcomes to date and review planned strategies and plans for achieving the overall objectives of the Project within the timeframe
- To assess Project relevance to national priorities
- To provide guidance for the future Project activities and, if necessary, for the implementation and management arrangements.

In particular, this evaluation will assess progress in establishing the information baseline, reducing threats, and identifying any difficulties in project implementation and their causes, and recommend corrective courses of action. Effective action to rectify any identified issues hindering implementation will be a requirement prior to determining whether implementation should proceed.

Project performance will be measured based on the quantitative and qualitative indicators defined in the Logical Framework and the Results Framework of the Project Document.

The Report of the Mid-Term Evaluation will be stand-alone document that substantiates its recommendations and conclusions.

The evaluation will in particular assess:

- (1) Project Design – review the original project intervention strategy including objectives, outcomes, outputs and activities and assess quality of the design and delivery of planned outcomes. The review should also assess the conceptualization, design,

effectiveness, relevance and implementability of the project. The review should also include the updated logical framework matrix which was designed during Project Inception.

(2) Project Progress and Impact – assess the achievements of the SPAN Project to date against the original objectives, outcomes, outputs and activities using the indicators as defined in the logical framework contained in the project document as well as any valid amendments made thereafter. Achievements should be measured against the indicators as described in the log frame. Specifically, the Evaluator should confirm the Namibia Management Effectiveness Tracking Tool.

(3) Project Implementation – assess:

- a. Project management arrangements, i.e., effectiveness of, the UNDP, the UNDP Country Office, the Project Management Unit (SPAN PMU), SPAN Project Appraisal Committee (PAC); and the demonstration sites;
- b. Quality and timeliness of delivering outputs and activities;
- c. Financial situation (i.e., budget and expenditure status). Financial audits were done and consultants have access to the audit reports (2006, 2007, and 2008). Clear assessment of the realization of the co-financing;
- d. Cooperation among partners including but not limited to: SPAN Project Appraisal Committee (PAC); GEF-supported projects (ICEMA, NACOMA, CPP-NAM, SGP), UNDP, Government counterparts (Ministry of Environment and Tourism; Mines and Energy; Fisheries and Marine Resources), bilateral-funded projects (USAID, KfW, EU-RPRP, Conservation International, Millennium Challenge Account, GTZ); PMU; demonstration sites (Etosha-Skeleton Coast, //Ai-Ais, Bwabwata-Madumu-Mamili) and private companies (NAMDEB, NWR, NTB); as well as those listed in the project document in the stakeholder participation plan as project co-financiers;
- e. Responsiveness of project management to adapt and implement changes in project execution, based on partner and stakeholder feedback;

Based on the above points, the evaluation should provide a document of approximately 50 pages indicating what project activities, outputs, outcomes and impacts have been achieved to date, and specifically:

(1) Assess the extent of the progress which the SPAN Project has made to achieve its objectives and where gaps are evident;

(2) Draw lessons from the experiences of the SPAN Project, in particular those elements that have worked well and those that have not, requiring adjustments and;

(3) Provide recommendations to strengthen the effectiveness, efficiency, impact, implementation, execution and sustainability of the SPAN Project.

4.2 SCOPE OF THE EVALUATION:

While the specific issues of concern are listed in the following paragraphs, a reference to the UNDP programming manual and UNDP/GEF guidelines to conduct mid-term evaluations should be made for addressing the issues not covered below.

The evaluation will include ratings on the following two aspects: (1) Sustainability and (2) Outcome/Achievement of objectives (the extent to which the projects immediate and development objectives were achieved). The review team should provide ratings for three of the criteria included in the Mid-Term Evaluations: (1) Implementation Approach; (2) Stakeholder Participation/Public Involvement; and (3) Monitoring and Evaluation. The ratings will be: Highly Satisfactory, Satisfactory, Marginally Satisfactory, Unsatisfactory, and N/A.

4.2a) Project Conceptualization/Design:

1. whether the problem the project is addressing is clearly identified and the approach soundly conceived.
2. whether the target beneficiaries and end-users of the results of the project are clearly identified.
3. whether the objectives and outputs of the project were stated explicitly and precisely in verifiable terms with observable success indicators.
4. whether the relationship between objectives, outputs, activities and inputs of the project are logically articulated.
5. whether the project started with a well-prepared work-plan and reasons, if any, for deviations.

4.2b) Project Relevance:

1. whether the project is relevant to the development priorities of the country.
2. given the objectives of the project whether appropriate institutions have been assisted.

4.2c) Project Implementation:

The evaluation team will examine the quality and timeliness in regard to:

1. the delivery of inputs specified in the project document, including selection of sub-projects, institutional arrangements, interest of beneficiaries, the scheduling and actual implementation.
2. the fulfilment of the success criteria as outlined in the project document.
3. the responsiveness of the project management to significant changes in the environment in which the project functions (both facilitating or impeding project implementation).
4. lessons from other relevant projects if incorporated in the project implementation.
5. the monitoring and backstopping of the project as expected by the Government and UNDP.
6. the delivery of Government counterpart inputs in terms of personnel, premises and indigenous equipment.
7. the project's collaboration with industry associations, private sector and civil society.

4.2d) Project Performance:

1. whether the management arrangements of the project were appropriate.
2. whether the project resources (financial, physical and manpower) were adequate in terms of both quantity and quality.
3. whether the project resources are used effectively to produce planned results.
4. whether the project is cost-effective compared to similar interventions.
5. whether the technologies selected (any innovations adopted, if any) were suitable.
6. the role of UNDP Country Office and its impact (positive and negative) on the functioning of the project.

4.2e) Results/Success of the project applied to each Specific Outcomes and Outputs:

The overall outputs and their meaning are as defined in the project document that should form the main basis for this evaluation. In addition to the mid-term targets in the logical framework, the details of the specific project impact to be provided are:

1. what are the major achievements of the project vis-à-vis its objectives, outcomes and outputs.
2. what are the potential areas for project success? Please explain in detail in terms of impact, sustainability of results and contribution to capacity development.

3. what major issues and problems affected the implementation of the project, and what factors could have resolved them.
4. given an opportunity, what actions the evaluation team members would recommend to ensure that this potential for success translates into actual success.
5. level of institutional networking achieved and capacity development of key partners, if being done in a structured manner at different stages – from inception to implementation.
6. environmental impacts (positive and negative) and remedial actions taken, if relevant.
7. social impacts, including impact on the lives of women at each demonstration site.
8. any underlying factors, beyond control, that are influencing the outcome of the project.

A table should be included in which progress against the project objectives and each outcome should be discussed and rated on the six-point UNDP scale (Highly Satisfactory HS, Satisfactory S, Marginally Satisfactory MS, Marginally Unsatisfactory MU, Unsatisfactory U, and Highly Unsatisfactory HU).

4.3 METHODOLOGY/EVALUATION APPROACH:

The team should provide details in respect of:

1. Documentation review (desk study);
2. Interviews and/or consultations;
3. Field visits if any;
4. Questionnaires, if used; and
5. Participation of stakeholders and/or partners.

5. TIME TABLE:

The duration of the evaluation will be a total of 40 working days and will commence towards early September 2009 with the following tentative schedule for the critical milestones:

- Acceptance and commencement of duties by end August 2009.
- Inception meeting with the principal parties (UNDP, MET and SPAN PMU) by first week of September 2009, with a schedule and definite timetable for the overall evaluation.

- Presentation of the draft to the key stakeholders and incorporation of comments if deemed necessary, including submission of five copies of the mid-term evaluation report by mid – October 2009.
- Draft Evaluation Report by end October 2009.
- Final comments on the draft evaluation report by mid-November 2009.

- Mid-Term Evaluation report by 20 November 2009, in five (hard and electronic) copies.

6. CONSULTATIONS:

The consultants are open to consult all reports, files, manuals, guidelines and resource people they feel essential, to make the most effective findings, conclusions and recommendations. The mission will maintain close liaison with the UNDP Resident Representative and Deputy Resident Representative in Namibia, as well as other concerned officials and agencies in UNDP; the SPAN PMU, SPAN Project Appraisal Committee (PAC) and SPAN National Project Director.

7. REPORTING:

The evaluation team will report directly to the Senior Management of UNDP Namibia, UNDP/GEF RCU, but mostly to the UNDP Resident Representative and/or his designated officials to act on his behalves. The consultants shall work in close collaboration with the SPAN PMU. The consultants will prepare and submit the draft report of the evaluation to UNDP. A presentation and debriefing of the report to UNDP, the project beneficiaries (executing –MET–, and implementing –DPWM/DSS– agencies), PMG will be made in October as part of the combined wrap-up workshop for the SPAN project. The reporting schedule will be finalized during the inception meeting between the evaluation team and key stakeholders.

DISCLOSURE

Although the team is free to discuss with the authorities on anything relevant to the assignment, under the terms of reference, the team is not authorized to make any commitments on behalf of UNDP or the Governments of Namibia.

Annex 1: Mid-Term Evaluation Report: Sample Outline

Executive Summary

- Brief description of project
- Context and purpose of the evaluation
- Main conclusions, recommendations and lessons learned.

Introduction

- Purpose of the evaluation
- Key issues addressed
- Methodology of the evaluation
- Structure of the evaluation

The project and its development context

- Project start and its duration
- Problems that the project seeks to address
- Immediate and development objectives of the project
- Main stakeholders
- Outcomes/ Results expected

Findings and Conclusions

- Project formulation
- Implementation approach
- Country Ownership/Driveness
- Stakeholder participation
- UNDP comparative advantage
- Linkages between project and other interventions
- Management arrangements

Implementation

- Financial Planning
- Monitoring and evaluation
- Execution and implementation modalities
- Management by the UNDP country office in Namibia
- Coordination and operational issues

Results

- Attainment of objectives, outcomes and outputs
- Sustainability beyond the Project Life Cycle
- Contribution to capacity building/development, sub-regional and national development

Recommendations

- Corrective actions for the design, implementation, monitoring and evaluation of the next phases of the Project.
- Actions to follow up or reinforce initial benefits from the project and relevance for inclusion in future initiatives
- Proposals for future directions underlining main objectives.

Lessons Learned

- Best and worst practices in addressing issues relating to relevance, performance and success of the project.

Annex 2:

- TOR for the SPAN Mid-Term Evaluation
- SPAN Mid-Term Evaluation Schedule
- List of Persons and Organizations interviewed
- List of documents reviewed

- Questionnaire used, if any, and
- Summary of results.

ANNEX 2: SPAN Mid-Term Evaluation Schedule

Date	Activities
28 September	UNDP briefing meeting, SPAN briefing meeting & consultation with DPWM
29 September	Meeting with ICEMA and NNF and SPAN project staff
30 September	Meeting Community representatives KPP, KfW, FENATA, DPWM and PS/MET
01 October	Travel to Etosha. Meeting SPAN field coordinator
02 October	Meeting MET park staff and SPAN coordinator
03 October	Travel to Rundu. Meeting with SPAN coordinator
04 October	Travel to Popa Falls. Site visit Mahango Park
05 October	Travel to Mudumu. Meeting CW Buffalo, IRDNC and Bwabwata Community
06 October	Meeting CCW, CW at Susuwe, travel back to Rundu
07 October	Travel to Windhoek.
08 October	Travel to Rosh Pinah. Meeting with SPAN coordinator and park rangers and CCW/CW of Ais Ais & Spergebiet
09 October	Field visit Ai Ais Park. Travel back to Windhoek
10 October	Document study and write-up
11 October	Meeting SPAN coordinator and desk-work
12 October	Meeting PS/MTI. De-briefing initial findings to SPAN and UNDP
13 October	End of field based mission
11 November	Presentation draft report to Project Working Group
12 November	Meeting UNDP and CPC
30 November	Production final report

ANNEX 3: List of Persons and Organizations interviewed

Dr. K. Shangula	Permanent Secretary MET
Dr. M. Lindeque	Permanent Secretary MTI
B. Beytell	Director DPWM
C. Sikopo	Deputy-director DPWM
M. Paxton	SPAN project coordinator
L. Motlana	Deputy Resident Representative UNDP
M. Mwandingi	UNDP
R. Nghiulikwa	UNDP
Dr. C. Brown	Director NNF
J. Asheeke	CEO FENATA
H. Tjihikununa	CCW Ais Ais
K. Shilongo	W Sperrgebiet
T. Cooper	CW Sperrgebiet
W. Handley	SR Ais Ais
L. Kairabeb	Friends of Parks
D. Faulkner	FTA SPAN
L. von Krosigk	Project Manager KfW
S. Mayes	Field coordinator SPAN
S. Mulonga	Field coordinator SPAN
G. Nekongo	Field coordinator SPAN
J. Tagg	Project coordinator ICEMA
Chief Gariseb	Koadi Hoas Conservancy
S. Goetting	W Etosha Central

H.Tjukurundu	W Bwabwata
L. Kamba	IRDNC
P.Stein	CW Bwabwata West
Benson	IRDNC
Alfred	IRDNC
C. Siloka	CW Caprivi Parks
E. Humpfrey	CPC

ANNEX 4: List of documents reviewed

Project Document and Reports

SPAN Project Document
SPAN Project Brochures
PIR – 2006, 2007, 2008, 2009
Standard Progress Report 2007 and 2008
Quarterly reports – 2007-2009
Project Management Group meeting minutes 2006-2009
Project Advisory Committee meeting proceedings – 2009
Final Report on the USAID co-financing

Project Management Related Documents

Gender and Health Mainstreaming Plan
NAMETT report
Mid-term report on the needs weighted average indicator
Project Management Framework
Annual Workplans 2008 and 2009

HWCM Workshop (2006)
Environmental Information Services, Systems & Knowledge Management for Biodiversity & Protected Areas Workshop (2009)
Performance Management System Workshop in Keetmanshoop
Performance Management System Workshop in Rundu
Human Resource Transformation Project Inception Workshop (2009)
Economic valuation of PA system (It is an output from the PDF phase, but has had a lot of impacts on the full phase, in particular in terms for additional resource mobilization for parks)
Valuing Namibia's Parks booklet
National Policy on Human Wildlife Conflict Management
National Policy on Tourism and Wildlife Concessions on State Land
Study of Human Wildlife Conflict situation in north of Etosha
MET's Strategic Plan 2007/08-2011/12
Incident Book Data Base guide
Incident Book Audit Reports
Namibia's Protected Area Network Poster
ToR for Climate Change Vulnerability Study
State of Parks outline and contributors' guideline
Park Branding ToR
Report on MET organizational form
Skeleton Coast Concession Tender Document

Tourism Satellite Account
HEWG proposal
Park Diary original pages
Report on the Financial Administration System Transformation (FAST) Project – Phase 1
Sandpaper (15 issues)
Updated Policy on Prospecting and mining in PAs
Areas in PAs to be excluded from future prospecting and mining
Report on MET structure (2007)
PMS format for piloting
Mangetti National Park Tourism Development Plan
Etosha National Park Management Plan
Etosha National Park Business Plan Framework
Structure of Etosha National Park report
Kunene People's Park Tourism Scoping Study
Kunene People's Park Technical Committee Report to the Minister
Powerpoint presentation on Kunene People's Park from the Technical Committee
Makuleke Trip Report
BMM Parks Management Plan
BMM Parks Tourism Development Plan
BMM Parks Zoning and Management Posters
Mudumu North Complex Management Plan and Posters
Sperrgebiet National Park Management Plan
Sperrgebiet National Park Tourism Option Plan
Sperrgebiet National Park posters and banners
Sperrgebiet National Park information feasibility plan
Discussion Paper Sperrgebiet Boundary September 2007
Sperrgebiet National Park Proclamation Gazette
Sperrgebiet National Park Advisory Committee meeting proceedings
/Ai-/Ais Park Management Plan
New Fish River Canyon Viewpoint design
Draft Protected Area and Wildlife Management Bill
Policy on Park Residents and Neighbours
Draft MET HIV and AIDS Policy
Update of the economic valuation and park financing plan
Collaborative Management Discussion Paper
Collaborative Management Manual
Kunene People's Park Management Plan
Kunene People's Park Business Plan
Kunene People's Park Agreement
Draft Canyon Hiking Card

ANNEX 5: Summary of results.

Results at Objective Level

The objective of the project is stated as: Increased Management Effectiveness of the national PA network for biodiversity conservation. Management Effectiveness is measured according to scores realized through the allocation of values to answers to a list of predetermined questions developed as part of the METT/NAMETT. At the objective level, the indicator is “net improvement in management effectiveness for PA land” with progress measured according to the size of PA land areas that have moved into a higher category of management effectiveness using the following definition of NAMETT categories: High - >50, Intermediate – 40-49 and Low – Less than 40. Results recorded by the project of progress with management effectiveness at mid-term review showed that Namibia’s PAs had achieved improvement in management effectiveness that was in excess of the targets set for both the mid-term and end of project stage of the project. While the target set for midterm was a 35% increase in the area of land under improved management, the actual improvement at mid-term was 54.6% against an end of project projection of 50%. In other words, the project had exceeded both its midterm and end of project targets.

A second indicator that the SPAN project sought to track at the Objective level was the increase in percentage of representation of biomes in the protected area network. As with the indicator discussed above, the project recorded achievements that were either at mid-term target levels or beyond. The only area that could be proclaimed as PA by the end of the project is Kunene Peoples Park. If it is proclaimed all end of project targets will have been achieved.

Results at Outcome Level

The results achieved under each of the project outcomes at mid-term were:

Outcome 1: Improved systemic capacity provides the enabling framework for enhancing PA management effectiveness.

Systemic capacity refers to the policy, institutional and resource (financial and human resources) environment projects are expected to operate in. The Protected Areas and Wildlife Management Bill has been under development for the past twelve years. With assistance of the SPAN project, an innovative and updated version of the draft Protected Areas & Wildlife Management Bill has been produced that addresses Namibia’s objectives as formulated in NDPIII. The Bill is however held up and undergoing internal review at MET. Senior management at the Ministry have indicated that the period following General and Presidential elections in November 2009 will see concerted efforts towards having this Bill enacted. While this might be considered as a failure by the Project, it is important to note that legislative development processes are long and tortuous especially when they deal with issues such as land that are politically sensitive.

While the consultative process on the Bill goes on, the Project has worked with government through MET to produce policies on diverse issues including Human Wildlife Conflict, Concessioning and Parks and Neighbours which are proving to be useful instruments that the Project can focus on having implemented in the interim. The presentation of the findings of the Economic Value and Financing of Namibia's Protected Areas has resulted in an increase in budget allocations to the Wildlife Directorate by government of the order of 310%. These increased allocations are however for park infrastructure rehabilitation and development and do not therefore go into improving park level management effectiveness.

The Ministry of Finance has also approved that MET be allowed to retain 25% of annual park entrance fees and make these available through the GPTF for the development of various infrastructure projects.

A framework for knowledge management has been created through the Event/Incident Book system. However, the KM outcomes show large discrepancies at field demonstration sites. The incident books are not used at all sites, while some staff criticize these as being not adapted to individual PA requirements which the project should address.

Outcome 2: Institutional capacities for PA management are strengthened, resulting in more effective use of financial and human resources.

Capacity for protected area management under this Outcome was interpreted to cover issues such as procurement, financial and human resources management and career planning, and business planning.

MET has committed to restructuring and devolution of decision making functions including financial management to park level. To expedite the implementation of these processes, the SPAN project has appointed a Financial Transformation Advisor who has introduced pilot initiatives in priority parks focusing on the management of procurement processes. Some of the recommendations that have been made include the delegation of approval of purchase requisitions from Head Quarters to the park level following annual procurement plans that have been drawn up. In addition, the FTA is working with MET management to institutionalize the designation of parks as cost centres in their own right.

The FTA is also working to establish the Concession Unit in MET. At mid-term review up to 15 concessions had been awarded through this effort with one such concession awarded directly to a community adjacent to Kaudum National Park in the North East of the country with other concessions awarded for lodge development in NNK Park.

This policy is already yielding results with revenue streams from concessions bringing in around N\$ 15 million in 2008 as opposed to the N\$ 1.5 million they have yielded in the past. While the potential for realizing incomes and distributing benefits directing to community groups through

concessions is high, there is a potential threat posed by the Government Tender Board also issuing concessions outside the decentralization framework that MET has recommended to government. This apparent contradiction will need to be managed to avoid confusing the market.

Devolution of control over procurement and budget needs to be done in concert with human resource management skills enhancement. It is anticipated that the performance management system initiated in 2006 will be institutionalised following the recent recruitment of a Human Resources Transformation Advisor. Already a training task force has been established within the DPWM and a training plan drawn up. Up to thirty training opportunities involving more than three hundred staff have been offered. In addition to training, a number of incentive schemes have been developed in order to motivate staff in their positions. The HRTA is also in the process of developing a Performance Management System in collaboration with the Prime Minister's Office which is developing a nationwide PMS.

Business Plans have so far been developed and adopted for Etosha National Park, /Ai-/Ais and Sperrgebiet National Parks, BMM and Kunene Peoples Park. Training in business planning has also been offered and reference materials on the training produced for use by park managers going forward. The consulting team reviewed the business and tourism plans that have been produced and made the following observation: The plans lack realistic implementation schedules that acknowledge current activities by park staff and current usage of PAs by tourists. Tourist data is limited to entrance numbers (annual) and average length of stay and proposed limited and high use areas are not quantified.

There is a general lack of a staff career development plan in MET. The SPAN project long since identified this as an important aspect of capacity enhancement for effective management of PAs but could not address the issue due to capacity limitations. The appointment of the HRTA should see more targeted attention being paid to this aspect of project implementation. This will be handled in tandem with the Park Innovation Grant scheme and the Field Staff Award scheme that has been developed.

It is clear from the about analysis of achievements under Outcome 2 that progress has been held back by the lack of internal capacity to initiate some of the work even though it had been identified as important for the project to achieve results. It is expected that with both the FTA and HRTA now on board, these initiatives can be embarked upon with earnest. The evaluation team evaluated this Outcome as not having been achieved principally on account of limited in-house skills.

Outcome 3: PA management know-how is expanded and reinforced through innovative field management demonstration.

The SPAN project has established very successful demonstration sites at four sites around the country that are manned by Technical coordinators to demonstrate innovative park

management. The presence of field coordinators at the Ai-Ais/Sperrgebiet demo site and at BMM complex is highly regarded by both MET staff and other stakeholders. It creates an effectiveness that has been lacking within MET own structures as well as short and effective communication between MET and other stakeholders through the facilitation by these coordinators. In addition, these coordinators have been able to effectively integrate the implementation of other programmes such as into the PA initiative. The field coordinator for Etosha has recently assumed duty so it is too early to judge whether he is effective. Issues at this site are also more complex thereby requiring more time to assess the utility of the position. The evaluation team could also not obtain a clear assessment of whether MET staff at Okaukeujo see much value addition from this position despite the need for focusing on the proclamation of Kunene Peoples Park as a way of establishing the link between Etosha and Skeleton Coast and restore traditional wildlife migration routes,.

At BMM, the project is on the threshold of achieving its best and most progressive management cooperation achievements especially if it can strengthen its efforts in kick-starting the Bwabwata Technical Steering Committee and clarifying its roles and responsibilities.

Overall project performance at midterm is rated as Successful **(S)**.